



# TOWN OF EAST HAVEN PLAN OF CONSERVATION AND DEVELOPMENT 2019 UPDATE

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# ACKNOWLEDGEMENTS

TOWN OF EAST HAVEN

PLAN OF CONSERVATION AND DEVELOPMENT

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## 1. INTRODUCTION

### 1.1 PURPOSE OF PLAN OF CONSERVATION AND DEVELOPMENT

Chapter 126 Section 8-23 (a)(1) of the Connecticut General Statutes requires that at least once every ten years, a planning and zoning commission prepare or amend and adopt a Plan of Conservation and Development. Although a State requirement, the most important function for a Plan is to help guide the future growth and development of the Town, through a series of coordinated goals, policies and strategies. The Plan should record the best thinking of the Town as to its future physical growth and development and to give direction to both public and private development.

The Plan should encompass a long-term vision of the community, but while its objectives are long-range, the Plan should can offer guidance for short-range land use decision upon adoption. Although it is often difficult to address immediate issues and problems with long-range concepts and principle, short term solution without respect to long-term purposes can dilute, even nullify the ultimate effectiveness and impact of the immediate solution.

### 1.2 STATUTORY REQUIREMENTS

1. Section 8-23 of the Connecticut State Statutes states that all plans shall consider the following:
2. The community development action plan of the municipality, if any.
3. Need for affordable housing.
4. Need for protection of existing and potential public surface and ground drinking water supplies.
5. Use of cluster development and other development patterns to the extent consistent with soil types, terrain and infrastructure capacity with the municipality.
6. Connecticut State Plan of Conservation and Development.
7. Regional plan of development
8. Physical, social economic and governmental conditions and trends.

9. Human resource, education, health, housing, recreation, social services, public utilities, public protection, transportation, cultural and intercommunication needs.
10. Objective of energy efficient patterns of development; use of solar and other renewable forms of energy and energy conservation.

The plans shall:

1. Be a statement of policies, goals and standards for the physical and economic development of the municipality.
2. Promote, with the greatest efficiency and economy, the coordinated development of the municipality, and the general welfare and prosperity of its people.
3. Recommend the most desirable use of land within the municipality for residential, recreation, commercial, industrial, conservation and other purposes,
4. Recommend the most desirable density of population.
5. Note any inconsistency it may have with the State Plan of Conservation and Development.
6. Make provisions for the development of housing opportunities, including opportunities for multifamily dwellings consistent with soil types, terrain and infrastructure capacity for all residents of a municipality and region.
7. Promote housing choice and economic diversity in housing, including housing for both low and moderate-income households.

The statute also states that the Plan may make recommendations for:

1. Conservation of trap rock and other ridgelines.
2. System of principal thoroughfares, parkways, bridges, streets and other public ways.
3. Airports, parks, playgrounds and other public grounds.
4. General location, relocation and improvement of public buildings.
5. General location of public utilities and terminals
6. Extent and location of public housing projects.
7. Programs for the implementation of the Plan, including schedule, budget, program for enactment and enforcement of zoning and subdivision regulations, implementation of public housing, plans for open space acquisition and greenways.
8. Any other recommendations that would be beneficial to the community

### 1.3 OVERVIEW OF 2018 POCD UPDATE

The East Haven Comprehensive Plan of Conservation and Development was adopted in 2007. The plan was the first recent update and addressed the range of issues which would impact the future of the Town. It included recommendations as to land use, open space preservation, transportation and economic growth. Many of the recommendations were implemented, as the plan established a framework for land use within the Town. Over time, some of the recommendations became irrelevant or no longer valid due to actions of other government agencies, changes in economic conditions, or societal changes resulting in different policy perspectives.

The 2007 Plan established a strong planning basis for regulation and government action over the past decade. However, more detail and specificity are required to adopt to contemporary and future conditions, as well as guide specific growth-related actions. The dramatic changes in the local and state economies and shifting urban planning theories results in certain previous growth strategies no longer effective. At the same time, these changes in conditions offer new opportunities to the Town to position itself as a modern sustainable urban/suburban community.

