



Plan of Conservation and Development Town of East Haven, Connecticut

ADOPTED PLAN

**Approved by the
Planning & Zoning Commission
September 5, 2007**

**Prepared by
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Cheshire, CT**

K. Land Use



The land use pattern of a community should provide for the greatest possible efficiency in the utilization of the land, and serve the needs of its residents and businesses. Where possible, it should avoid potential conflicts between different types of land uses, or attempt to mitigate those conflicts.

The Plan recognizes that the land use pattern of East Haven is long established. Therefore, the Plan is oriented towards maintaining and enforcing the existing land use pattern, providing for appropriate new development on those areas either underutilized or vacant for which development is appropriate.

Goal

Encourage an efficient pattern of land uses throughout the Town that promotes desirable residential environments and functional locations for businesses in a manner cognizant of the established nature of the Town.

Policies

1. East Haven's future growth (both residential and non-residential) should be geared to: (a) the town's infrastructure capacity (roads, sewers, water supply, drainage, parks, recreation, schools, fire, police, etc.); (b) the ability of residents and businesses to pay for existing and expanded infrastructure without creating an undue hardship; and (c) maintaining the character of the Town deemed to be desirable.
2. Incorporate into municipal regulations the most modern and progressive means of protecting the physical, social, historic and aesthetic well being of existing and future neighborhoods.
3. Control the granting of use variances by the Zoning Board of Appeals.
4. Take measures to prevent the spread of blight. All substandard areas that cannot respond solely through private means should be encouraged for rehabilitation by the Town as part of a definitive and continuous action program. Conservation of existing housing should be promoted wherever possible.
5. The zoning regulations should continue to be reviewed on an ongoing basis, to promote the type and location of development, as identified in this plan, and amended when necessary. The strategies below should be considered as amendments to the zoning regulations.

Strategies (General Land Use)

1. Zoning boundaries should be consistent with property boundaries, except for large parcels where different uses are appropriate.
2. The size, location and design of signs can be a major determinant of the visual quality of a commercial area. A large number of large signs placed close to the road tend to create a chaotic visual environment. East Haven's current sign regulations seem rather permissive. For example, the following changes in the regulations may be considered:
 - The maximum permitted size of the signs and the type of signs permitted should vary according to the zoning district. For example, large freestanding signs are unnecessary and inappropriate in the Commercial CA-1 district, which is intended for the downtown area, as it should be more oriented towards pedestrians than vehicles, but they may be appropriate for the businesses along the Frontage Roads or Route 80.
 - The total square footage of signs permitted appears to be generally excessive, and should be reduced.
3. Landscaped buffers should be used more effectively to separate potentially incompatible land uses. In addition to larger side and rear yard setbacks for commercial and industrial uses that abut residential uses, there should be minimum degree of landscaping required between the uses. This minimum should include a solid evergreen screen, at least five feet high, or other methods that would provide an all seasons visual buffer.

The current regulations require a twelve-foot width of landscaped area or a wall for commercial areas that abut residentially zoned property, but twelve feet of landscaping may not be sufficient buffering unless it is planted with a dense evergreen hedge, which is not specifically required in the regulations. A wall or fence will meet the requirements, but although stockade fences do provide visual screening, they are prone to disrepair and often become unsightly. A fifty foot wide landscaped area is required in the Light Industrial zones, where it abuts residentially zoned property, which may be adequate if it includes plant materials which offer a visual screen.

4. Adjacent commercial development along the major roads within the Town should contain internal access, for both pedestrians and vehicles, between the two properties. This would provide a greater degree of cohesiveness to the Town's commercial districts and make shopping more convenient for residents. It would eliminate the necessity of people going from one center to the other from having to exit out and use the public road, reducing traffic and congestion. An example of where this might have occurred is the two shopping centers on the north side of Route 80, just west of the intersection of Thompson Street. People traveling from the "Foodmart" to the other center must make two left turns across traffic on Route 80.
5. There should be some regulation of the alteration of slopes. The alteration and regrading of sloped areas could have some negative environmental impacts and lead to unsightly and potentially dangerous conditions. Improper excavation may create potential instability and could lead to falling material. The regulations should include restrictions as to which slopes may be disturbed and the maximum permitted grades for disturbed slopes.
6. The zoning regulations should utilize the concept of "buildable area," which would not include areas of steep slopes, waterbodies or wetlands. Land with slopes in excess of 30% to 35% would not be included as buildable area. The minimum lot area in all residential zones except the R-5 district, should only allow for buildable area. If served by public water and sewer, the regulations may permit up to 25% of the lot area in the R-5 district to be wetlands or steep slopes, providing that there is a minimum contiguous buildable area, free of slopes or wetlands that is suitable for house construction.
7. The non-residential zoning districts should be revised to reflect functional groupings of land use better, such as those categories suggested in Chapter III.B., as follows:
 - Transitional
 - Neighborhood Commercial
 - General Commercial
 - Central Business
 - Regional Commercial - Mixed Use
 - Industrial
 - Technology – Industrial Park
 - Business Park
8. In most areas throughout the Town, the maximum permitted density within the multi-family residential zones should be reduced to a maximum of five to eight units per acre. This would permit townhouse

type development or low-rise multi-family buildings with abundant open space.

9. The zoning regulations should be amended to provide incentives for the upgrading of older commercial properties, by permitting slightly intensified development beyond the maximum allowed floor area and/or lot coverage in return for a new "site plan review" which could improve landscaping, signs access, parking lighting and design. This would not be a requirement, but permitted at the property owner's option and approval by the Planning and Zoning Commission.
10. There should be no new subdivisions utilizing private roads.
11. The zoning regulations should be amended to permit the Planning and Zoning Commission to require that environmental impact, including traffic, be analyzed for all zone change requests and large scale development projects, which require special permits. This analysis should include the impact of the proposed development not only on environmental resources, but also on residential neighborhoods, public utilities, municipal services, and land development patterns. The Commission could retain the right to waive all or part of this requirement, when the Commission deems it appropriate.

III LAND USE PLAN

Chapter II identified the land use goals and policies, and the strategies that apply generally throughout the Town. This chapter identifies the specific land use recommendations for various properties throughout the Town, based upon those goals and policies. It also identifies the land use considerations that were the basis for the recommended land use plan.

Several areas of Town have been identified as warranting special consideration; Central Business District, Main Street West Corridor, Shoreline and the Bradley Street - North Frontage Road areas. Specific strategies have been formulated for these areas.

A. General Land Use Considerations

The land use plan of a community must reflect the goals and objectives of the community. It should be based upon realistic expectations as well as environmental conditions. The plan should reflect a balance between respect for private property and achievement of public welfare.

In the formulation of a land use plan for a community, it is important to identify those factors that are the major influences on land use. The following are the primary considerations in the formulation of a land use plan for East Haven:

1. East Haven is a coastal community with a long shoreline on Long Island Sound. Although the shoreline is a unique asset to the community and could be a strong source of community identity, it has not been optimally utilized for the benefit of the Town.
2. The overall land use pattern of East Haven is generally established. Although certain development opportunities exist throughout the Town, the focus of the land use plan in most of the Town should be on either maintaining or improving the existing patterns of development.
3. Our analysis has found that under current zoning, there is potential for a population of 34,545; a 23% increase over 2000.
4. The residential neighborhoods are fundamentally sound. The primary potential threat to many residential areas is adverse impacts from incompatible land uses.

5. Extensive areas of Town are subject to river or coastal flooding, including many developed areas.
6. The greatest amount of residential development potential is north of Foxon Road.
7. The water and sewer systems of East Haven are capable of supporting all anticipated growth, with service extensions. Although some expansion of other public facilities will be necessary to accommodate the future population of the Town, the Town's public facilities and utilities are not constraints to growth.
8. Much of the vacant land in East Haven contains some environmental constraints to development. In some areas, the environmental constraints are significant enough to prevent development, while in others they can be included within a well-designed development plan.
9. East Haven needs economic growth, and the identification of areas capable of supporting economic development is a priority of the Town. Most of the areas potentially appropriate for economic growth have some constraint to development, so it is important to identify methods of overcoming those constraints if possible.
10. East Haven does not have a strong single dominant business center. Instead, commercial and industrial activity is located in several locations within the Town.
11. The Town is split into two relatively separate areas by the Connecticut Turnpike and railroad tracks. This bifurcated nature of the Town has been reinforced by the land use patterns that have evolved over the years.

B. Proposed Land Use Classifications

The Town utilizes a land use classification system in its regulation of land uses within its zoning regulations. However, the projected land uses envisioned within this plan do not necessarily coincide with the current zoning categories, so we are utilizing the following land use categories for the purpose of the Plan.

Agricultural – Limited Development

This is intended to preserve the agricultural environment of the northern section of East Haven, by permitting agricultural related operations, such as the keeping of livestock, nursery's and agricultural related retail operations. This is necessary due to the lack of utility and public safety facilities to adequately serve this area. Residential development shall be discouraged within this area, and the infrastructure should be oriented towards maintenance of the agricultural environment.

Low Density Residential Density: 0 - 1 unit /acre

Intended to preserve the natural characteristics of an area, while permitting single-family residential development. This category is for where a similar development has been established. This category is consistent with the R-5 zoning district, which permits single-family houses on a minimum 40,000 square foot lot, but it would also accommodate cluster developments where the houses may be on smaller lots with land set aside for open space, providing that the maximum density is not increased. Public water and sewer may not be needed for development within this category, but adequate public safety facilities would be required.

