

**SECTION 8
IMPLEMENTATION**

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IMPLEMENTATION

Introduction

The recommendations of each of the 7 elements of the Master Plan have been combined into a five-part plan, as described in the Executive Summary. Through implementing this plan, the Town of Carver can hope to experience a sustainable pattern of growth in the future. The following section presents the five part plan for the Town and identifies an Action Plan of the steps the Town must take in order to pursue the recommended strategy.

Map 8-1, Action Plan, illustrates some of the major recommendations of the Master Plan, including proposed village and rural areas, as well as infrastructure (road and water improvements). For reference, existing zoning and natural resources are shown on the facing page, to provide a sense of the context over which the strategy was developed. The Action Plan map is intentionally diagrammatic. The configuration of natural resources and the availability of parcels for either development or preservation will ultimately shape the boundaries of the developed and protected areas. Rather than describing specific zoning changes, this plan is intended to provide an overall vision towards which the Town will direct future policy changes.

A FIVE-PART PLAN FOR CARVER

1. **Identifying the mix of land uses that will create fiscal balance**

The cost of providing services to new residents often exceeds the tax revenue generated by new development. A suitable mix of land uses should be established to prevent residents from being burdened by the costs of future development. Commercial and industrial development, which provide a net revenue to the town, should be encouraged in appropriate areas. Agriculture is also an important revenue generator for the town, and should be preserved as much as possible. A variety of residential uses, including multifamily and townhouse units limited to 2 bedrooms and single family homes for middle and upper middle incomes will help to maintain fiscal balance while providing housing for a diversity of residents' needs.

In considering zoning changes or land acquisition proposals, an analysis should be made of the fiscal impacts of the proposed change. Section 2, Housing provides a suggested mix of housing types for future development that will maintain a fiscal balance. Appendix 4-1 in the Natural Resources Section, "Cost-Benefit Analysis of Open Space Acquisition" provides a model for how fiscal impacts from a proposed change can be estimated.

2. **Identifying higher-density Village Areas and creating strategies to encourage desired development in these areas**

The areas in Carver with the greatest potential for future commercial and higher density residential development are shown on Map 8-2. These include:

- **NORTH CARVER:** Route 44 study area and North Carver Green
- **CENTER CARVER:** Village and General Business areas adjacent to Town Hall
- **SOUTH CARVER:** Historic village area

- **FUTURE DEVELOPMENT:** Makepeace lands and lands near the future Route 44 corridor

The following actions would encourage appropriate development in these higher density areas:

Organizational

- Establish public/private task force including new **EDIC**
- Initiate planning for **Town Center** and/or **Route 44 Corridor**
- Seek additional funding for planning, streetscape improvements and infrastructure development within Village Areas (Community Development Program)

Zoning

- Work with property owners, **Map boundaries** of Village Areas by examining current land-uses and identifying parcels with potential for additional development
- Allow **smaller residential lots** within Village Areas where **water system** is in place
- Allow **apartments over stores** (in accordance with performance standards)
- Allow **townhouses** on smaller lots in Village Areas
- Refine list of allowed **commercial uses and parking requirements**

Design Standards

- Adopt maximum **front setback** to bring buildings closer to street
- Decrease **side yard setbacks** to bring buildings closer together
- Promote **streetscape improvements** such as better sidewalks, street trees, lighting
- Encourage **in-fill** of existing low-density strip-style development

Health and Environmental Standards

- Adopt **water and septic management regulations** for Village Areas

Proposed higher density areas would include a mix of commercial and residential land uses in character with existing development in each area.