Most of the Town consist of established residential neighborhoods. The 2007 Plan established a series of policies and strategies intended to preserve and enhance the quality of life in these areas. These policies and strategies have been determined to still be valid. This update is more strategic. It includes two major components. The demographic data and housing sections were revised to provide contemporary data, in accordance with the requirements of CGS8-23. The other component is a more detailed analysis and plan for six key areas of the Town which include much of its economic activity. These key areas are referred to in this plan as Development – Improvement Areas and encompasses the following:

1. Foxon Road
2. Main Street West
3. Central Business District
4. Hemmingway Avenue
5. Industrial Park - Airport
6. Coe Avenue – Shoreline

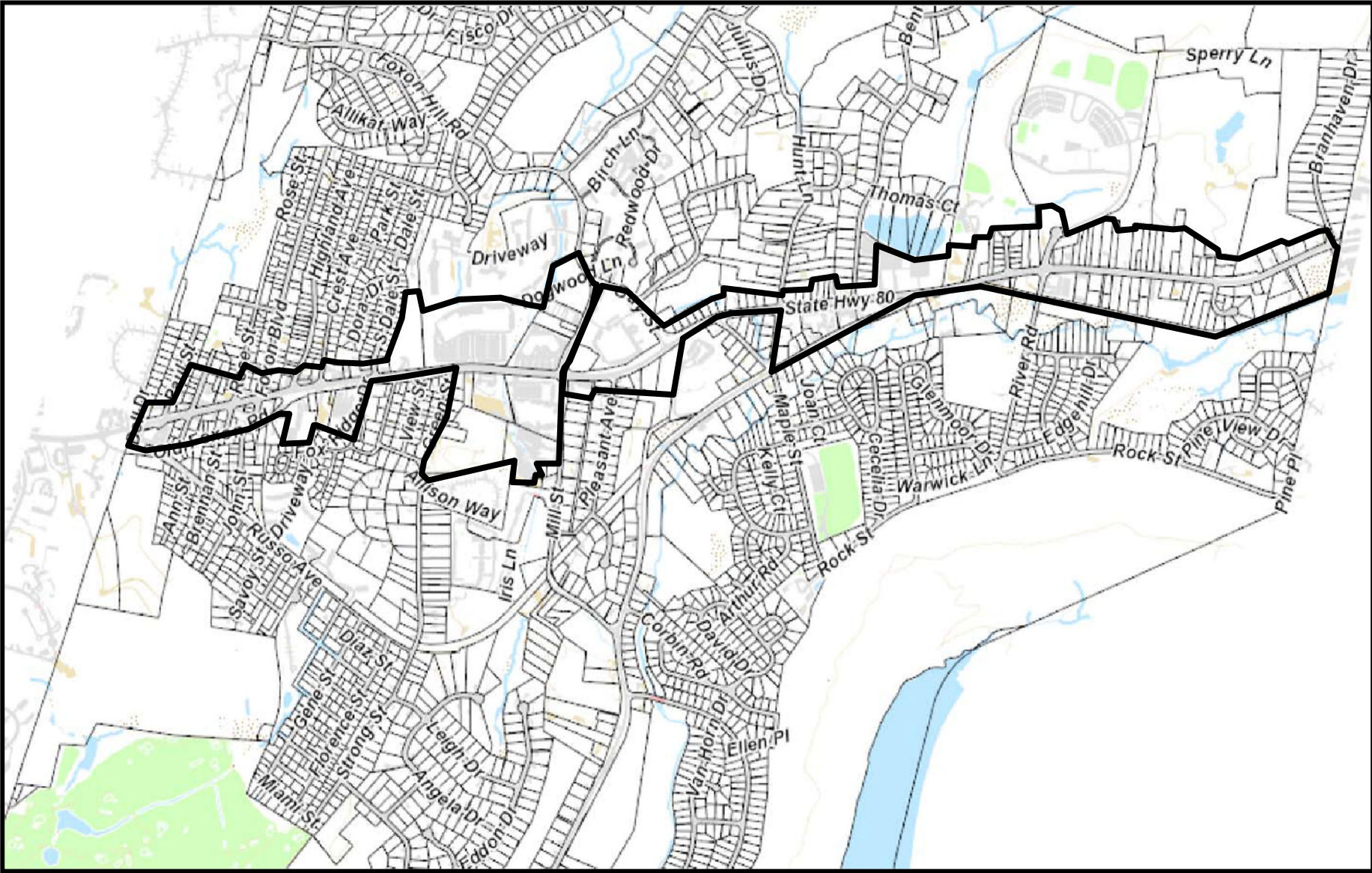
The relevant goals, policies and strategies of the 2007 POCD are included within this document so that the 2018 Plan will be a comprehensive document as a guide to the physical growth of East Haven. The 2007 plan contains much information which was collected and analyzed as a basis for the plan.