Medium - Low Density Residential Density: 1.0 - 2.5 units/acre

Intended to provide for residential development consistent with the preservation of the suburban residential neighborhood. This category is oriented towards single-family development, consistent with R-3 and R-4 standards, but as with the other single-family categories, would accommodate cluster development. Medium-low density residential will be generally applied to areas in which a similar established development pattern has occurred, or for locations suitable for single-family residential development that are in proximity to commercial or higher density residential uses.

Medium Density Residential

Density: 2.5 -5.0 units/acre

Intended for the older established residential neighborhoods, that consists primarily of single-family houses on small lots, with two-family houses interspersed throughout the neighborhood. The primary focus is to assure that new development supports and is not detrimental to the established neighborhood. The uses envisioned here are single and two family houses, consistent with R-1 or R-2 standards. Small developments of attached single-family housing may be appropriate as well, consistent with overall development density restrictions.

Medium-High Density Residential Density 5.0-8.0 units/acre

Intended for locations where multi-family residential development consistent with a suburban residential environment is appropriate. This development would consist primarily of townhouse type units. Two to three story stacked units may be appropriate under certain circumstances.

High Density Residential

Density 8 - 12 units/acre

Intended for locations within or adjacent to the Central Business District, where high-density residential development would be supportive of commercial development, or other revitalization efforts. Such development should be located and designed so as to not have a negative impact upon single-family residential neighborhoods.

Transitional

There are certain areas of the Town that are primarily residential, but are located adjacent to commercial areas. These areas generally consist of older houses, many two or three family, interspersed with some commercial uses. These areas are currently zoned to permit general commercial development. This category envisions continued residential uses, with professional and business offices, small multi-family buildings, and other small non-intensive commercial uses that would not generate much traffic and would be otherwise compatible with the nearby residential neighborhood. The zoning for this category should contain restrictions as to how much of the lot can be covered by building and pavement, consistent with the standards of residential development.

Neighborhood Commercial

Intended for small-scale business uses, primarily retail, which serve the regular, everyday needs of residents. These uses should be generally within small structures, and not generate large volumes of traffic. Neighborhood Commercial uses should be located at established commercial locations along the arterial streets of the Town. It is most important that these uses be compatible with nearby residential uses, through their overall scale and design.

Central Business

This category is intended for the Downtown area and is capable of supporting the greatest intensity of development. This is primarily a business area with retail and office uses, but high density residential development under certain conditions would also be appropriate.

General Commercial

Intended for other retail areas, generally located along the major arteries within the Town. These uses are automobile oriented, generally free-standing buildings with plentiful parking. Most of the uses here are retail.

Industrial

Intended for industrial development at contemporary standards, although this area would include the least restrictive industrial use zoning districts in the Town. The goal here is to upgrade the existing, older industrial areas, and promote new comprehensively planned, industrial development. Development here will consist of single story buildings used for manufacturing, warehousing, wholesaling, research and development, or office uses. Where yard based industrial or similar outdoor activities occur, they should be visually screened and landscaped to avoid adverse offsite visual impact.

Technology – Industrial Park

This category is intended as an area reserved for the emerging industries that have the potential to be major components of the future regional economy. This area is intended for new development; therefore, the presence of substandard industrial facilities is not an issue within this area. These uses are intended to be developed in accordance with the highest contemporary architectural and site development standards, including extensive landscaping, and buildings with a high architectural finish. Limited outdoor storage may be permitted, but proper screening is necessary. Uses should be limited to those information-based industries that are anticipated to grow within the greater New Haven area.

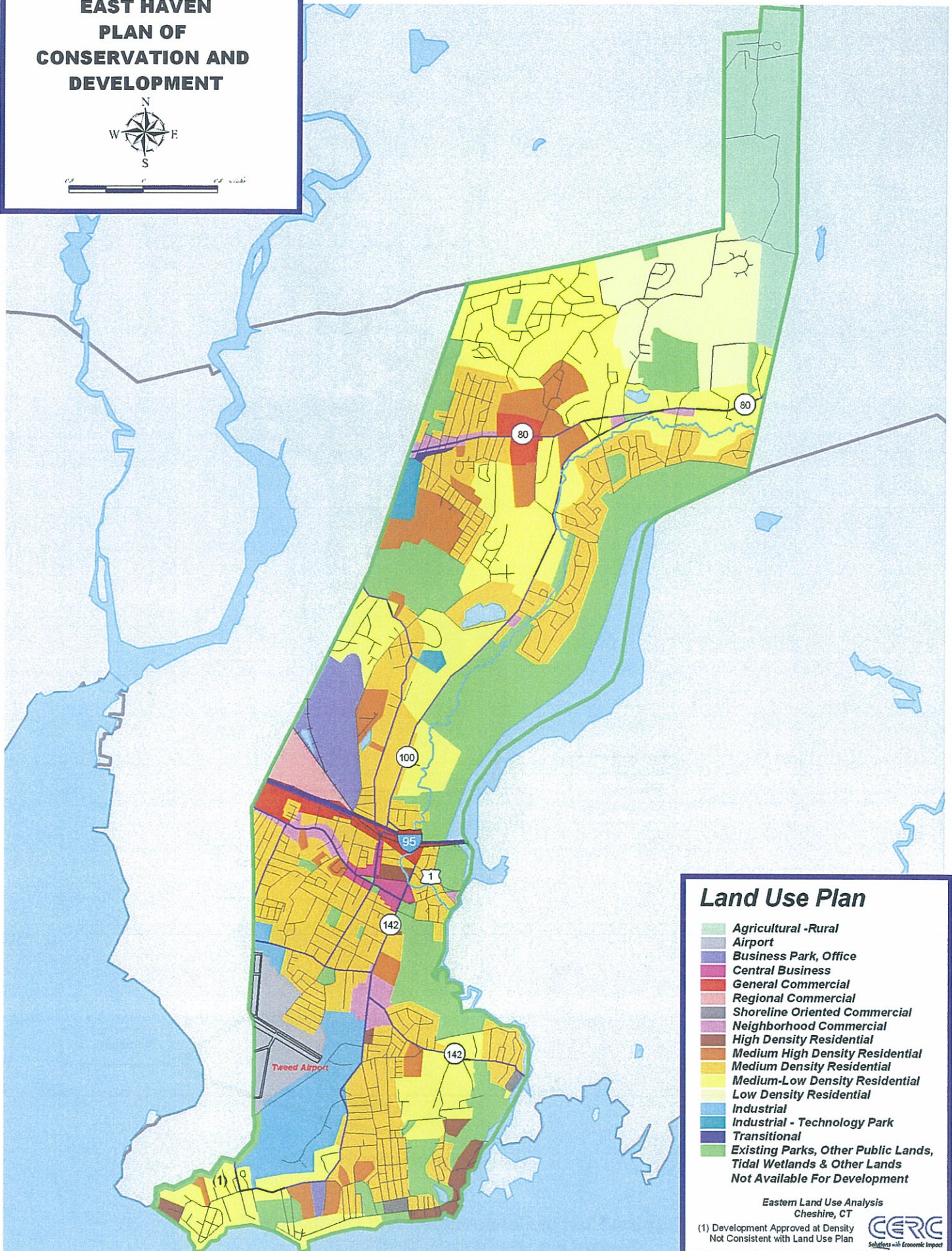
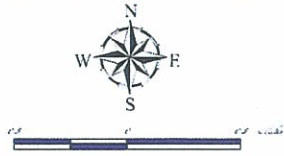
Business Park

This would be the most restrictive economic development use category is intended for office, research and development or light manufacturing. The difference here is that this category of uses would be less intensive, and the zoning regulations for this district would include relatively low coverage ratios. The buildings would be within a park like setting, with most of the land landscaped or undisturbed. This form of development would be compatible with residential uses and could be located on land with significant environmental limitations, as those areas of environmental significance could be protected.

Office

This category is for small-scale office buildings. These buildings are intended to broaden the economic base of the Town, and be compatible with nearby residential neighborhoods. Office buildings are not to be limited to this category, but this category is intended for areas where office development is the only appropriate commercial use.

