



Plan of Conservation and Development Town of East Haven, Connecticut

ADOPTED PLAN

**Approved by the
Planning & Zoning Commission
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**Prepared by
Eastern Land Use Analysis, LLC
Cheshire, CT**

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I INTRODUCTION

A. Purpose of the Plan of Conservation and Development

The State of Connecticut has recognized the benefits of having the municipalities plan for their future. Section 8-23 of the Connecticut State Statutes requires that each municipality prepare and adopt a Plan of Conservation and Development and update it at least once every ten years.

The purpose of the Plan of Conservation and Development is to record the best thinking of the Town as to its future physical growth and to give direction to both public and private development. While its objectives are long-range, the Plan should be capable of offering guidance for short-range land use decisions upon adoption. Although it is often difficult to address immediate issues and problems with long-range concepts and principles, short-term solutions without respect to long-term purposes can dilute, even nullify, the ultimate effectiveness and impact of the immediate solution.

B. Process

For the past several years, the Plan of Development and Conservation Task Force has been working with their consultant to update the Town's 1967 Plan of Development. The Task Force consisted of a broad representation of East Haven residents, representing a variety of perspectives and interest. All of the Task Force meetings were open meetings. In addition, several informational public hearings were held by the Task Force to determine prevailing public attitudes among East Haven citizens concerning future growth, development, conservation and public facilities.

A draft plan was completed, but it was determined that it did not fully address all of the issues facing the Town. Therefore, the Task Force was reconvened and has been reviewing the draft plan, amending it where appropriate. This document represents the current status of that review. The goals, policies and strategies are organized within subject areas.

The goals, policies and strategies are based upon background information presented to the Task Force. This background information is included within the appendices as appropriate.

II GOALS, POLICIES AND STRATEGIES

The goals, polices and strategies are fundamental components of the Plan of Conservation and Development. They are based upon the findings of the Plan Update process and reflect the collective visions of the community.

GOAL: A general statement of broad community principals, and the desired situation to be achieved.

POLICY: A more detailed statement that describes, in a general way, how the goal may be implemented.

STRATEGY: A specific statement that describes the actions needed to implement the goals and policies.

A. Primary Goals of the Plan

The following major issues have been identified as of paramount importance to the Town, with goals formulated to address these issues. These goals should be considered as the highest priority of the Plan.

1. OPEN SPACE - ENVIRONMENTAL PROTECTION

East Haven is a developed community and its remaining natural resources are extremely important to the quality of life of the Town's residents. The preservation of the remaining environmentally significant natural areas and other environmental resources should be of the highest priority. Open space acquisition and preservation should be a major policy initiative of the Town.

2. QUALITY OF DEVELOPMENT AND BALANCED GROWTH

The Town needs to be made more attractive for potential and existing residents and businesses, by ensuring that the new development is of a higher quality than what has generally occurred. The zoning regulations need to be changed to prevent inappropriate development and ensure that new development is of the highest quality. The Town should achieve balanced and orderly growth that does not outstrip the Town's natural resources and infrastructure.

3. PUBLIC EDUCATION

A strong public education system is vital to the future of East Haven. It can enhance the economy, improve the overall quality of life and make East Haven a more desirable community. The upgrade of the system has begun with the improvement of the physical facilities, but additional improvements are still needed, utilizing available resources. The Town needs to emphasize the importance of excellence in curriculum, faculty and administration. Cooperation and coordination between the Board of Education, Town Council and other components of municipal government is extremely important.

4. TRANSPORTATION ACCESS

Improvements are needed in the transportation system to improve access within the Town as well as regional access. An additional north - south connection will better link the north and south sections of Town and alleviate congestion through the center. Consideration should be given to improvements to public transit within the Town.

5. CENTRAL BUSINESS DISTRICT REDEVELOPMENT

The Central Business District needs to be improved so that it remains the focus of the community.

6. ECONOMIC DEVELOPMENT

The continued growth of the Town's economy is essential. The proper type of economic growth can increase employment opportunities for residents and broaden the municipal tax base, which will enable the Town to provide a full range of municipal services.

B. General Goal and Policies

Goal

Establish a long-range planning program to anticipate the Town's needs for the next 10 to 20 years.

Policies

1. Recognize the rapid change of social and economic conditions, and that the Town of East Haven must adapt to these changes to remain a viable community. Although external forces, which are unpredictable both as to timing and extent, affect the continuing validity of the Plan, the Plan should provide the framework for the Town to adapt to these changes. Within the relatively foreseeable future (i.e. a period of five to ten years) the needs of the Town can be predicted more accurately, after which the Plan's underlying premises should be re-evaluated.
2. Acknowledge continued growth and change as inevitable but expect that growth to be permitted would be well controlled and should be adequately accommodated by various town facilities and services. The objective of the Plan is to manage and guide, rather than arrest, growth.
3. Recognize that East Haven is part of a larger region; therefore, planning its future must take into account the impact, beneficial or otherwise, of this interdependent relationship.
4. Encourage actions by all town agencies and departments to reflect the goals, policies and strategies of the Plan. All pertinent codes, regulations, and ordinances which effect development should be reviewed, strengthened where necessary, and enforced to support the goals of the Plan.
5. The Town's financial resources should be considered when planning for future municipal improvements and services.
6. Promote greater citizen awareness of and participation in, local planning efforts through meetings, publications and other appropriate mechanisms.
7. Encourage participation in a continuing educational program for the Town's land use boards (Planning and Zoning Commission, Inland Wetlands Commission, Flood and Erosion Control Board, and Zoning Board of Appeals).