The 2007 Plan established a plan which recognized the generally firmly established land use pattern of the Town. The focus of that Plan was to strengthen the positive factors of the existing land uses and improve upon those patterns which were not effective.

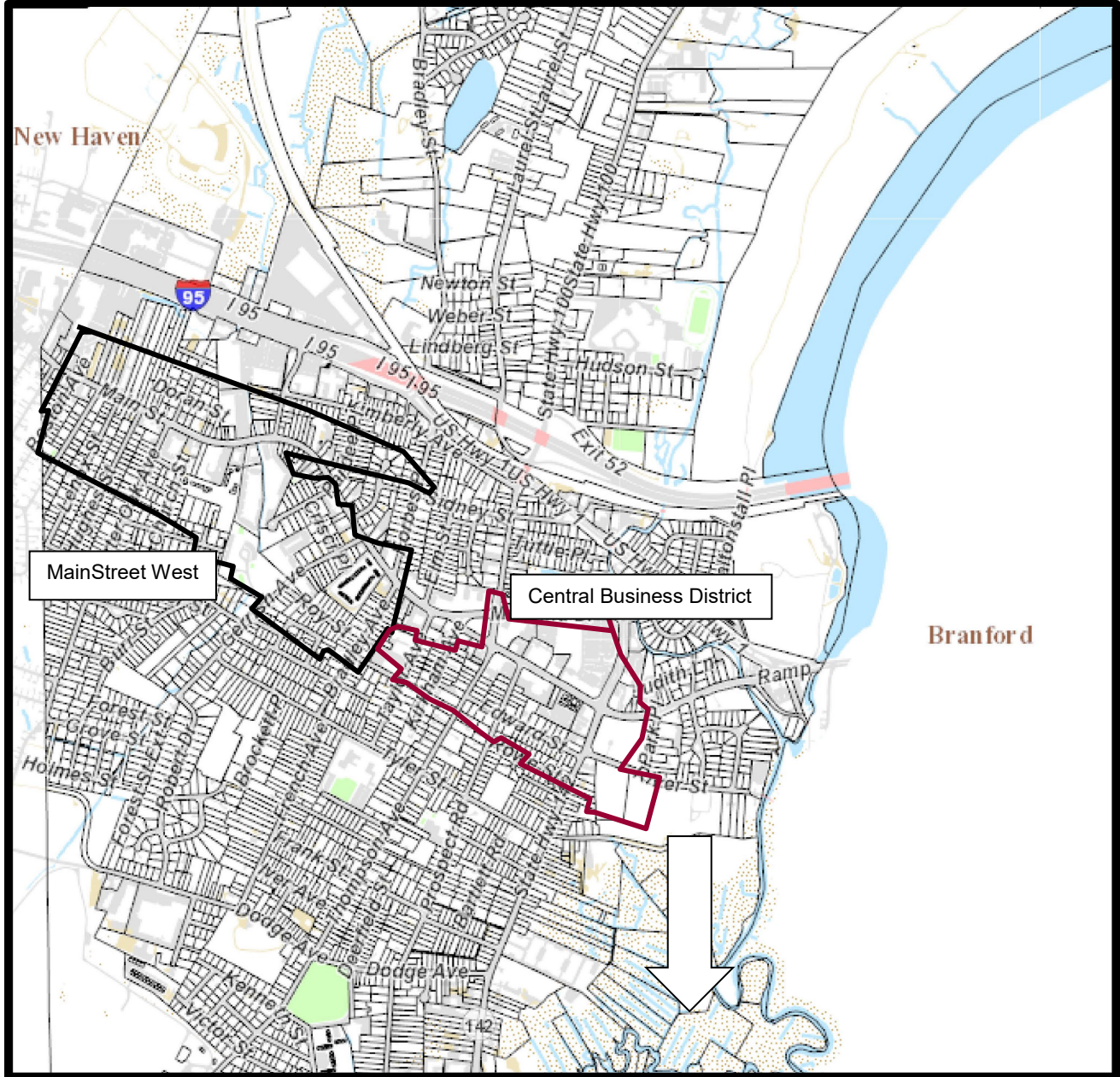
The 2007 Plan organized the objectives and strategies by census tract and areas determined to be potentially important to the Town’s economic growth. The Town recognized the value of the overall land use recommendations of the 2007 POCD as an overall guide to land use decision making. However, as development occurred, there was a need for more specific recommendations which included those transcending traditional land use regulation. In addition, the Town required more detailed implementation measures to foster sustainable economic and community growth and improvement.