EAST HAVEN PLAN OF CONSERVATION AND DEVELOPMENT



Land Use Plan

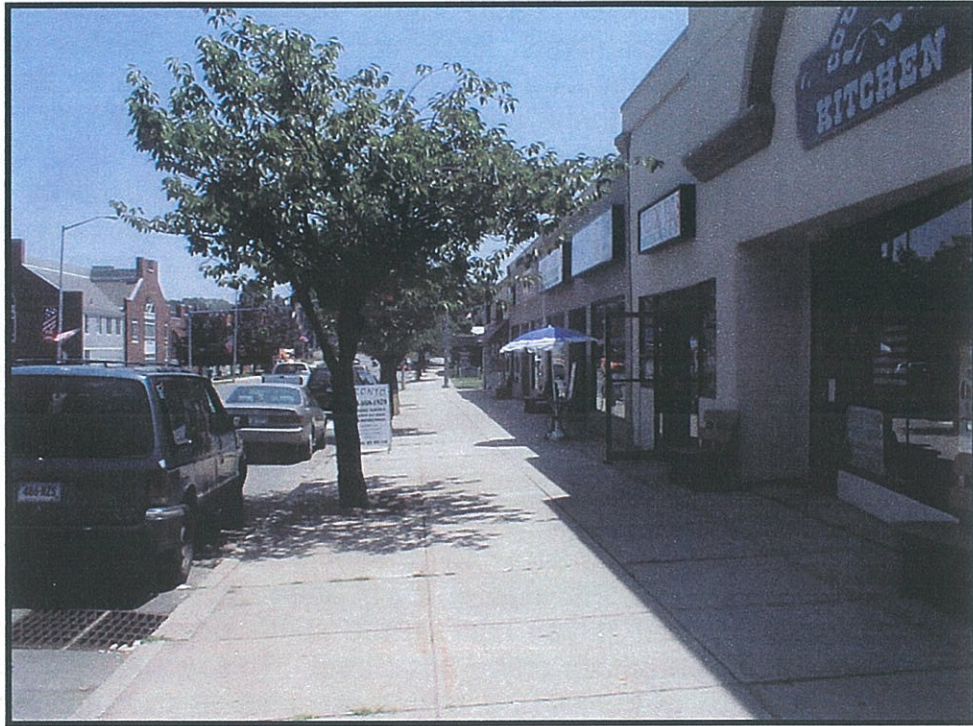
- Agricultural -Rural
- Airport
- Business Park, Office
- Central Business
- General Commercial
- Regional Commercial
- Shoreline Oriented Commercial
- Neighborhood Commercial
- High Density Residential
- Medium High Density Residential
- Medium Density Residential
- Medium-Low Density Residential
- Low Density Residential
- Industrial
- Industrial - Technology Park
- Transitional
- Existing Parks, Other Public Lands,
Tidal Wetlands & Other Lands
Not Available For Development

Eastern Land Use Analysis
Cheshire, CT

(1) Development Approved at Density
Not Consistent with Land Use Plan

CERC
Solutions with Economic Impact

C. Special Study Area – Central Business District



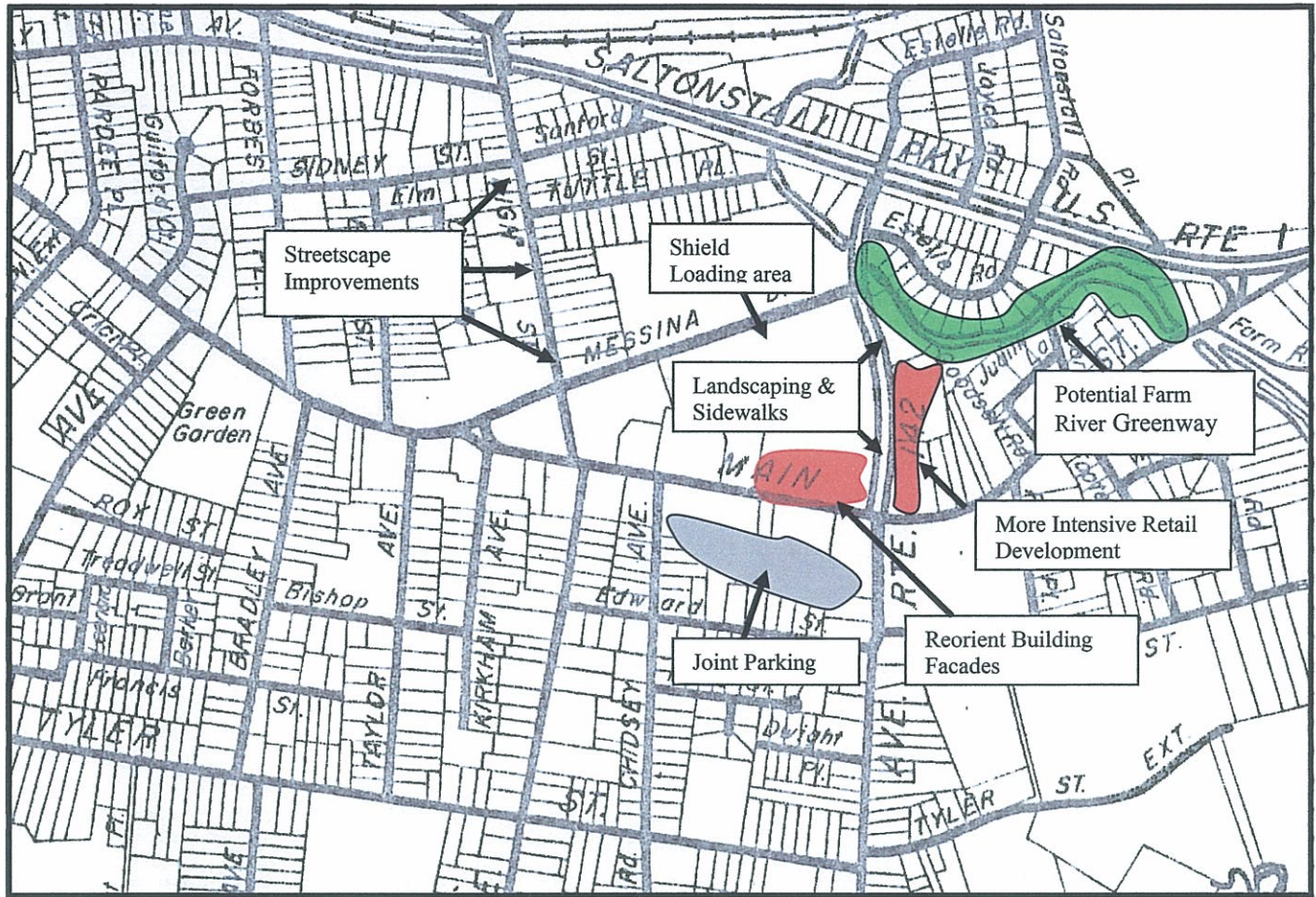
The Central Business District is the traditional commercial, social and governmental center of the community. Its commercial importance has changed over the years, but it still has the potential to remain, and be enhanced as the central focus of the Town of East Haven.

The following recommendations are intended to capitalize on the strengths and unique character of downtown East Haven, and encourage its growth into a contemporary town center.

1. The establishment of a Special Improvement District within the downtown areas should be evaluated. Such a district may be used to assist in the financing of necessary public improvements within the downtown area, and help provide the special services needed to enhance the economic vitality of the area.
2. The entire Central Business District would benefit from improved urban design, such as tree plantings, improved sidewalks, lighting and the installation of street furniture. The comprehensive design plan for the central business district addresses these issues and should be implemented.
3. The length of Main Street between the intersections of Hemingway Avenue and High Street – Thompson Avenue is the core of the East Haven's downtown area. As such, the design plan should include a special emphasis on this area, with particular attention to the following issues:
 - A. Building Facades – There has been some improvement of the building facades along Main Street in recent years. There should be a design plan for the facades of the storefronts and public buildings to provide some architectural interest and compatibility.
 - B. Orientation - The facade improvements should include the reorientation of the buildings on the north side of Main Street that are part of Trolley Square, and the East Haven Mall on the south side of Main Street, to create storefront entrances onto Main Street. This would enhance Main Street as a focus of business and increase pedestrian traffic along the major block of the downtown area. It should be understood that it would be difficult to convince the property owners to institute these potentially expensive changes, and it may be necessary to offer an incentive program to implement this recommendation.
 - C. Traffic Calming – Streetscape improvements should be components of a strategy of traffic calming to make it a more pedestrian friendly environment. Other potential traffic calming methods should be evaluated as well. Recent improvements to Main Street have improved traffic circulation in the area, but the volumes and speed of traffic, as well as the physical layout of the road, have all reduced the attractiveness of the area as a pedestrian environment. The installation of a boulevard strip should be evaluated in the future
 - D. Plantings, Street Furniture, Lighting and Sidewalks – The plan should address these elements to make the area an attractive and pedestrian friendly place.

- E. Pedestrian Circulation - The pedestrian connections between the parking lots to the rear of the buildings and the street should be improved to make them more attractive to pedestrians. This should include good lighting as well as attractive paving materials.
4. The parking lots of the businesses on the south side of Main Street should be combined, possibly under the management of the Town or a downtown special improvement district. The lots could then be used more efficiently and maintained by the Town or a Special Improvement District.
 5. The overall pedestrian circulation system throughout the central business district should be improved, through the installation of additional walkways, the use of attractive paving materials and the installation of improved lighting. Specific Pedestrian improvements should include the following:
 - A. Installation of sidewalks along both sides of Hemingway Avenue between Main Street and Saltonstall Parkway.
 - B. Improvements of the pedestrian linkages between parking areas and storefronts, through better paving materials, signage and lighting.
 - C. Improvement of pedestrian linkages between the Central Business District and other nearby areas such as the Trolley Museum, the Green and nearby residential neighborhoods. This could include the installation of sidewalks along both sides of River Street.
 6. The loading areas behind the Stop and Shop in Trolley Square should be shielded from view from Messina Drive.
 7. There should be more intensive retail development on the west side of Hemingway Avenue, between Main Street and Edward Street across from the Green.
 8. There should be some streetscape improvements to High Street, between the overpass and Messina Drive, to enhance it as a principal entrance into the downtown. In addition to the existing multi-family and office uses, properties should be converted to commercial uses that are compatible with nearby neighborhoods.
 9. There should be more intensive commercial development which includes ground floor retail along the east side of Hemingway Avenue, north of the intersection of Main Street, in order to fully integrate this area into the downtown areas.