3. Planning for a decentralized water system to serve Village Areas

Town-wide public water would be unfeasible for Carver because of the extensive area of the town and the generally low density of development. However, in order to make the higher density of development feasible in the growth areas defined above, it will be necessary to provide public water to these selected areas. A decentralized public water system would provide water from three localized sources to the corresponding Village Areas:

- **NORTH CARVER:** Extend water pipe from Middleborough
- **CENTER CARVER:** Town Hall Well land acquisition is necessary to increase output
- **SOUTH CARVER:** Cranberry Village land acquisition also necessary to increase output

The following actions are required to implement a decentralized water system:

- Define Service Area Boundaries
- Create **Water/Stormwater/Wastewater Planning Committee**
- Seek funding for water/stormwater planning through DEP **Comprehensive Water Resources Management Plan**
- Obtain support of **Buzzards Bay Project** to assist in stormwater planning
- Undertake hydrologic studies of target areas
- Negotiate connections to **Middleborough** to supply water to Route 44 area
- **Acquire bogs** adjacent to Town Hall and South Carver wells to allow expansion of pumping capacity
- Obtain funding for system development

4. **Identifying vital Rural Areas and creating strategies to protect them and divert development to higher-density areas**

Three categories of open space resource areas are shown on Map 8-3, including first priority lands linking important local and regional resources, second priority lands surrounding water resources of local importance, and areas with significant agricultural activities. A combination of the following strategies may be used to preserve open space in these areas:

- Protect through acquisition, regulation or conservation restriction; up to 4,500 acres of key open space land proposed.
- Development in a cluster pattern that groups the houses compactly on the land, allowing construction to stay well away from resource areas like wetlands and leaving the balance of the land protected.
- Developed into oversized lots (defined as lots of 3 acres or more)

The following actions would enable the protection of open space and natural resources in the lower density Rural Areas:

Zoning and Planning Board Regulations

- Increase lot sizes to **two acres** and frontage to 200 ft. in order to reduce overall development and protect resources
- Revise cluster (Conservation Subdivision) bylaw to provide more **incentives** for clustering, including **as-of-right cluster** and **density bonuses** for certain public benefits
- Adopt **new road standards** to allow for a reduction of width, etc. for smaller subdivisions
- Adopt **site-plan review** for large residential developments

Additional strategies to protect natural resources

- Adopt **stormwater protection** standards
- Update **Aquifer Protection Bylaw**
- Update **Wetlands Bylaw**: mapping and resource area protection
- Adopt **Flood Hazard District** zoning
- Establish a **Land Bank** to accept donations and hold protected lands
- Enact **Community Preservation Act** to create a source of funding for open space protection
- Develop a system for transferring development rights away from most sensitive areas towards areas more suitable for development (**TDR**)
- Acquire **land or development rights**, or secure the **permanent protection** of approximately 4,500 acres of critical open space, including a 3,000 acre greenbelt linking Rocky Gutter in Middleborough to Miles Standish State Forest via the Edaville site.

5. **Planning for the staffing and organizational changes needed to manage growth.**

The following actions are required to implement needed organizational changes:

- Retain **Economic Development/Planner**
- Re-organize **EDIC**
- Adopt **Economic Opportunity Area Designation (with Plymouth)**
- Complete Year 2 Housing Program (**Executive Order 418**)
- Institute **inter-board review process** for major projects
- Complete **GIS data base and acquire GIS mapping** and analysis capability

PROPOSED ACTION PLAN

An Action Plan has been developed based upon priorities voted at Town Meeting and activities supported by the Master Plan Committee, the Selectmen, and the public. The key to the work plan is the hiring of a Town Planner. This position was approved at the Spring Town Meeting. With staff support, a planning program can now be initiated that will facilitate the grant funding, the zoning changes, and private investment which will foster sound economic growth, resource protection, and the expansion of public infrastructure.

A set of tasks has been identified for the remainder of 2001 which require the services of a planner. These tasks will generate additional grant and loan funding to finance the proposed planning program. The Selectmen will need to support the role of the Planner by ensuring that appointments to the EDIC, a Municipal Water Study Committee, and the Housing Committee are in place.

The Planning Board can initiate several regulatory reforms prior to the retention of a planner dealing with the joint scoping by the various boards of large projects and a reform of the subdivision Rules and Regulations currently underway with the assistance of the Buzzards Bay Project.