**LOCATION OF DEVELOPMENT IMPROVEMENT AREAS**  
**Foxon Road**

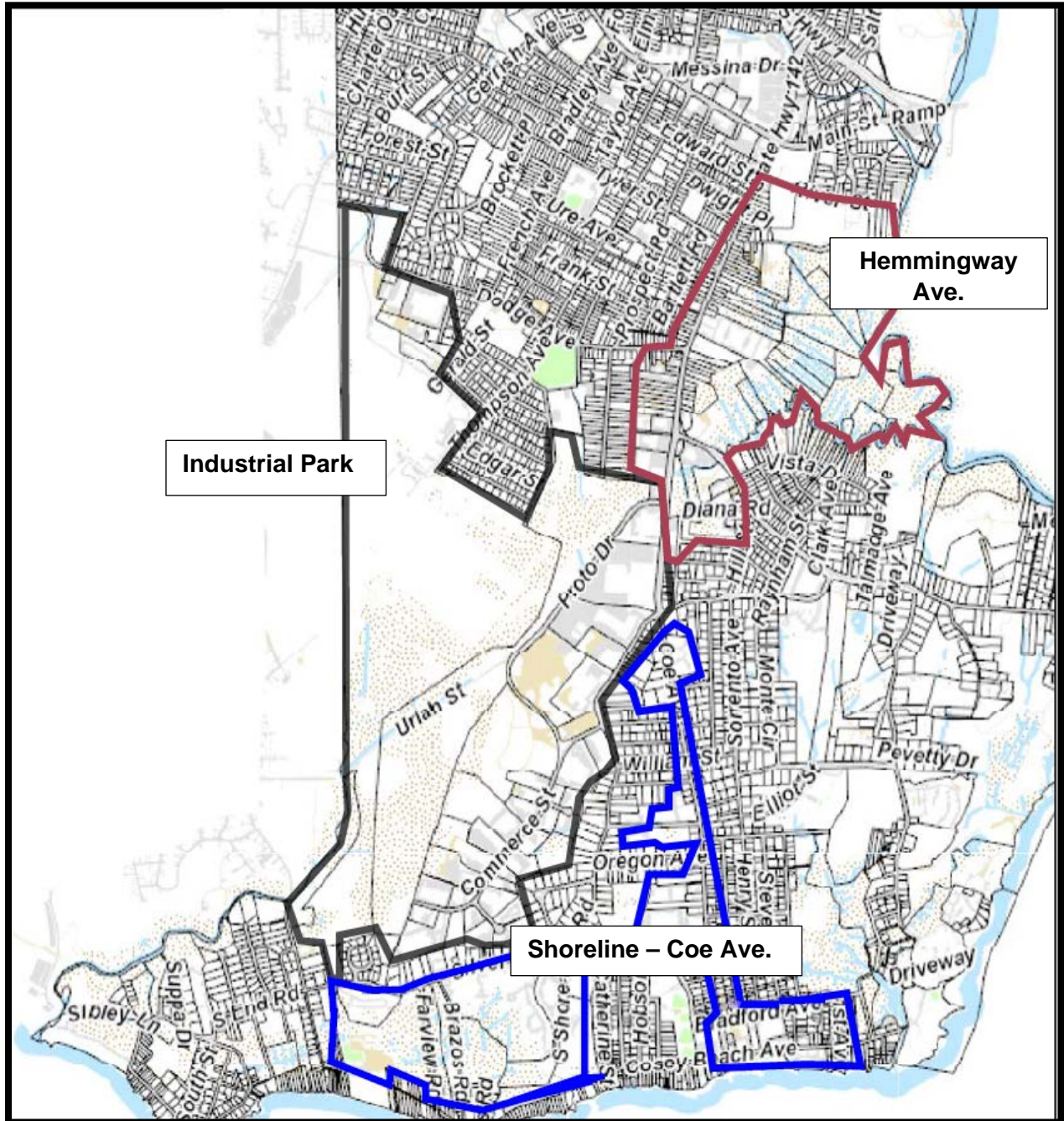


# LOCATION OF DEVELOPMENT IMPROVEMENT AREAS Main Street West – Central Business District



# LOCATION OF DEVELOPMENT IMPROVEMENT AREAS

## Industrial Park – Hemmingway Ave.- Shoreline / Coe Ave.



## 2. TOWN – WIDE OVERVIEW

### 2.1 OVERALL GOALS

The 2007 Plan included a statement of overall town-wide goals. These goals remain valid, and are stated below:

#### 1. **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.

#### 2. **Open Space and Environmental Goal**

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.

#### 3. **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.

#### 4. **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.

#### 5. **Transportation**

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.

#### 6. **Central Business District Redevelopment**

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

## 2.2 LAND USE, ENVIRONMENTAL AND ECONOMIC FACTORS

The most appropriate and realistic uses for various areas of East Haven, or any community should be based upon the existing economic, land use and environmental situations impacting the area. Each area proposed within this area has specific factors, but the following factors are relevant for consideration in the planning for all the economic development areas in the Town.



1. The overall land use pattern of has been long established. The 2007 Plan addressed m issues of land use throughout the Town. There, the focus of this plan update to address certain key areas of the Town.
2. All development in East Haven is infill development. There are no large vacant” greenfield” areas available for development. This calls for a multi-faceted development strategy, using re-use, careful treatment of environmental resources, and redevelopment which is compatible and potentially enhances the surrounding neighborhoods.
3. The local, regional and national economy has been undergoing radical change. The economic and social environment has changed radically since 2007, with the pace of change projected to continue into the foreseeable future. These changes are being driven by the rapid commercialization of technology, changes in patterns of consumption, production and employment.
4. Economic growth is increasingly tied to quality of life factors. Business creation and growth depend upon an educated and skilled workforce, who are attracted to communities with lifestyle amenities, such as cultural attractions, access to natural areas for outdoor recreation, pleasant and vibrant communities and educational opportunities. East Haven has many of these factors, with the opportunity to improve them for the overall benefit of its citizens.
5. The market for retail development is limited in East Haven. Dramatic changes are occurring in the retail industry impacting the demand for retail buildings. Internet commerce is the primary cause. In 2007, internet retail commerce was in its infancy and its ultimate impact on brick and mortar retail was uncertain. Ten years later internet retail is growing rapidly. Meanwhile the overall retail growth has slowed considerably from the pre-recession years. Approximately 7,000 retail outlets have been closed in the United States during 2017, and the opportunities for new chain retail development in a traditional sense is limited. Much of the few opportunities for large scale retail within the region will be attracted to the east shoreline communities of Branford, North Branford and Guilford, where there is still property available despite the regulatory obstacle is these communities.