10. Additional landscaping should be installed along the street lines of Trolley Square along Messina Drive and Hemingway Avenue, to soften the visual impact of the large parking lots.
11. Create a small park/greenway but utilizing the length of the Farm River where it runs between Saltonstall Parkway and Hemingway Avenue. This would also define an entrance to the downtown area. Consideration should also be given to including the area along the Farm River east of Hemingway Avenue, past Main Street, towards the Trolley Museum. This would require the acquisition of land along the river for public access.
12. The properties that have long been in residential use on Bradley Avenue but are commercially zoned that do not front on Main Street should be rezoned to R-1.
13. All future commercial development or redevelopment in the CBD should be oriented towards the street with a direct pedestrian access towards Main Street.
14. Additional development of drive-through facilities should be prohibited within the Central Business District as they can detract from the streetscape and reduce the pedestrian orientation of the area.



Central Business District

Special Study Area Plan

D. Special Study Area – Bradley Street / North Frontage Road

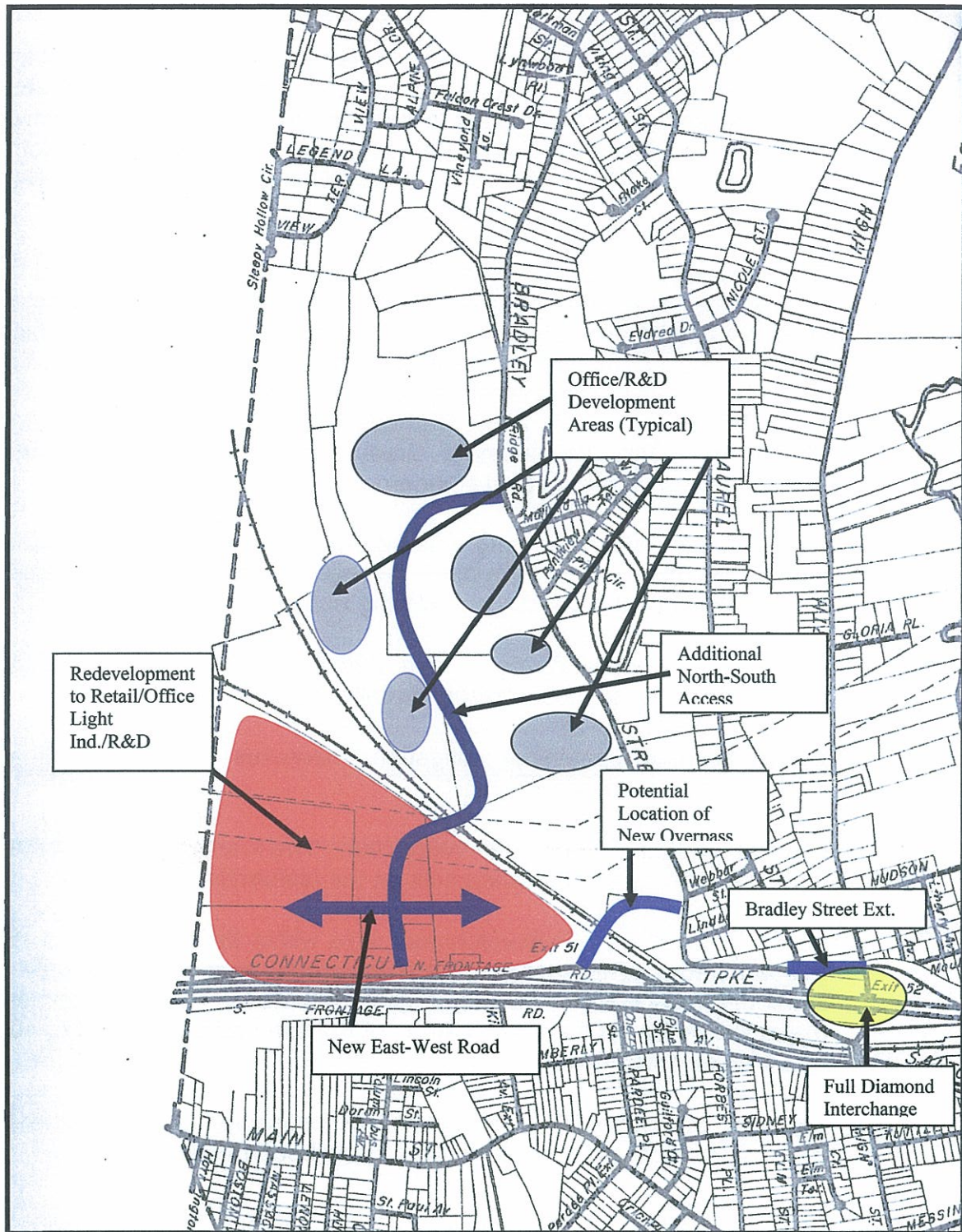


This area has developed to serve the demands of motorists traveling on the Connecticut Turnpike. The design and configuration of the road system is a pair of frontage roads, intended to provide easy and convenient access to the Turnpike. The following recommendations call for a re-orientation of the road system and the role of this highly accessible area, to serve the residents of East Haven better, rather than merely act as commercial areas serving the "off ramp." This would be a continuation of commercial development trends over the past several years, which has seen commercial redevelopment on the south side of the turnpike which is more linked to the needs of the Town.

The subject area represents one of the prime, underutilized areas for commercial development in a central, highway accessible location within the greater New Haven area. However, development in accordance with this locational potential, in a manner that would benefit the Town and the region would require certain public transportation improvements. The following recommendations are intended to implement the vision as this area as an important regional commercial center.

1. Develop an alternative to the only road connection between the northern and southern sections of Town, High Street. The current street pattern inhibits north-south movement in the Town as well as reinforcing the perceived separation of the Town between the northern and southern neighborhoods. It is probably not feasible to completely address this problem given existing land use patterns, environmental limitations, and the existence of the Connecticut Turnpike and the Amtrak tracks. However certain road improvements within the Connecticut Turnpike - Route 1 Corridor across the center of Town would help address the situation to a certain extent. Major road improvements that would have addressed this issue were not included in the plans for the reconstruction of the Quinnipiac River Bridge and the approaches on the Connecticut Turnpike. However, the following improvements may still be feasible:
 - Construction of a new road across the railroad tracks between North Frontage Road and Bradley Street near the intersection of Lindberg Street. This road would be most effective if it were accompanied by the extension of Bradley Street from Laurel Street to North High Street, perhaps opposite from the Exit 52 off-ramp from the Connecticut Turnpike, which would effectively establish a direct road connection between High Street and North Frontage Road north of the Turnpike. This could help reduce congestion across the North High Street Bridge and on the roads that connect High Street and Route 1.
 - Replacement and relocation of the Oakley Street overpass to the east, to better connect the North Frontage Road commercial area with the South Frontage Road commercial area. This would also likely require changes in the current plan for the construction of a relocated on-ramp to the Connecticut Turnpike northbound.
 - Construction of a new road that extends north from the central area of North Frontage Road across the railroad tracks. The road would then curve to the east to connect with Bradley Street. Environmental studies within the area between Bradley Street and the railroad tracks are necessary to determine if it is feasible to construct this road, and what would be the most environmentally sensitive alignment.
2. Future redevelopment of the properties along North Frontage Road should be planned to utilize this area more efficiently, in the following ways:
 - As the retail development of the area between North Frontage Road and the railroad tracks has been somewhat problematic due to access limitations, alternative uses should be considered. These alternative uses should include office, light industrial uses and any other uses that would benefit from a high visibility location. The site would be able to accommodate multi-story buildings with structured parking.

- Any redevelopment or reuse of the properties north of North Frontage Road and south of the railroad tracks should include additional east-west roadways or access-ways to connect the properties. This would enable travel between the properties without the use of the North Frontage Road. Most importantly, it would facilitate eastbound travel, without the need to go around onto South Frontage Road.
 - The area west of Bradley Street, north of the railroad tracks should be used for the development of a low intensity business park. Selected sites within this area should be designated for development of high quality office or research & development. These development sites would encompass only a small percentage of the site, with most of the areas left in its natural state, perhaps protected by a conservation easement. The development area would be subject to strict architectural and landscaping standards.
3. A detailed planning and engineering study is needed to formulate a specific development plan for the area north of the railroad tracks and west of Bradley Street. The study should address the following issues:
- Delineation of wetland areas, and determination of those wetland areas which are the most environmentally sensitive.
 - Identification of potential mitigation measures for any wetland encroachments that may occur.
 - Location of the proposed road connection. The road should be located so as to minimize the traffic impacts on the residential areas.
 - Location of the specific development sites within the area north of the railroad tracks. These sites should be small, encompassing only a small percentage of the total land area of the site. The development areas should be on the upland areas of the site and a minimum of 400 feet from any residences.
 - Location of conservation areas. The conservation areas should encompass most of the area north of the railroad tracks.