8. Complete the Municipal Coastal Program.
9. Provide adequate technical support to the Town's land use boards utilizing available resources, within the budgetary constraints of the Town.

C. Environmental Preservation



The natural resources are primary factors of the character and quality of life in East Haven. Although many of these natural resources have been disregarded in the past, the natural resources and environment of the Town are major factors of the Town's character. East Haven is a coastal community, with almost two miles of coastline along Long Island Sound. Although largely developed, East Haven still contains large areas within its natural state. Even within long established neighborhoods, there are important natural features that contribute to the quality of life of those neighborhoods.

This plan recognizes the importance of the protection of these features, in conjunction with beneficial development. The emphasis is on preservation of the land that contains these unique and valuable resources, steering development onto more suitable land.

Goals

- 1. The preservation of East Haven's natural resources and open spaces for the benefit of current and future residents should be of the highest priority, given the dwindling supply of undeveloped land within the Town.**
- 2. Recognize the uniqueness of East Haven as a shoreline community and take advantage of the coastal resources for the benefit of the residents of the community.**

Policies

1. Future development needs to be more harmonious with the natural characteristics of the land, and the Town should direct future development to those areas most capable of supporting it. The natural characteristics of much of East Haven's vacant land place limitations on future development.
2. Recognize that East Haven's coastal resources are important to the Town's growth and development, and take action to preserve and enhance these resources.
3. Protect the remaining significant natural areas, by utilizing a full range of tools available to the Town.
4. Cooperate with Federal, State and Regional agencies to improve the water quality of Long Island Sound.
5. Increase opportunities for public access to Long Island Sound.
6. Recognize the importance of the tidal marshes to the ecology of the Sound and the quality of life of Town residents, and protect the marshes.
7. Preserve the quality of the Town's bodies of fresh water, so that they may be used for public recreation and environmental conservation.
8. Protect the groundwater resources of the Town.
9. Work with State and Regional agencies to improve the air quality of the Town and Region.
10. Minimize the potential for the loss of life or property due to flooding by carefully controlling and limiting development in designated flood prone areas.

11. Protect inland wetland areas from development that impairs their ability to store floodwater, to control erosion, to recharge and purify surface and groundwater and to support wildlife.

Strategies

1. Given fiscal constraints, the Town should utilize a range of other methods of open space preservation in addition to public acquisition. These methods include imposition of conservation easements during the development review process, acceptance of land by the Land Trust, open space development and other appropriate methods.
2. The problem of the periodic flooding of East Haven neighborhoods along the Farm River and in coastal areas probably cannot be solved to any great extent solely through structural improvements, although some minor improvements may be achieved. It is important to recognize that all drainage issues and problems can best be addressed on the basis of the limits of the drainage basin, which often cross municipal boundaries. Therefore, the solutions to drainage problems should be on a basin-wide basis, through cooperation between the municipalities that share the drainage basin. There should be a three pronged approach to solving the Town's flooding problems;
 - Make necessary structural improvements if they are economically feasible and will substantially help alleviate the problem.
 - Continue to enforce the floodplain regulations through the prevention of inappropriate new development from within the floodplain. Any new development in the floodplain should be built to contemporary standards for withstanding floodwaters and not exacerbate the flooding situation downstream. However, in areas of severe hazard, new construction should be prohibited.
 - For those areas of existing development most prone to flooding, the Town should request the State and Federal governments to fund a program in East Haven in which properties damaged by flooding or prone to severe damage, be purchased by the Federal government.
3. Extensively utilize cluster or open space development as an effective method to preserve natural features on a site by "clustering" the development in other areas of the site. However, the cluster or open space development regulations must be specific enough to preserve

the necessary features and ensure that the development that does occur is appropriate to the site.

4. Continue to enforce the wetland regulations. There should not be significant development on wetland areas, especially when the wetlands are significant natural resources. Generally, alteration should be considered only when there is no feasible and prudent alternative. Wetland alteration should be permitted only in conjunction with mitigation procedures, which results in improved and/or replacement wetlands.
5. As the coastal hazard areas are not extensive, new development should be strongly discouraged in these areas. Any new development that does occur should be capable of withstanding flooding, and damage from wind and waves, without the need for public flood control.
6. Although the coast is a significant resource of the Town, public access is severely limited, reducing the benefit of the shore to the Town residents. Public access to the beaches should be increased through the acquisition of property when it becomes available.
7. Public access to the waterfront can also be expanded through the Coastal Site Plan review process, in which waterfront development should be required to permit functional and meaningful public access. The actual public access that has been provided in some of the shoreline developments approved in recent years has been difficult for the public to use.
8. Beach erosion control measures should be implemented as necessary to maintain the recreational and aesthetic quality of the Town's beaches.
9. The prevention of coastal flooding and damage should be accomplished primarily through the prevention of substandard development, instead of expensive and complicated flood control projects.

D. Transportation



The transportation system of a community is important is a factor in its growth and development. It represents a major public investment, and the service provided by the facilities in the system is often cited as an important determinant in the quality of life of residents of a community. Like other public facilities, the transportation system is usually impacted by growth in the community and the region. Conversely, the transportation system is a major factor in the decisions of individuals and businesses to locate in a community, and is a major determinant of a community's growth and development.

The local road system in East Haven is long-established and although some improvements are needed, the overall system is unlikely to change significantly. The Plan recognizes that automobile travel will continue to be the dominant mode of transportation, yet it envisions the enhancement of alternatives to single occupant automobile travel where appropriate.