6. The physical requirements for retail use have shifted. Current retail trends have reduced the demand for big boxes. There is renewed interest in the traditional “Main Street” atmosphere. The best opportunities for retail and related service development will be small scale uses that fit into a mixed use or small-scale commercial development, as services to residents.
7. Manufacturing production has been declining in total employment in Connecticut for the past three decades. This decline is largely the result of increased automation and international competition. Much of the manufacturing in the State are in smaller shops, many of which support the remaining manufacturing giants of Sikorsky, Pratt & Whitney and Electric Boat.
8. Another impact of changing manufacturing is that the difference between manufacturing and office operations is diminishing. There are fewer manufacturing environments with large, noisy machinery along a production line. The emerging industries combine manufacturing, research and administrative functions in a more cohesive setting, without the separation of older functions. Manufacturing businesses, which were often confined to industrial parks and similar settings, can now coexist with retail, office and even residential environments.
9. The businesses within the emerging industries are also changing employment environments. The utility of the internet to facilitate the integration of remote workplaces has resulted in the growth of working from home, joint work studios and offices with shared services and multiple business entities under one roof.
10. The greater New Haven area still includes opportunities for small scale industrial uses, warehouse and distribution, research and development, pharmaceutical production, food production, service uses, medical uses, and other technology-oriented uses. East Haven is well positioned for some of these select uses, with a location along the major transportation corridors of the Northeast.
11. The changing employment environment also has impacts upon the residential market. Home office space is a growing requirement for homes of all types. Home based employment is also increasing the desirability for the proximity of business services, such as printing and distribution.
12. Another important trend of housing demand is there are popular alternatives to single-family houses on an individual lot. This trend is fueled by changing demographics and tastes. The ownership of a single-family house was almost obligatory for many young families in the past. Today, more families are unwilling to accept the personal maintenance responsibilities of a single-family house and are choosing alternatives such as detached homes or townhouses within a condominium development. Other demographic groups, such as single parents, empty nesters, young singles or couples and retired people are seeking different forms of housing. The production of housing for these groups is an important component of an economic development strategy.
13. Tweed New Haven airport has the potential to become a greater regional economic asset and a draw for business development at the East Haven Industrial Park.
14. There are new technologies that will change energy production and use, transportation and environmental protection. These technologies are accompanied by changes in the way people will travel, and how they perceive their community. New businesses and products are growing with

these new technologies and societal changes. The successful growth and sustainability of East Haven will depend upon how the Town embraces and utilizes these technologies.

15. Private automotive travel is the primary method of transportation and will likely remain so over the next decade, but new methods will increase transportation and residential options.
16. Renewable energy has been increasing in production and availability and will be a factor in the national economy. East Haven's coastal location offer greater opportunities for wind energy production.
17. People have become more environmentally conscious. People and businesses are increasingly favoring locations in communities which reflect increased environmental protection. An environmentally sustainable community can be attractive to new and existing businesses.
18. All economic development within the Town of East Haven should be complimentary to, and supportive of the overall residential environment, and be in full conformance with all state and federal environmental regulations.
19. Much of the undeveloped land in East Haven contains some environmental constraints to development. Extensive areas of Town are subject to river or coastal flooding, including many developed areas. 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.
20. 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.
21. East Haven does not have a strong single dominant commercial center. Instead, commercial activity is concentrated in several locations within the Town.
22. 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.
23. East Haven has the unique benefit of being a beach town. The town's location on Long Island Sound is a benefit to the residents of the Town and a positive factor for potential residents and businesses.
24. Climate change is raising sea levels along with the increased intensity of storms. As a coastal community, East Haven is subject to these forces. Much of the southern and eastern sections of the Town are within Flood Hazard Areas Climate change will impact the Town's weather, land use and infrastructure.