Bradley Street – North Frontage Road Special Study Area

E. Special Study Area - Main Street (West) Corridor



The Main Street West corridor is an older commercial corridor connecting downtown East Haven with New Haven. It has developed as a mixture of commercial and residential uses. The Plan establishes recommendations that would strengthen this corridor to serve the commercial needs of nearby neighborhoods, in a way that the scale and intensity of the commercial uses is compatible with these neighborhoods.

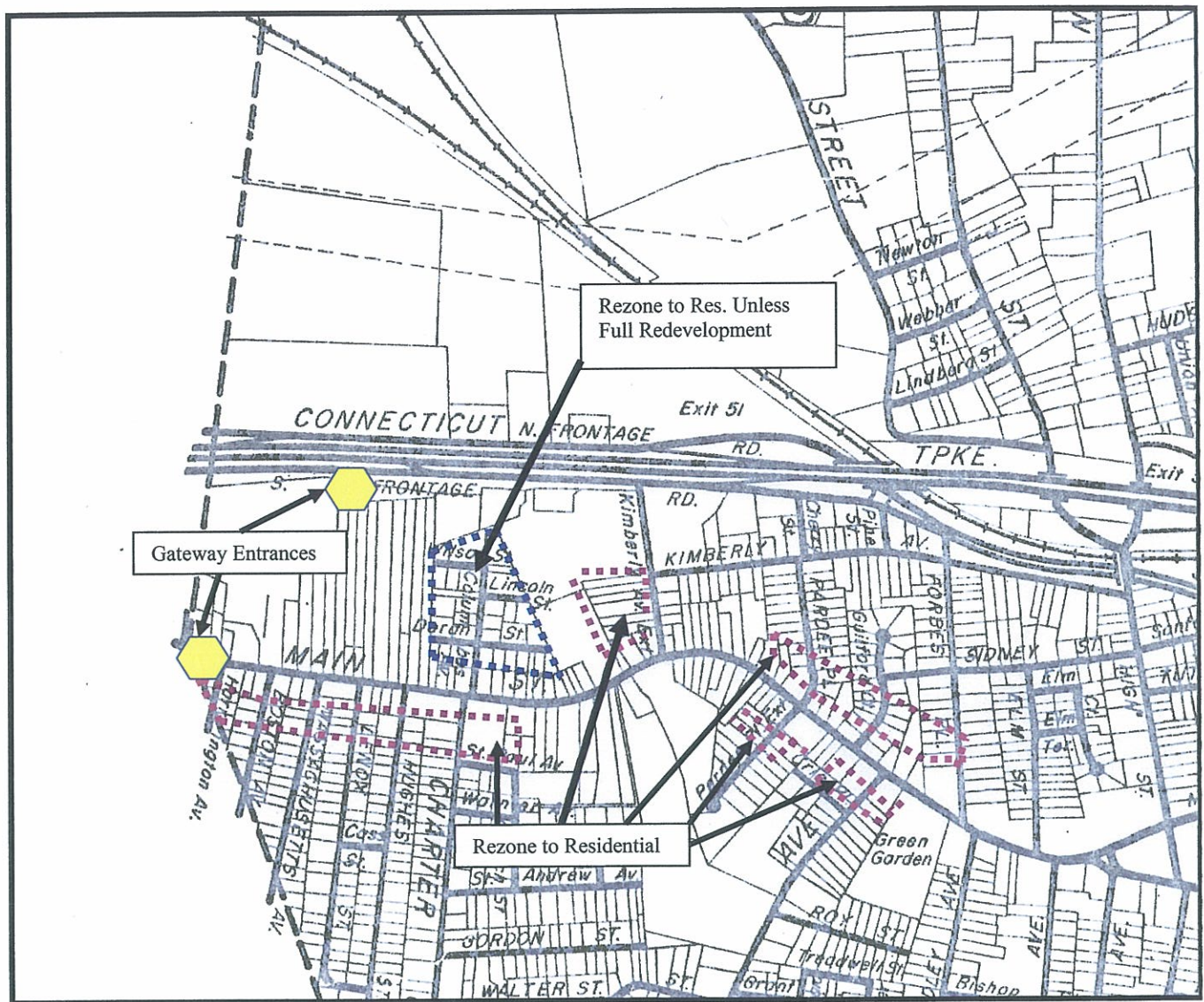
1. Main Street, at the New Haven city line is a principal entrance or gateway into East Haven, and it does not currently present a favorable image of the community. This area would benefit from the beautification of this entrance, through the installation of enhanced landscaping or some other important feature.

2. The Connecticut Turnpike is another important gateway into the Town, which does not present a favorable image. The proposed reconfiguration of the Turnpike interchange offers the opportunity to beautify the entrance into the community, but as this will not occur for several years, there could be a beautification effort along the Frontage Roads.
3. The residentially used properties along Columbus Ave., Doran St., Lincoln St. and Wilson St. should be rezoned to reflect their existing use. The current zoning pattern would permit small-scale commercial uses within the neighborhood, which would have the effect of incompatible land uses into the neighborhood. Although it is unlikely that large-scale redevelopment into commercial use would occur without direct government intervention, it is possible. Commercial use of this area would be appropriate if all of the homes within the neighborhood were included within a proposed commercial redevelopment.
4. The properties which have long been in residential use that are located along the side streets off Main Street listed below should be rezoned to a residential classification consistent with their current use. This includes those properties that do not have frontage on Main Street.
 - Harrington Ave.
 - Boston Ave.
 - Massachusetts Ave.
 - St. Paul Ave.
 - Lenox St.
 - Hughes St.
 - Charter Oak Ave.
 - Kimberly Ave. Ext.
 - Pardee Place
 - Guilford Court
 - Gerrish Ave.
 - Bradley Ave.
5. The recent development along the South Frontage Road has been general retail development, which takes advantage of a highway location. This should continue through redevelopment and expansion. Development in these areas is linked to development along Main Street.
6. The Main Street West Corridor needs to be strengthened as a mixed-use link between two of the Town's major business areas, the Central Business District and South Frontage Road. The Corridor should be pedestrian friendly, and consist of neighborhood-oriented businesses intertwined with residential uses. It should be the focus of the west end of Town. The businesses along Main Street should be of a scale and nature so as to be compatible and

supportive of the adjacent residential neighborhoods. This may be accomplished through the implementation of the following:

- The zoning of the properties that front on Main Street should permit and encourage neighborhood oriented retail development. No front yard setbacks need be required, as the intent is to keep the businesses with a strong orientation towards the street. Businesses that do not provide neighborhood services, or are potentially incompatible with residential properties, should be discouraged or prohibited. For example, automobile repair and sales businesses would be more appropriate at other locations.
 - The zoning should also permit mixed uses, such as residential units over retail uses.
 - This mixed use neighborhood retail zoning should be applied to the properties that have frontage on both sides of Main Street between the New Haven city line and Forbes Place; except (a) McDermott Auto Group site; (b) the existing multi-family residential developments on the south side of Main Street; and (c) pockets of stable residential properties along Main Street, such as on the north side of the street near Guilford Court and Pardee Place, and on the north side of the street near the intersection of Columbus Avenue. These residential pockets should be zoned for transitional uses, provide for business and professional offices; single and multi-family residential and small non-intensive commercial uses.
 - The Town has worked with private developers to improve the sidewalks and other public infrastructure, in conjunction with the development or redevelopment of property on Main Street. This should be continued, with all improvements done in accordance with a common design theme.
 - Additional development of drive-through facilities should be prohibited within the commercial properties along Main Street, as they can detract from the streetscape, reduce the pedestrian orientation of the area, and pose safety problems.
7. Direct road access between South Frontage Road and Main Street is needed at the western side of the corridor. The parking lot at the McDermott Auto Group site includes a through driveway, which functions as a road connection. However, a direct public road would be preferable.

8. To the east of the McDermott Auto Group site are parcels of land zoned Light Industry 1. These parcels are long, thin parcels extending between Main Street and South Frontage Road, which have residential uses fronting on Main Street, but are primarily vacant and consist largely of wetlands. A self-storage facility was recently developed on this site. Light Industry zoning is not appropriate at this location, and the property should be rezoned to encourage the small-scale neighborhood commercial uses along Main Street. The wetlands in the northern section of these properties limit the development that may occur along the South Frontage Road section of this property.



Main Street (West) – South Frontage Road Special Study Area

F. Special Study Area - Shoreline Area



The shoreline is a unique area, containing intensive residential uses in close proximity to beach areas and sensitive tidal wetlands. The Plan calls for the preservation of sensitive environmental areas, with suitable development that would enhance this area a valuable asset of the Town.

1. The Town Beach should be enhanced as a major amenity of the Town. It should be expanded, when possible. In addition, the opportunities for public use and enjoyment of the shoreline should be enhanced through the implementation of the following recommendations of the Beach Revitalization Study:
 - Construct a walkway along the shoreline, including a pedestrian bridge across Caroline Creek.
 - Construct a fishing pier at the Town beach.