The plan also recognizes the significant threats and challenges facing East Haven by potential regional transportation improvements, one underway, and the

other under consideration. The expansion of the Connecticut Turnpike is underway, and it will result in changes to the circulation system through the center of the Town. Changes that would have maximized the benefit to the Town, the installation of an alternative north-south access, were not included within the State's improvement project.

The other regional project, currently under consideration is the potential expansion of Tweed New Haven Airport. The expansion of the airport is likely to have a negative impact upon nearby residential neighborhoods within East Haven.

Goal

Provide for the efficient and orderly movement of people and goods into, out of and within East Haven and provide adequate access to place of employment, residential, recreational and commercial activity.

Policies

1. Recognize that the dominant method of transportation of East Haven residents has been and will continue to be the private automobile, but alternative transportation modes can be utilized strategically to enhance the functioning of the transportation system.
2. Improve and maintain the Town's road system to facilitate the efficient movement of persons, goods and services.
3. Increase the safety of the Town's roads and intersections.
4. Although Tweed Airport is a factor of the regional economy, the Town of East Haven bears a disproportionate degree of the social and environmental costs of the presence of the airport. Expansion of the airport would increase the negative impacts and social and environmental cost being born by the Town of East Haven.
5. Encourage the use of alternative means of transportation to the single-occupant automobile.
6. Actively promote the availability of carpool and vanpool matching services, commuter parking lots, bus services and all forms of mass transit possibilities.
7. Continue operation of specialized transportation services for the elderly and handicapped.

8. Maintain close liaison with state and regional agencies in the transportation planning process, including identifying highway deficiencies, programming road improvements, and formulating policy documents.
9. Reduce air pollution generated by transportation.
10. Provide adequate circulation within and between all sections of the Town. Dead-end road or cul-de-sacs in new development should not preclude strategically located through streets that would improve traffic flow through the overall neighborhood.
11. Encourage the Town and State to address transportation issues in a coordinated manner.
12. Provide facilities for non-motorized transportation, such as walking and bicycling.
13. Design transportation facilities to be as compatible as possible with nearby land uses.

Strategies

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. The construction of a full diamond interchange at High Street and the Connecticut Turnpike would also improve traffic circulation within the central area of East Haven, by removing these traffic movements from local streets within this area:
- Connecticut Turnpike northbound to High Street;
 - High Street north and southbound on to the Connecticut Turnpike southbound.

However, this improvement was not included within the plans of the State for the reconstruction of the Quinnipiac River Bridge and the Connecticut Turnpike.

3. North-south access within East Haven may also be improved by certain intersection improvements along Route 100, such as the following:
- Installation of a left turn lane at the intersections of Granniss Street, along with some potential reconfiguration of curb cuts.
 - Installation of a left turn lane southbound at Sanford Street. This may have some impacts upon nearby properties.
 - Improvement of traffic circulation in the vicinity of the Melillo Middle School and Carbone Elementary School. This may include the installation of a left turn lane at Hudson Street and the greater use of the north gate onto North High Street.

4. Future improvements to Main Street should be oriented towards improving aesthetics and pedestrian circulation, as called for within the downtown revitalization plan.
5. The Town should continue its road-resurfacing program as set forth in the Five Year Capital Expenditure Plan. As progress is made, surface improvements will be required to other roads in the Town.
6. The road classification system should be adopted and used as standards for improvements to roads in the Town. Among the roads needing improvement are Granniss Street, Bradley Street, and Strong Street.
7. Development in the extreme northern section of Town would necessitate improvements to Warner Road, Thompson Street, and Barberry Road. However, as the plan is to limit development in this area, the rural character of these roads should be maintained.
8. Thompson Street - Foxon Hill Road between Route 80 and Charnes Drive is a safety problem because of narrow pavement and poor vertical and horizontal alignments. This section of road should be improved, possibly in conjunction with the development of adjacent properties.
9. The installation of sidewalks should be required along both sides of the street for all new residential development, except short cul-de-sacs or dead-end streets; or those within an R5 zone. Sidewalks should be installed along the frontage of collector or arterial roads where a proposed development abuts these roads.
10. Sidewalks should be installed along at least one side of all collector and arterial streets and along both sides in areas of intensive development where land use and topographic conditions permit. This installation should occur in conjunction with major road improvements as well as development along the road.
11. Transit service in East Haven should be reevaluated on a periodic basis, with changes made in response to changing conditions in the Town, including new development.
12. The feasibility of constructing a bikeway along North High Street should be evaluated.
13. The feasibility of constructing bike paths and walks, as components of greenways along the shore and along the Farm River should be

evaluated. The bike paths and walks may be used to connect various points throughout the Town, such as the middle school and parks.

14. The Town should encourage employers to formulate and implement Transportation System Plans, which provide incentives to encourage methods of commuting other than single occupancy automobiles.
15. A traffic impact study should be required for major development in conjunction with the Special Exception process, or for requests for rezoning. The study findings could be used as a basis of negotiation with the developer to upgrade roads as needed. At a minimum, the study should include data and information on existing and projected average daily vehicle trips on nearby roads, peak hour traffic, adequacy of rights-of-way and travel ways, existing roadway capacity, traffic accidents, and the traffic impact of the proposed development.
16. Bicycle racks should be installed within the central business district, park and ride lots, and at major transit stops.
17. East-west access, as currently provided by Dodge Avenue, should be maintained.
18. The expansion of the Airport should not be supported at this time. The expansion would create negative social and environmental costs that would have a significant impact upon East Haven residents and neighborhoods.
19. The State of Connecticut Department of Transportation identifies a "Suggested List of Surveillance Study Sites (SLOSSS), which are locations that experienced abnormally high accident rates. The DOT has identified the following sites in East Haven:
 - South Frontage Road (Route 1) at TJ Max driveway.
 - Route 80 and Green Street
 - Route 80 and Thompson Street - Mill Street
 - Route 80 between Mill Street and Pleasant Avenue
 - Route 100 and Thompson Avenue – Main Street
 - High Street (Route 100) between Messina Drive and Tuttle Place
 - North High Street (Route 100) between Mill Street and Corbin Road.
 - Hemingway Avenue (Route 142) between Main Street and Messina Drive.
 - Connecticut Turnpike in the vicinity of the Frontage Road Interchanges, which are being redesigned in conjunction with the Quinnipiac River Bridge project.