## 2.3 FINDINGS AND RECOMMENDATIONS

1. All economic development within the Town of East Haven should be complimentary to, and supportive of the overall residential environment, and be in full conformance with all state and federal environmental regulations.
2. 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 more cohesiveness to the Town's commercial districts and make shopping more convenient for residents.
3. Flexible zoning regulations for designated areas within the Development Improvement Areas should be flexible enough for innovative design to accommodate the emerging social and economic trends in a manner which the Commission determines is in the best interest of the community.
4. The Town of East Haven should consider the use of Special Development Districts for the zoning of properties identified in this report as Targeted Development Sites. These sites have been identified as having specific characteristics and value for development, which would not fit into any conventional zoning category. These Special Development Districts could be floating zones which could only be used on the specific categories identified in this Plan, while not rendering existing uses non-conforming. It would also have the benefit of requiring that a conceptual site plan be submitted in conjunction with the application for a zone change to a Special Development District. The conceptual plan would be reviewed by the Planning and Zoning Commission and amended as appropriate. It would serve as the guiding zoning regulations for the parcels.
5. Commercial areas of the Town should enhance their walkability. It is worthwhile to note that many real estate advertisements contain a walkability index. Generally, a high walkability index, which indicates the ability of residents to walk easily and safely.
6. The zoning of the areas addressed in this report should be revised to reflect the findings. This will require the use of more flexible zoning techniques, such a Planned Development and/or overlay districts.
7. Mixed-use development should be permitted within areas designated by this Plan.
8. Transportation access to the commercial areas of the Town should be broadened to accommodate other modes of transportation. One easy, relatively inexpensive method is providing bike racks. Bikeways, Uber/Lyft/Taxi designated pick-up areas, bike paths and safe waiting areas for transit are other potential ways to accommodate and encourage these emerging transportation modes.
9. The zoning regulations should 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.



10. The signage regulations should be revised to include aesthetic considerations, be of a smaller scale to reflect more modern development and ensure consistency with overall design and improvement of the streetscape.
11. Ensure that the zoning regulations do not prohibit property owners for installing reasonable, sustainable, generating facilities, such as solar panels and small wind turbines.
12. Encourage local businesses to install generating on-site facilities. Some business is covering some of their parking lots with canopies with solar panels.
13. Look for opportunities to utilize municipal facilities for energy generation. Communities have taken such measures as installing small solar panels on light poles; solar panels on municipal buildings; leasing of excess property for solar production or windmills and many others which are likely to arise within the next few years.
14. Long Island Sound can also be a source of energy production, for both commercial and household use. Commercial wind turbines would need to be carefully located to minimize aesthetic and environmental impact. The wind turbines should also not interfere with shop and boat traffic. Regulation of homeowner wind turbines should allow small wind turbines for home energy production, in conformance with specific conditions. In addition, there may be other innovative sustainable production technologies arising soon. Another example is the utilization of tidal action for energy production.

All this would have the advantage of branding East Haven as a progressive, forward thinking community which would help attracting emerging businesses and industries.

14. The Town should continue to work with other governmental agencies, such as the South-Central Connecticut Regional Council of Governments, the Greater New Haven Sewer Authority and the Regional Water Authority to upgrade its technology infrastructure to achieve effective utilization of resources.
15. The zoning regulations should be amended so that the Commission may require the applicant to submit an impact analysis for larger or more impactful projects. This analysis should include, but not be limited to:
  - Market analysis to determine the need and potential viability of the project
  - Neighborhood impact.
  - Traffic analysis including truck traffic and pedestrian safety
  - Fiscal Impact upon Town revenue and expenses
  - Additional infrastructure needs
  - Noise
  - Any other potential impact as determined by the Planning and Zoning Commission.