- Construct a boat ramp and parking area on the west side of Caroline Creek
2. The tidal wetland areas located between Atwater Street and Mansfield Grove Road should be preserved in its natural state.
 3. The undeveloped wetland areas and adjacent uplands along the Farm River and East Haven should be preserved as an open space corridor.
 4. The residential neighborhood east of Coe Avenue and north of Cosey Beach Avenue consists largely of older seasonal homes on small lots that have been converted into year-round residences. This area should be enhanced and preserved by continuation of the ongoing program of road and drainage improvements.
 5. Most of the environmentally significant tidal wetland areas should remain undeveloped. There should be adequate mitigation where development occurs in already disturbed areas.
 6. All future development on land with water frontage should include provisions for public access to the waterfront. The access should be designed to encourage public use and enjoyment, and should not contain any perceived barriers.
 7. Development within most of the coastal hazard areas should be discouraged through adoption of zoning regulations that limit the permitted intensity of development. Many of these areas would be appropriate for park and open space use.
 8. Additional residential development along Cosey Beach Avenue in the vicinity of Caroline Creek should be discouraged
 9. Should the former Colony Beach Club become available, the Town should acquire it for recreational use.
 10. The existing land use pattern of the Morgan Point neighborhood should be maintained. Any new development within this area should be medium-low single-family residences.
 11. The environmentally significant tidal wetland areas should remain undisturbed to the greatest extent feasible. There should be adequate mitigation where development occurs in already disturbed areas.
 12. The tidal wetlands north of Cosey Beach Avenue should remain in their natural state.

13. Undeveloped property north of Old Town Highway should be developed consistent with R-3 standards, with the units clustered in an open space development as appropriate to protect sensitive environmental resources.
14. The area zoned Commercial CC, south of Short Beach Road, east of Brown Road and west of the East Haven River and Branford town line is used primarily for marine related business. These uses are appropriate for this area, but the current zoning permits a wide range of uses, many of which would be inappropriate at this location. The zoning should be changed to a special district that would permit marine related uses, but not general commercial uses.
15. Additional multi-family residential development within the shorefront area should be limited as to density provided for within the "medium - high density" category, (5 to 8 units/acre). The multi-family residential development should not encroach upon environmentally significant lands. It should only be located in areas that already contain multi-family uses, and where there would be no adverse impacts upon existing single-family residential neighborhoods, public infrastructure and environmental features.
16. The Town should closely regulate the conversion of seasonal residences to year round use.
17. Linkages between the beach area and the central part of town should be improved, utilizing Coe Avenue. A continuous sidewalk should be installed on at least one side of Coe Avenue, between Silver Sands Road and Cosey Beach Avenue.
18. As an alternative to automobile use and increased congestion during the summer months, Coe Avenue should be designated as a bike route, with additional bicycle lock racks at the Town Beach. The feasibility of establishing additional bike routes along Cosey Beach Avenue and Silver Sands Road should also be evaluated. This may require the construction of an adjacent paved path along Silver Sands Road.
19. A boardwalk or beach walk would add to the potential use of the East Haven shorefront. However, most of the East Haven shorefront is developed and there are few opportunities for a beach walk. One possible area is along the East Haven River, where an elevated boardwalk may be possible across the marshes.
20. The block east of Coe Avenue, north of Cosey Beach Avenue and south of Bradford Avenue contains a few small-scale beach oriented commercial uses in addition to residential uses. Some of these residential uses should be redeveloped into waterfront oriented commercial uses. The commercial uses

should be of the use, design and scale so as to not have adverse impacts upon the adjacent residential areas or the natural environment.

G. Other Land Use Recommendations

Census Tract 1801 (See Shoreline Area)

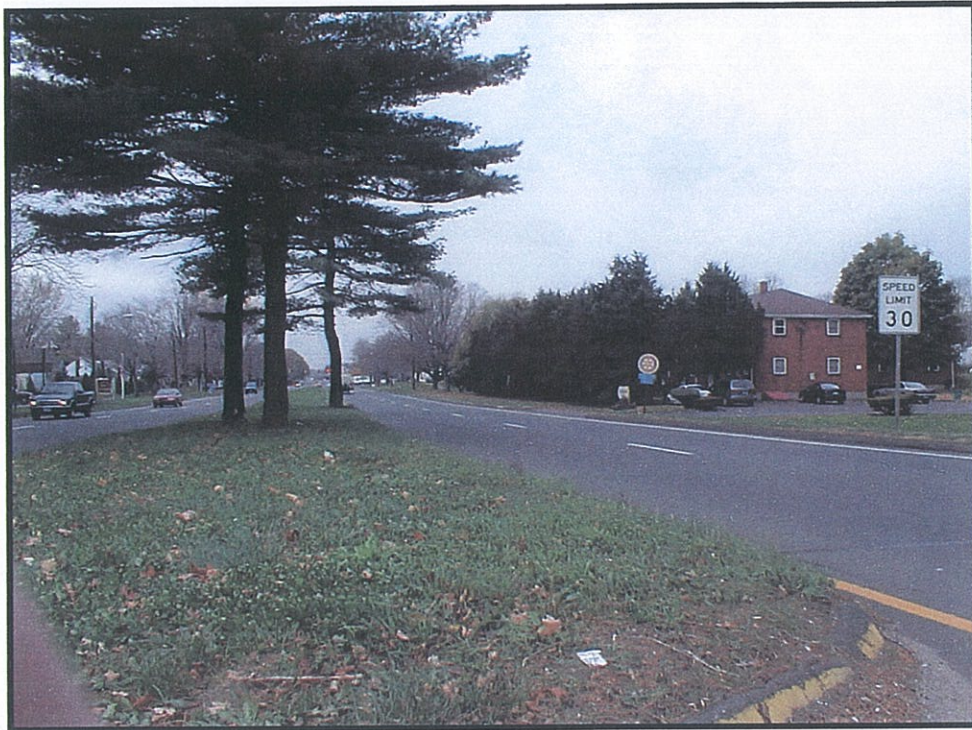


1. The proposed completion of the East Haven Industrial Park should proceed as follows:
 - Proper mitigation measures should be instituted to protect, and where possible, enhance sensitive environmental areas.
 - The primary access to the park should be by way of Commerce Street and Coe Avenue-Hemingway Avenue. If direct access is provided to Silver Sands Road, trucks should be restricted from this means of access.
 - The design of the park should insure that there be no adverse impacts upon nearby residential neighborhoods. This may be accomplished through the use of extensive landscaped buffer areas where the industrial use is adjacent to residentially zoned property.

- The completed industrial park should, to the extent possible, take advantage of its proximity to Tweed-New Haven Airport. Firms that find an airport location advantageous may find the East Haven Industrial Park more attractive if the Park can be developed with a direct road connection into the Airport.
 - Development of the northern areas of the Park should be adequately buffered from the nearby residential areas along the Prospect Place Extension and Kenneth Street, with no access to industrial development from these streets.
2. The area zoned DRA-1 on the south side of Short Beach Road, between the intersections of Three Stone Pillars and Fairview Avenue should be rezoned for single-family low-medium density residential development consistent with that of the surrounding area, (R-3).
 3. The area around the intersection Short Beach Road, Hemingway Avenue, and Coe Avenue should be reinforced as a neighborhood commercial center. This includes the following:
 - The “triangle” of land south of the intersection of Coe Avenue and Short Beach Road that is zoned Light Industrial, but is not appropriate for that use. Much of this area is wetlands, and it is adjacent to a residential neighborhood. The non-wetland properties with frontage on Coe Avenue or Short Beach Road, west of the intersection of Vista Road are appropriate for neighborhood commercial use.
 - The properties zoned Light Industry 1 on the east and west side of Hemingway Avenue - Coe Avenue, opposite the intersection of Short Beach Road are primarily used for retail uses.
 - The properties zoned Commercial CA-2 on the east side of Hemingway Avenue, north of the above LI-1 properties, south of the intersection of Dodge Avenue, should be zoned to encourage neighborhood commercial development.

Census Tract 1802 (See Main Street West Corridor)

Census Tract 1803 (Except Central Business District)



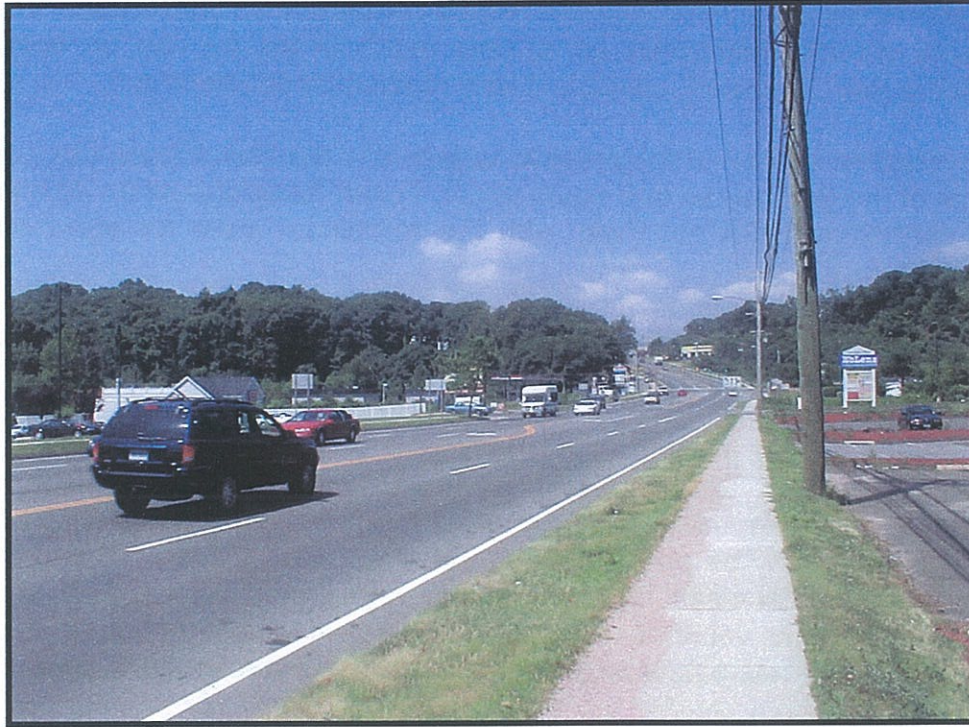
5. Preserve existing residential neighborhoods south, east and north of Central Business District
6. Most of the area zoned Light Industry 3, south of the Eastlawn Cemetery and east of Hemingway Avenue is wetlands, and not suitable for industrial development. Neighborhood Commercial development is suitable for the properties fronting on Hemingway Avenue, south of the intersection of Richmond Street. The remaining non-wetland areas would be suitable for medium density residential development.