The Town should work with the State to implement safety improvements to these intersections, and to ensure that new development does not worsen the situation.

E. Economic Development



The economic base of a community is an important determinant of its growth and development, as it provides jobs for local residents, and brings money into a community from the sale of goods and services to people both inside and outside the community. Economic activity also provides tax revenues to municipal governments to pay for governmental services. This is particularly important for Connecticut municipalities, with their heavy reliance on local real and personal property taxes. The encouragement of development that generates more tax revenue than the cost of services helps offset the cost of services to residential uses.

The Plan intends to establish guidelines to encourage economic growth that provides the maximum benefit to the residents of East Haven, both in terms of providing employment and producing a fiscal benefit to the Town.

Goal

Encourage the growth and enhancement of the Town's economic base to achieve a modern, diversified local economy so as to increase employment opportunities and broaden the municipal tax base.

Policies

1. Encourage an increase in the economic vitality and physical appearance of existing commercial areas.
2. Provide for the growth of the emerging service and manufacturing businesses that will generate employment growth into the future.
3. Continue the recognition that the firms currently located in East Haven are of prime importance to the Town's economic base and continue the program of business retention.
4. Recognize that the economic health of East Haven is closely linked to that of the entire New Haven area and support regional economic development efforts.
5. Encourage the continued development and enhancement of the Central Business District (CBD) as the center of the community.
6. Locate industrial and commercial development with consideration given to the reasonable demand for such land; to the environmental suitability of the land; to the availability of proper access and public services and the compatibility of surrounding land uses.
7. Control the location and aesthetic quality of future commercial and industrial development in order to minimize conflicts with surrounding residential uses.
8. Protect commercial and industrial land from residential encroachment.
9. Encourage the modernization and upgrade of industrial facilities that are not consistent with contemporary requirements.

Strategies

1. Formulate and adopt an economic development strategy that implements the goals, policies and strategies of this plan. The economic development policy should include specific actions that would the Town could take to promote the growth of its economy.

2. Encourage the growth of biotechnology industries, including research and development facilities in East Haven. These industries are important to the future of the greater New Haven region, and East Haven has the potential to house these facilities and help expand their regional growth.
3. Encourage the growth of the Service; Finance, Insurance, & Real Estate; and Wholesale and Retail Trade sectors. These sectors offer the potential for economic growth in East Haven, since employment growth in the Connecticut economy is projected for these sectors.
4. Although total manufacturing employment is projected to continue to decline throughout the State, employment is projected to increase within certain manufacturing business groups. The Town should take advantage of potential growth opportunities for local manufacturing growth from the following sources:
 - The growth of firms currently in East Haven. It is likely that some of these firms will increase employment, with the potential expansion of the physical facilities.
 - Relocation of firms to East Haven which have outgrown their plants elsewhere in the region.
 - Start-ups of new manufacturing firms.
5. There should be a concerted effort of retraining and re-education for East Haven residents to take advantage of the expanding employment opportunities, particularly those within the biotechnology sector. The occupations in which the greatest employment growth is projected through the remainder of the decade are not well represented among East Haven residents. Over one-third of all new employment opportunities are within the professional and technical occupational category, but East Haven has a smaller percentage of its residents employed in this category than either the State or the County.
6. Accommodate some additional retail growth in East Haven. There is some potential to capture the retail expenditures of East Haven residents in other communities, although this potential may be limited due to the recent development of "megastores" in adjacent communities.
7. Enhance the attractiveness of the North Frontage Road and Bradley Street areas for economic development, as these areas offer the greatest potential for economic growth within the Town. Development

of the land west of Bradley Street as a business park campus, while preserving extensive areas of open space, would require improved access which could be achieved by the construction of a new north-south road which crosses the railroad tracks to link the North Frontage Road with Bradley Street. This area could be an attractive location for biotechnology firms, research and development facilities, service industries; finance, insurance and real estate and could become an important economic center of the Region. Supporting retail facilities should be located on property on the north side of North Frontage Road.

8. Encourage more consumer-oriented retail uses in the Central Business District, both within existing buildings as well as some selected redevelopment as part of mixed-use development. There is also the potential for small-scale office uses.
9. Enhance Main Street as a location for small-scale retail uses.
10. Maintain and strengthen the existing commercial areas along Route 80 as a retail area serving residents of Foxon, as well as New Haven and North Branford.
11. Full development of the East Haven Industrial Park should be oriented towards those manufacturing and commercial uses which would benefit from proximity to the Airport, as much as possible.
12. Encourage a concentration of neighborhood-oriented retail development near the intersection of Coe Avenue, Short Beach Road and Hemingway Avenue.
13. Promote the re-use of "brownfields" and contaminated sites for economic development to return them to productive tax generating use through the use of all available programs.
14. Formulate and implement an economic development strategy, that includes marketing, business retention, and other methods of promotion of economic development.