The retention of a staff planner will be critical to obtaining grant funding to carry out the tasks identified in the Action Plan as well as to prepare a series of proposed zoning changes for the next Town Meeting. The approval of the town's master plan by the State, should enable the town to obtain up to \$30,000 to fund the planning implementation issues identified in the Action Plan.

Following the next Town Meeting, and with the receipt of various planning funds, the Planner could begin to initiate the community/economic development and public water system planning tasks which have been identified. Priority should be given to those sub-areas including Makepeace, Route 44, and the Town Center, where there is the greatest interest and support by the private sector for planning. It is hoped that the private sector will assist the town in carrying out some of the required pre-development studies relating to water and road improvement needs.

Issues of environmental protection would subsequently be undertaken with the support of the Planning Board and the Conservation Commission. Establishment of a Land Bank, developing a system to carry out a Transfer of Development Rights program, promoting streetscape improvements, are some of these issues which might be addressed.

Town of Carver Master Plan Action Plan

Timing: Priority Ranking	Task	Lead Board
Phase I	<i>Organizational/Staffing Reforms</i>	
A.	Retain Economic Development Planner	Selectmen/Planning Board
B.	Submit Master Plan for approval as an “Equivalent Plan” in order to obtain funding for plan implementation through the “418’ CD Plan Program (\$30,000)	Selectmen
C.	Complete 2 year Housing Program per Executive Order 418	Selectmen
D.	Seek Funding for planning and system development through DEP Comprehensive Water Resources Mgt. Loan (mid August deadline)	Selectmen
E.	Refine mission of Municipal Water Study Committee	Selectmen
F.	Reorganize EDIC	Selectmen
G.	Institute Inter-board review process	Planning Board
H.	Subdivision Regulations (amend)	Planning Board
Phase II	<i>Public Education, Prepare Zoning Bylaw and Subdivision Rule Changes for Town Meeting:</i>	
A.	Public education/participation	Planning Board/ Town Planner
B.	Increase Lot size to 2 acres	“
C.	Enact Cluster By Right Bylaw	“
D.	Amend Conservation Subdivision Bylaw	“
E.	Amend Townhouse Bylaw	“
F.	Site Plan Review Bylaw	“
G.	Adopt Aquifer Protection Bylaw	“
H.	Adopt Flood Hazard District	“
I.	Allow apartments over stores	“
J.	Revise setback standards in older village areas	“
K.	Allow new road standards for smaller subdivisions	“
L.	Allow limited density bonus for public purpose	“
Phase III	<i>Community/Economic Development/Public Water Planning</i>	
A.	Initiate Planning for Town Center, Makepeace, and/or Route 44 Corridor	Town Planner/ Planning Board/EDIC/CC
B.	Define Service Area Boundaries	Planning Board/EDIC
C.	Undertake hydrologic studies	Consultant
D.	Complete GIS Database	Consultant
E.	Negotiate connections to Middleboro	Selectmen
F.	Acquire bogs adjacent to wells	Selectmen/Town Meeting
G.	Seek funding for planning and improvements in Village/New Development areas	Town Planner, CC

H.	Adopt water and septic management regulations for the village areas	Town Planner/BOH/ Planning board
I.	Adopt Economic Development Opportunity Area designation	Selectmen
Phase IV	<i>Environmental Protection</i>	
A.	Public education/participation	Planning Board/ Conservation Commission
B.	Establish Land Bank	Conservation Commission
C.	Enact Community Preservation Act	Conservation Commission
D.	Open space acquisition/protection; up to 4,500 acres	Conservation Commission/Planning Board
E.	Promote streetscape improvements such as sidewalks, street trees, lighting	Town Planner/ Planning Board
F.	Develop system for Transfer of Development Rights	Planning Board/Conservation Commission
G.	Establish full time Conservation Agent	Selectmen/Town Meeting