Census Tract 1804



9. No additional development should occur within the Farm River floodplain.
10. The open lands along the Farm River should be publicly acquired or otherwise preserved as part of a Farm River Greenway.
11. There are potential traffic safety problems with the access points to commercial properties in the vicinity of the intersection of North High Street and Granniss Street, due to overall traffic patterns, changes in grade and sight lines. Any additional development or redevelopment of this area may present the opportunity for the Town to have the traffic situation improved, perhaps by consolidation and realignment of some points of access.

Census Tract 1805



12. The area along Route 80 near the intersection of Thompson Street - Mill Street should remain, and be reinforced as the principal general commercial center serving the Foxon area. The property fronting on the west side of Mill Street, south of the intersection of Route 80, which is currently zoned for Light Industry, should be rezoned for general commercial development to permit and encourage the development of a retail shopping center, which would reinforce the area as the commercial center of Foxon.
13. The Route 80 commercial strip between South Dale Street and the New Haven city line should be small-scale neighborhood commercial uses, as the parcels are all small in size. The commercial uses should be compatible with the adjacent residential neighborhoods, and oriented towards Route 80, not the intersecting residential side streets. The appearance and business climate of the area should be improved by better signage controls and enforcement, the installation of landscaping within the public right-of-way and on private property, and the installation of sidewalks along both sides of the road.

14. The properties between Old Foxon Road and Route 80 which do not have frontage on Route 80, should be rezoned so as to not to continue to permit general commercial development. The area should be rezoned to the "transitional" category that permits offices, small multi-family uses, and certain small-scale commercial uses that would not generate much traffic and would be otherwise compatible with the nearby residential neighborhood. This zone should contain restrictions as to how much of the lot can be covered by building and pavement, consistent with residential development.
15. The western section of the property adjacent to the New Haven city boundary, north of the golf course and south of Old Foxon Road should be developed as a Technology Industrial Park, with the remainder used for aged restricted housing.
16. The residential neighborhood along Russo Avenue should be maintained and preserved from incompatible land uses.
17. The undeveloped property south and west of the intersection of Thompson Street and Gay Street should be considered for medium-high density residential development. It is currently zoned Commercial CD, but retail development may be problematic at this site. The site is bordered by multi-family residential uses on three sides, and the introduction of significant additional traffic volumes resulting from retail development to Thompson Street could create safety problems, unless road improvements are instituted.
18. The properties which have long been in residential use that are commercially zoned which are located along the side streets north of Route 80 east of the New Haven city line should be rezoned to a residential classification consistent with their current use. This includes those properties that do not have frontage on Route 80.
19. Drive through facilities should only be permitted in the commercial properties along Foxon Road by special permit. They should only be permitted where they can be accommodated safely on the site, there is adequate room to stack the vehicles on site, without interfering with traffic, and where they would not have a negative impact upon residential properties.

Census Tract 1806.01



20. No additional development should occur within the Farm River floodplain.
21. Additional housing for senior citizens would be a good use for the vacant and underutilized properties on the south side of Route 80, east of Mill Street and west of Maple Street.
22. The open lands along the Farm River should be publicly acquired or otherwise preserved.
23. The existing commercial properties on the east side of High Street, opposite the intersection of Granniss Street should be maintained as a neighborhood commercial center, but no additional commercial development should occur along North High Street.
24. The bank and office building on the south side of Route 80, west of the Foxon Community Center is currently zoned R-3. It should be rezoned to reflect its commercial use.

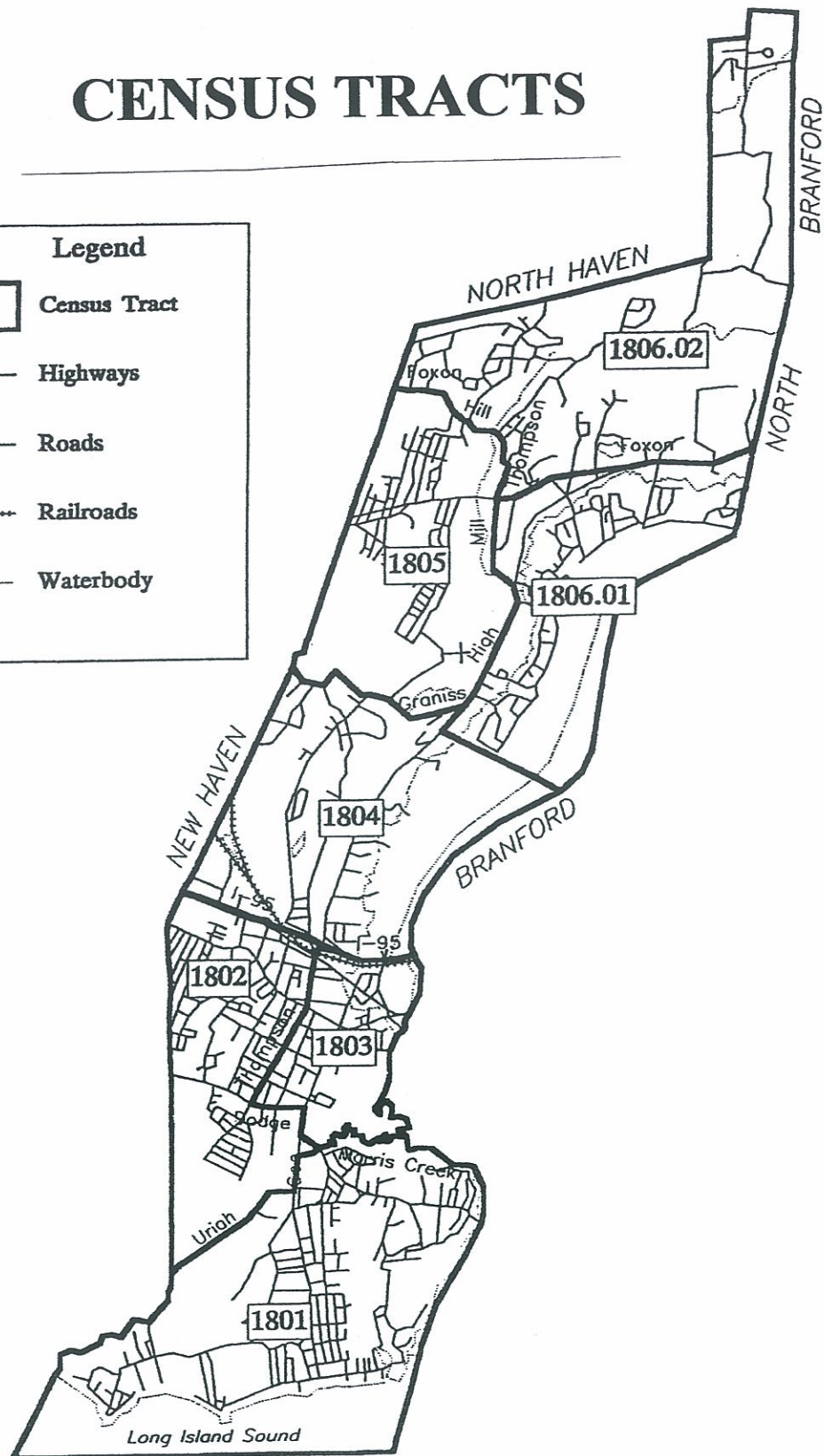
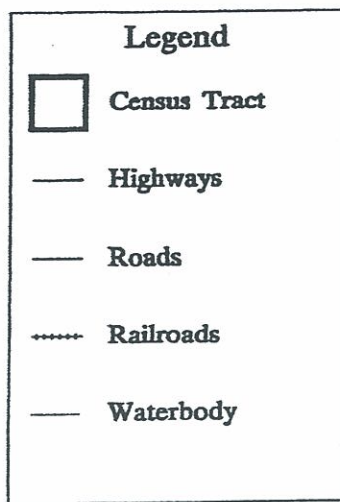
Census Tract 1806.02



25. Foxon Road, east of the intersection of Mill Street should retain its residential character. No additional commercial development should occur here, except as otherwise recommended.
26. The rural character of the northern section of this area should be preserved, with all measures possible taken to preserve the remaining agricultural uses and open land. This may require a cooperative effort with the Towns of North Haven and North Branford.
27. If residential development is to occur, it should be within low-density residential use, consistent with that permitted by current R-5 zoning, but cluster or open space developments should be encouraged to preserve natural areas.
28. The undeveloped tract north of Foxon Hill Road, west of Thompson Street, currently zoned DRA-1 should be for medium-low density residential use, possibly within a cluster development.