F. Housing



Public policy has been concerned with housing issues for many years. Governmental agencies on the federal, state, and local level have been attempting to address problems associated with the quality and the cost of housing. It is the principal land use in the Town of the Town, and its condition, cost, form and availability are major determinants of the quality of the community.

The highest housing priority in East Haven is the preservation of the existing sound, diverse housing stock. There is little land for new housing within the Town, and any new residential development should be consistent with other goals of this plan, especially environmental protection, economic development and open space preservation.

Goal

Provide a diverse, high quality stock of housing to meet the needs and desires of the various age, economic and social segments of East Haven's present and future population.

Policies

1. Maintain existing housing units in safe, sanitary, and sound structural conditions.
2. Preserve the integrity of existing neighborhoods, by preventing the introduction of incompatible land uses.
3. Encourage and protect stable residential development of long-term quality and a favorable range of housing values.
4. Encourage the clustering of new housing units, in appropriate locations and quantity, to preserve or create valuable open space, in a manner to enhance the neighborhood.
5. The zoning regulations should reflect the pattern of development within the existing residential neighborhoods.
6. Support the preservation of the physical architectural characteristics of large houses and their sites. Encourage the conversion of large house into uses compatible with the neighborhood, structure and site. The overall objective is to maintain and/or improve the exterior of the houses.
7. Recognize the need for housing for mature families (empty nesters) and senior citizens who no longer desire single-family housing and would prefer to live in Town in multi-family planned environments that offer a wide range of residential amenities or in other alternate living arrangements more appropriate for their stage of life (e.g., accessory apartments, congregate housing, life-care facilities). Recent and planned development of such housing within East Haven in recent years has largely satisfied that need.
8. Recognize as a public responsibility the encouragement of affordable housing opportunities for families and individuals who cannot afford current housing. Explore available programs of the local, state and federal governments that offer assistance in such housing.
9. Encourage energy-efficient patterns of development and land use, the use of solar and other renewable forms of energy, and energy conservation.
10. Permit development of multi-family dwellings in appropriate locations and quantities. However, new multi-family development should be of a lower density and higher quality than much of what has occurred in East Haven in the past.

Strategies

1. Since the housing stock of East Haven is relatively affordable at the current time, the emphasis should be on retaining existing units as affordable. The production of new units still has a role in the Town's growth and development, but the existing housing stock offers the following opportunities for preserving affordability:
 - Continue to utilize Community Development Block Grant funds for the renovation and rehabilitation of units occupied by low and moderate-income families, with stipulations to preserve the affordability of the units.
 - Utilize State and Federal rental assistance programs, as available, to subsidize the rents of low-income families in existing dwelling units.
 - Encourage the acquisition of existing affordable units by a private non-profit housing corporation to preserve them as affordable units.

2. The Town has been successful in arresting physical decay in its residential neighborhoods over the past 10 years, and the housing is in a generally sound condition. However, certain residential neighborhoods are potentially "at risk" for physical deterioration and need vigilant and concentrated efforts to maintain and improve the quality of the housing stock. These "at risk" neighborhoods include the West End, Columbus Avenue area, Momauguin east of Coe Avenue, the residential areas of East Haven Center between Main Street and Route 1, and the residential areas just off Foxon Road near the New Haven city line. These areas are "at risk" because of the age of the units, incompatible land uses, physical obsolescence, and/or proximity of transportation facilities. The following efforts should be concentrated in these neighborhoods:
 - Code Enforcement
 - Continuation of the Community Development Block Grant residential rehabilitation program.
 - Continued upgrade and maintenance of the infrastructure.
 - Prevent expansion of incompatible land uses and removal of those in existence, where possible.

- Redevelopment of selected properties into compatible land uses.
3. Rezone to residential those areas in residential use that currently are commercially or industrially zoned which are not located on a major street and are unlikely to be a part of a significant commercial redevelopment.
 4. The zoning regulations should be amended so that the minimum area, bulk and setback standards more closely reflect the pattern of existing development within established neighborhoods, so as to minimize the need for variances within these areas.
 5. The maximum permitted residential density in most areas zoned for multi-family development should be lowered. In areas where single-family attached housing predominates, there should not be more than five to eight units per acre. This density would permit well designed townhouse developments. Areas bordering commercial areas can go up to 10 to 12 units per acre. Higher densities could be reserved for special situations, such as central business district redevelopment or other special redevelopment opportunities.
 6. Multi-family residential development should continue to be permitted in the CA-1 district, as an appropriate use for the Central Business District, but residential uses should not be permitted on the first floor. The first floor should be reserved for commercial uses.
 7. The site plan standards for multi-family development outside the central business district should be strengthened to require a minimum useable recreational open space per dwelling unit, landscaping standards, building separation standards and other considerations.
 8. Monitor the existing condominium developments within East Haven to protect against blighting influences.
 9. Additional multi-family development should be permitted along some of the Town's older commercial strips, such as Main Street, as an alternative to the sporadic small-scale commercial development that has occurred.

G. Community Facilities



The Town is responsible to provide a range of services to its residents. These services contribute to the quality of life and the desirability of the Town for residents and businesses. Many of the services are linked to the presence of physical infrastructure. The presence or absence of infrastructure can also serve to encourage or discourage growth and development.

The Plan seeks to offer guidelines to provide the community facilities that enhance the quality of life of its residents, and to attract economic growth, without encouraging residential growth.

Goal

Provide Town residents with a range of recreational, educational, social and protective services to meet the needs of residents in a contemporary society, consistent with the Town's fiscal limitations.

Policies

1. Continue to improve and upgrade the East Haven public school system to enable students to meet the future challenges of the work force into the twenty-first century.
2. Provide the widest possible range of educational, recreational and social facilities consistent with population to be served, and located so as to be easily accessible to all residents of all ages.
3. Provide sites for community facilities reflecting existing and future needs.
4. Continue to provide and maintain public infrastructure facilities such as roads, sewers and storm drainage, where needed, in all areas throughout the town to prevent physical deterioration.
5. Continue to provide for solid waste disposal at reasonable cost, reliable service, minimal environmental degradation and land consumption, with a maximum of resource or energy recovery, maximum participation by private enterprise and maximum public acceptance.
6. Continue participation in a regional recycling system.
7. Prior to the future development of all types of land uses, consider the feasibility of their being served well, efficiently, and at reasonable cost with public facilities; which facilities shall not necessarily always be the Town's responsibility to provide.
8. Broaden cooperation between the Board of Education and Town government with the sharing and joint use of facilities and coordination of programs and services.
9. Explore alternative uses of municipal facilities that have become obsolete or which are no longer needed, prior to their being vacated.
10. Develop a long-range plan to address the need for and use of existing educational facilities.

11. Cooperate with the Regional Water Authority to provide an adequate supply and pressure of potable water to all developed areas of Town.
12. Program capital improvements on the basis of a priority system carefully related to the needs of the community and fully integrated with the Plan of Conservation and Development.
13. Encourage the provision of services such as a child and adult day care, public transportation, for all that need such services to allow them to enter and remain in the job market.
14. Encourage adult education, to expand/upgrade general knowledge, vocational skills and cultural endeavors at times and locations that are easily accessible to potential enrollees.
15. Encourage programs of education in health care, housing care and maintenance, personal growth and other "non-academic" subjects for all Town residents.
16. Encourage the establishment of programs and facilities that address the needs of the Town's homeless families and individuals.
17. The current system of neighborhood schools in East Haven is vital to the maintenance of neighborhood vitality.

Strategies

1. Significant new residential development in the northeast area of Town would necessitate the construction of a new fire station in the vicinity of upper Thompson Street - Borrelli Road. Additional personnel and equipment would be required to operate the station.
2. The Fire Department Headquarters should be renovated and expanded at its current site.
3. The Board of Education should continue planning for the expansion of the school facilities to meet future increases in enrollment. However, it does not appear that additional school sites will be required, as expansion can likely be accommodated on the existing sites.
4. Facilitate the use of school facilities by community groups.
5. The library should be improved and expanded at its current location, as it is an important component of the central business district.

6. The facilities and programs of the Reggie Hatch Community Center should be expanded to encompass a range of town and community services, including a library access point.
7. There will be an increased demand on police services, necessitating additional personnel and equipment. The current police station will be able to accommodate the needs of the Town into the future with necessary renovations, and/or expansion.
8. The current program of maintenance of the sanitary sewer system should be continued.
9. The future space needs of the Town government should be evaluated, with any necessary expansion of the Town Hall occurring at its present location.
10. The Town should encourage energy conservation and the use of renewable energy sources, where feasible, through the operation of Town facilities and the encouragement of private efforts.
11. No existing neighborhood schools should be closed or consolidated with other schools.
12. The Town should upgrade and use a portion of the former high school as a community center that should include a range of community oriented uses. The remainder of the school may be appropriate for private redevelopment.
13. The swimming pool at the old high school should be renovated, or a new swimming pool be constructed for use by town residents.

H. Cultural and Historic Resources



The cultural and historic resources of East Haven contribute greatly to the character of the community. The Town Green, the historic neighborhoods throughout the community and the landmarks of the Town are all important to the uniqueness of East Haven. This plan attempts to provide a basis for actions to continue to preserve and enhance these unique features.

Goal

Conserve and enhance the components of East Haven that contribute to the character and quality of life of the Town.

Policies

1. Preserve the historically significant structures and landmarks throughout the Town.
2. Encourage the re-use of culturally and historically significant structures in an economically viable way that preserves their cultural or historical significance as much as feasible.
3. Recognize that the unique character and scale of the older residential neighborhoods are a major factor in the overall quality of the Town.
4. Ensure continued enforcement of the zoning regulations to assure continued improvement of the aesthetic qualities of the Town's commercial areas, particularly in the regulation of signs.
5. Maintain and enhance the streetscapes of the Town, including street trees.

Strategies

1. Inventory the historically significant structures and landmarks within the Town. The inventory should identify those that are at risk due to physical deterioration or changing economic circumstances.
2. Revise the zoning regulations to permit the re-use of those historically significant structures that have been identified, under special circumstances. The proposed reuse should be consistent with the character of the neighborhood. These uses should only be permitted where the use permitted in the underlying zone may not be economically viable for the unique nature of the historic structure.
3. Continue to use all available resources to preserve the residential integrity of the older, historic residential neighborhoods of the Town.
4. Explore the feasibility of the establishment of a local historic district for residential areas in proximity of the central business district. A local historic district is created by ordinance and approval of the property owners. The creation of a local historic district would include the establishment of an Historic District Commission, which would

regulate exterior modification of property within the district, as to conformance to standards of historical integrity.

5. Adopt a demolition delay ordinance that would delay the demolition of historically significant buildings for a given time period, during which alternatives to demolition may be explored.
6. Maintain street trees, and adhere to state statutes concerning their removal. If trees must be taken down due to disease or the creation of a hazard, each tree should be replaced.
7. Require the planting of street trees in new developments.
8. Recognize the historic importance of the Town Green in the redevelopment of East Haven Center.
9. Provide a permanent home for the East Haven Historical Society for the maintenance of the historical information and records of the community.