29. The property bounded by Gay Street, Route 80 and Thompson Street that has been developed for multi-family residential use should be zoned accordingly. The separate properties near the intersection of Thompson Street and Route 80 should remain zoned for development of small commercial uses.

CENSUS TRACTS



IV FINDINGS OF CONSISTENCY

A. Connecticut State Plan of Conservation and Development

Section 8-23 CGS requires that a municipal plan of development take into consideration the State Plan of Conservation and Development. The "Conservation and Development Policies Plan for Connecticut" was adopted in 1992 and is effective through 1997.

The State Plan contains a series of goals, policies and strategies for each development related issue. It also encompasses a Locational Guide that designates eight categories of planned land uses, within three basic classifications, across the State. The three classifications are Urban Development, Rural Development, and Areas of Environmental Concern. Of the eight categories, five are designated within the Town of East Haven:

Urban Areas

URBAN CONSERVATION AREAS DEVELOPMENT PRIORITY 2
Support for maintenance of basically stable developed neighborhoods and communities as well as intensification of development when supportive of community stability and consistent with the capacity of available urban services.

URBAN GROWTH AREAS DEVELOPMENT PRIORITY 3
High priority and affirmative support toward concentration of new urban growth which occurs outside of urban centers into specified areas capable of supporting large-scale, mixed uses and densities in close relationship to the Urban Centers.

Areas of Environmental Concern

EXISTING PRESERVED OPEN SPACE CONSERVATION PRIORITY 1
Support for permanent continuation as public or quasi-public open space and discouragement of sale and structural development of such areas except as may be consistent with the open space function served.

PRESERVATION AREAS CONSERVATION PRIORITY 2
Foster the identification of significant resource, heritage, recreation and hazardous areas of statewide significance and advocate their protection by public and quasi-public agencies in their planning and investment decisions. Avoid support of structural development except as directly consistent with preservation values.

CONSERVATION AREAS

CONSERVATION PRIORITY 3

Plan and manage, for the long-term public benefit, the lands contributing to the State's need for food, fiber, water and other resources, open space, recreation, and environmental quality and ensure that changes in use are compatible with the identified conservation values.

Most of the Town is within Urban Conservation or Urban Growth Areas. Lake Saltonstall, the New Haven Municipal Golf Course and the existing Town parks are "Preserved Open Space." Some tidal wetland areas are within "Preservation Areas." The Regional Water Authority property, sections of the Farm River floodplain, and a section of the extreme northern area of Town have been designated as Conservation Areas.

The goals, policies, strategies and land use designations of the East Haven Plan of Conservation and Development are consistent with the locational guidelines of the State Plan.

B. Regional Plan

East Haven is a part of the South Central Connecticut Council of Governments. A Plan for the Region was adopted in 1993. The Plan assumed limited growth for the region, and called for most of the growth to be channeled within the existing urbanized areas, where there were adequate utilities, and transportation facilities to support the growth. East Haven was one of the areas designated for growth.

V IMPLEMENTATION MATRIX

The value of this plan is the ability for it to be implemented. The Plan emphasizes actions that can be taken by the various boards and agencies within the Town. The key to successful implementation is the cooperation and coordination of the various Town agencies in ensuring the successful implementation of the Plan.

The Planning and Zoning Commission, is the body primarily responsible for the adoption and implementation of the Plan. The Commission can monitor the successful implementation of the plan, by reviewing the strategies on a bi-annual basis. This can also be performed by the Plan of Conservation and Development Task Force.

| | Action | Implementing Agency | Timing | Notes |
|-----|---|--|-------------|---|
| 1. | Continue open space fund, with contributions from Town and subdivision payments | Town Council | Year 1 | |
| 2. | Require Conservation Easements | PZC | Year 1 | Requires changes to Zoning and Subdivision Regulations |
| 3. | Farm River Basin Management Plan | Towns of East Haven, North Branford, DEP | Year 3 | Multi-Town cooperation to formulate river basin plan |
| 4. | Require Public Access to Shoreline | PZC | Year 1 | |
| 5. | Acquire Public Access to shoreline | Town Council | Years 1-5 | |
| 6. | Alternative North – South Road | State Department of Transportation, South Central CT COG; Town Council | Years 6-10 | Town should request that it be included on regional plan |
| 7. | High Street Interchange Improvements | State Department of Transportation | Years 10-15 | Not included within current program of I -95 Improvements |
| 8. | Route 100 Improvements | State Department of Transportation | Years 3-5 | Town should request that it be included on regional plan. |
| 9. | Sidewalks along Collectors | PZC, Town Council | Years 1-5 | PZC should require sidewalks along collector streets: Town Council should budget for the installation of sidewalks along collector roads in accordance with plan. |
| 10. | Greenway – Farm River – Shoreline | DEP, Town Council | Years 3- 6 | Town should request that it be included on regional plan |
| 11. | Prevent Expansion of Airport | Town Council DEP | Ongoing | Town should continue to oppose efforts at airport expansion |
| 12. | Neighborhood Preservation – Code Enforcement | ZEO; Building Inspector | Ongoing | |
| 13. | Residential Rehabilitation | Urban Renewal Agency | Ongoing | Continuance of current programs |

| | Action | Implementing Agency | Timing | Notes |
|-----|--|---|---------------|--|
| 14. | Improve and Expand Library | Library Commission, Town Council | Years 3-5 | |
| 15. | Amend Zoning Regulations and Map | PZC | Years 1-2 | Requires revision of zoning regulations |
| 16. | Renovate Fire Department Headquarters | Town Council | Years 1 -3 | Request made to DECD to apply for grant |
| 17. | Upgrade Reggie Hatch Community Center | Town Council | Years 5-10 | |
| 18. | Evaluate Town Space Needs | Town Administration | Years 1-3 | |
| 19. | Redevelopment of Old High School | Administration, Town Council | Years 1-5 | Retain some public use |
| 20. | Continue enforcement of wetland regulations | Inland Wetlands Commission | Ongoing | |
| 21. | Implement Beach Erosion Control | DEP, Army Corps of Engineers | Years 3-5 | |
| 22. | Maintain Rural Character of Northern Section of Town | PZC, Town Council | Years 1-5 | Requires combination of zoning, land acquisition and infrastructure policy |
| 23. | Improve Thompson Street – Foxon Hill Road | Town Council, Department of Public Works | Years 3-5 | |
| 24. | Construct bikeway along North High Street | Town Council, Department of Public Works | Years 5 -10 | Begin with evaluation of feasibility |
| 25. | Employee Transportation System Plans | PZC | Years 5 - 10 | Consider requesting major employers submit employee transportation plans |
| 26. | Amend zoning regulations to comply with recommendations of Economic Dev. Section | PZC | Years 1-2 | |
| 27. | Formulate Economic Development Strategy | Administration, Economic Development Commission, Urban Renewal Agency, Town Council | Years 1 -2 | |
| 28. | Encourage Retraining and Reeducation of workers | Board of Education, Town Council, State Work force Board, Gateway Community College | Ongoing | |
| 29. | Develop Bradley Street Business Park | Administration, Urban Renewal Agency | Years 1 – 2 | Town could take a proactive approach |
| 30. | Encourage Re-Use of Brownfields | Administration | Years 1 -2 | Cooperate with Regional Growth Partnership |
| 31. | Historic Inventory | Administration | Years 3-5 | |
| 32. | Explore the Establishment of Local Historic District | Town Council | Years 5 – 10 | |
| 33. | Demolition Delay Ordinance | Town Council | Years 5 – 10 | |
| 34. | Require Planting of Street trees in new developments | PZC | Years 3- 5 | |
| 35. | Expand and Improve Town Beach | Administration | Years 1- 3 | |

| | Action | Implementing Agency | Timing | Notes |
|-----|---|---|---------------|--|
| 36. | Additional Park Development | Parks and Recreation Commission, Town Council | Years 1 -5 | Begin with selection of specific locations |
| 37. | Construct new football stadium at HS | Board of Ed., Parks and Recreation Commission, Town Council | Years 5 - 10 | |
| 38. | Preserve and create hiking and walking trails throughout open space | East Haven Land Trust, Town Council | Years 1 -3 | |
| 39. | Preserve Tidal Wetlands as Open Space | PZC, town Council, DEP | Years 1- 5 | |
| 40. | Maintain Furnace Pond as Open Space and Recreational | Town Council, RWA | Years 3-5 | Work with RWA |
| 41. | Implement and continue Downtown Plan | Town Council, Urban Renewal Authority, DOT, | Years 1 -5 | Streetscape Plan completed, other elements should follow |
| 42. | Encourage redevelopment of properties along North Frontage Road | Administration, PZC | Years 1 -5 | |
| 43. | Create Gateway features at principal entrances into Town | Administration | Years 1 -5 | |
| 44. | Improve linkages between Beach and Downtown | Administration, Department of Public Works | Years 5- 10 | Begin with Sidewalk along Coe Avenue |
| 45. | Complete Beach Improvement Plan and Implement | Administration, Town Council | Years 1 -5 | Plan under way |