I. Parks and Recreation



Parks serve a variety of functions within a community. They provide areas for youth or adult athletic activities, and a place for members of the community to come together. Parks can contribute to the aesthetic qualities of a neighborhood, by providing an area of green space that compliments the homes and businesses of an area. The presence of parks increases property values, and provides an overall enhancement to a community.

The Plan recognizes the need for additional parkland in East Haven, but there are few available sites left. Therefore, the time is prudent for the Town to begin the process for additional parkland, as well as continue its program of improvement of existing facilities.

Goal

Provide for a range of recreation opportunities, and leisure activities for all Town residents.

Policies

1. Increase opportunities for public access and enjoyment of the coastal waters of East Haven.
2. Continue to coordinate recreation programs among town departments and private institutions, to maximize recreational opportunities, including school indoor activities for adults and children.
3. Establish maintenance of existing recreational facilities as a priority, to enrich both the public's current enjoyment of them and their long-term cost effectiveness.
4. Continue to fund dedicated fund for the acquisition of land for parks and open space.

Strategies

1. A high priority of the Town should be the expansion of the Town Beach. A larger beach would attract more usage, as well as improve the image and quality of life within the Town. The Town should take advantage of all opportunities to acquire beachfront properties.
2. Enhance the opportunities for public enjoyment of the beach area through the increase of public access to the shorefront by implementing the following recommendations of the East Haven Beach Revitalization Committee:
 - 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
3. A section of the old high school should be renovated for use as a community center to provide indoor recreational activities for all age groups. After-school programs may be an appropriate use for the facility.

4. The swimming pool at the old high school should be renovated, or a new swimming pool be constructed for use by town residents.
5. The Town needs additional municipal parks for recreation. This can be accomplished by the development of a large town-wide park or several smaller neighborhood parks. A large town-wide park would be preferable due to efficiencies of its use and operation. However, due to the scarcity of available land, a large town-wide park may not be a viable option. If the Town does not acquire land for a town-wide park, at least two additional neighborhood parks would be needed; one each for the northern and southern neighborhoods of Town. Each site should be large enough for its intended purpose, including natural areas and buffers from nearby residential areas, and include land appropriate for use as playing fields.
6. The Town should evaluate the construction of a new football stadium at the site of the high school. This would enable Crisafi Field to be redeveloped into a recreational campus, with playing fields and passive recreation.



J. Open Space



As discussed, the natural resources of East Haven are primary factors of the character and quality of life. This plan recognizes that the preservation of open space is the most important way in which a Town can protect its environment. This takes on an added importance in East Haven, where most of the land has been developed, and action is needed to protect the remaining land within the Town.

Goal

Preserve the remaining significant open space resources of East Haven in order to maintain the quality of life of the community, preserve residential neighborhoods, protect the natural environment, prevent environmentally detrimental development, and to preserve the natural resources of the Town.

Policies

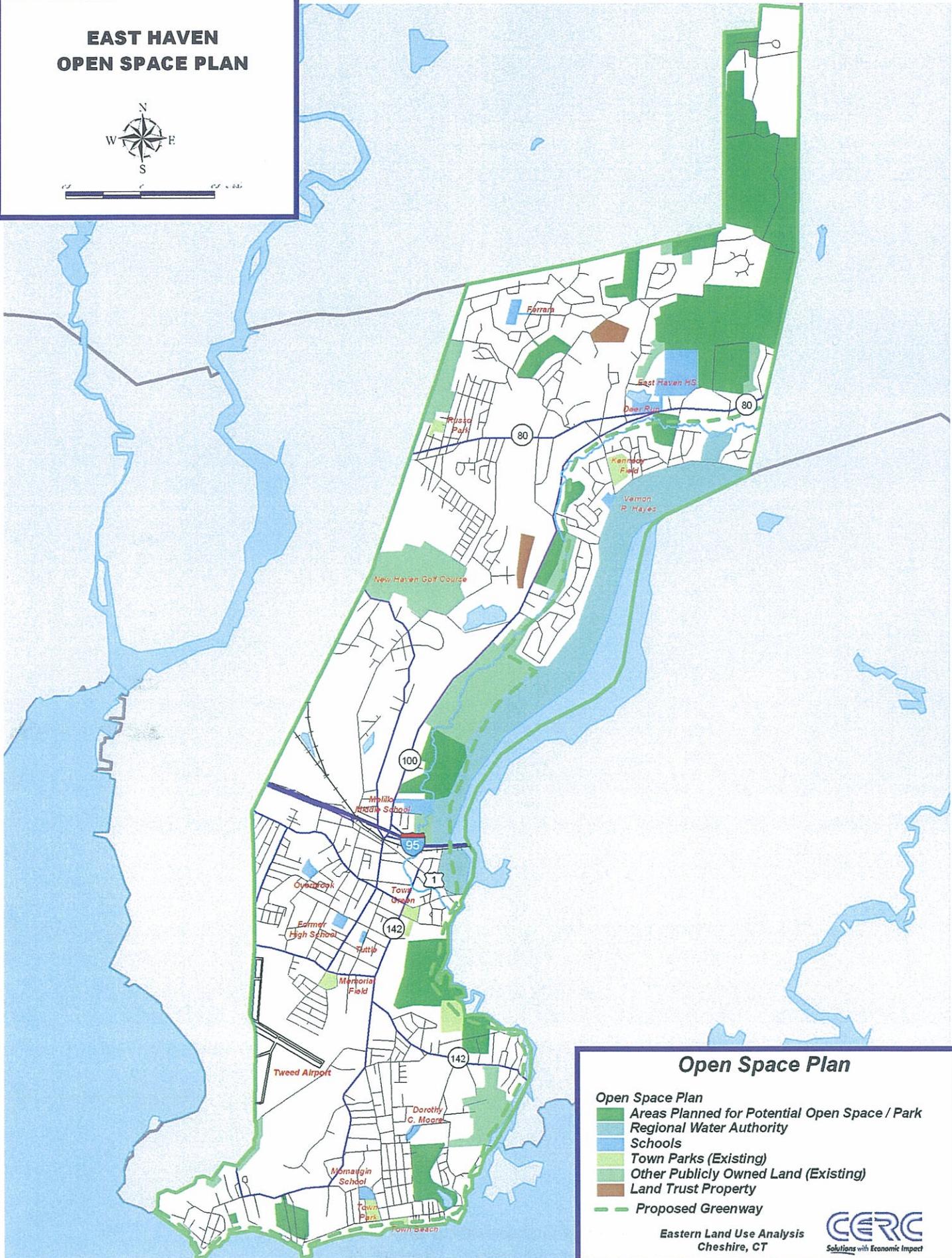
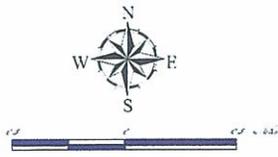
1. Pursue the protection of environmentally significant land through such methods as acquisition acceptance of donations of open space, purchase or donation of development rights, and conservation easements.
2. The Town should aggressively pursue the acquisition and preservation of open space lands that help achieve the following environmental objectives:
 - a. Protection of watersheds of water supply facilities.
 - b. Protection of environmentally sensitive areas.
 - c. Preservation of unique geological and environmental areas.
 - d. Maintenance of view sheds
 - e. Provision of passive recreational opportunities.
 - f. Creation of open space linkages
 - g. Prevention of damage from flooding.
 - h. Preservation of agricultural lands.
3. Open space protection and acquisition should be oriented towards protecting larger areas of open space and open space corridors that can be created by the protection of adjacent parcels, to create linkages and to maximize the visual and environmental effect of protection. The following areas should be targeted for protection:
 - Farm River tidal wetlands.
 - Momaguim tidal wetlands (west of Mansfield Grove Road, east of Atwater and Stevens Streets)
 - Northeast area, to preserve the rural and agricultural environment of this area.
 - Farm River corridor.

Strategies

1. Increase funding of dedicated fund for the acquisition of land for open space purposes, so that opportunities for acquisitions can be acted upon expeditiously and/or used to match State or Federal funding programs.
2. Continue to require the dedication of open space or money in lieu of land dedication as part of the subdivision process.
3. Aggressively participate in State and Federal open space acquisition funding programs, when available. Lands under consideration for open space acquisition utilizing Municipal, State or Federal funding should be the subject of an environmental assessment that analyzes how these lands further the environmental objectives above.
4. Conduct a comprehensive environmental assessment of potential open space parcels, to evaluate the environmental characteristics of the land, and assess their conformance with the criteria for preservation of open space.
5. Preserve and create hiking trails and walking trails within Town open space lands.
6. All new development along the shoreline, including the East Haven River shoreline, should include the provisions for public access. Such public access should be designed and marked to assure that the public and property owners are aware of the public's right to access the shorefront.
7. The tidal wetlands along the East Haven and Farm Rivers should be preserved as open space. Much of the land is tidal marshes, but there are some passable areas. Public access to these areas should be obtained wherever possible, through purchase or land dedication in conjunction with development. This should include the expansion of Gillis Park.
8. Encourage the formulation of a Farm River Watershed Plan that would address the important environmental issues that affect the river, such as water quality, management of the flood plain, storm water discharge and flooding. This should be done on a basin-wide basis, with representatives from all stakeholder groups, including the municipalities. This has been done for several river basins throughout the State.

9. Lake Saltonstall and Saltonstall Ridge are important Town and regional open space assets. The Town should continue to cooperate with the Regional Water Authority to maintain this area as open space.
10. The Furnace Pond area, owned by the Regional Water Authority, should be maintained as open space. If it is determined that this land is not required for watershed protection, some public recreational use of the property may be appropriate.
11. The remaining tidal wetlands in the Momaguim area, primarily the area south of Moore School, west of Mansfield Grove Road, north of Short Beach Avenue and east of Atwater and Stevens Streets, should be preserved as open space.
12. A public "greenway" should be established along the Farm River. This would entail an unbroken strip of public land along the river available for public access. A walkway and/or bikeway may be appropriate along the greenway.
13. Encourage site development sensitive to the area's natural characteristics, which can integrate open space into development.
14. The rural character of the northeast area of Town should be preserved in the following manner:
 - Acquisition of open space tracts.
 - Purchase of development rights of agricultural lands. This would maintain the land as agricultural lands in private ownership, but would eliminate the development potential of the properties.
 - Limitations on extension of sewer service to new development in the area.
 - There should be no rezoning from the current R-5 in this area, except to include provisions that provide an added measure of protection for open space or agricultural land preservation.

EAST HAVEN OPEN SPACE PLAN



Open Space Plan

- Areas Planned for Potential Open Space / Park
- Regional Water Authority
- Schools
- Town Parks (Existing)
- Other Publicly Owned Land (Existing)
- Land Trust Property
- Proposed Greenway

Eastern Land Use Analysis
Cheshire, CT