## 2.4 DEVELOPMENT IMPROVEMENT AREAS – THEIR PLACE IN THE TOWN

The six Development Improvement Areas studied within this plan update were designed to provide more definitive measures to strengthen and improve the positive established land use patterns in a way to promote contemporary sustainable growth intended to promote land use patterns that reflect concentrated more intensive development within established community centers and corridors which encourage greater pedestrian activity, sustainable designs, appropriate mixture of uses, and provisions for alternative transportation modes.

The integration of the planning for the Development Improvement Areas and the overall planning of the Town is referenced throughout the chapters addressing each of these six DIA's, as well as the overall recommendations within Section 2.2. The specific relationships between the plans for the DIA's and the overall Town and surrounding areas are described below.

### **1. Foxon Road Corridor**

The Plan calls for measures to strengthen the long-established role of the area along Foxon Road between the New Haven city line and the intersection with Thompson Street – Mill Street as the commercial center of the northern part of the Town. The recommendations include the redevelopment of under-utilized parcels, specifically the use of large, extraneous parking areas. Other recommendations are based upon minimizing impacts with the adjacent residential areas, improvement of the pedestrian facilities within the area, and rationalization of the transportation facilities in the area. The plan for the area east of the Thompson Street – Mill Street and the North Branford Town Line is basically the preservation and strategic improvements of the status quo.

### **2. Main Street West**

The stretch of Main Street from the Central Business District to the New Haven city line is a traditional urban commercial corridor, with a mixture of uses, small lots and older residential buildings converted to non-residential uses. The plan calls for a continuation of sidewalk and streetscape improvement program, selected areas for redevelopment into mixed-use developments, and preservation of the older residential areas within the area, through rezoning.

### **3. Central Business District**

The Central Business District is the traditional commercial and community center of the Town. This status has largely remained through redevelopment activities several decades ago, and the continuation of governmental facilities within the area. However, there are several large parcels which are greatly underutilized and available for redevelopment. The Plan calls for redevelopment where appropriate, and the improvement of the area to increase its attractiveness to pedestrians, business with the creation of more non-vehicular pathways, pocket parks and other design features.

### **4. Hemmingway Avenue Corridor**

The area along Hemmingway Avenue between Edward Street and Proto Drive has served as a transition area extending south of the Central Business District towards the beach area. It includes a neighborhood commercial area and supporting uses around the intersection of Hemmingway Avenue, Coe Avenue and Short Beach Road, as well as strip of mixed residential and small-scale commercial uses. This Development Improvement Area should include a strong

neighborhood center, connected by a corridor with small commercial uses compatible with the adjacent residential areas.

**5. Industrial Area – Tweed Airport**

Tweed – New Haven Airport is an important economic asset to the region. The Industrial Park in East Haven has benefitted by this asset, with future development and redevelopment intended to advance the synergy with the Airport.

**6. Shoreline – Coe Avenue**

This southern part of Town includes very significant environmental resources and the Town Beach. Much of the area is tidal wetlands and which have remained undeveloped. The future of this area would not include any new significant development. The focus would be redevelopment of several parcels and infrastructure improvements to mitigate anticipated rising sea levels and more intensive storms.

### 3. FOXON ROAD CORRIDOR –DEVELOPMENT IMPROVEMENT AREA 1

#### 3.1. LAND USE, ENVIRONMENTAL AND ECONOMIC FACTORS



during the past decade.

1. This area has been a major retail center of the northern section of the Town and surrounding areas, providing large scale commercial services to the north side of Town and adjacent communities. The retail role has declined somewhat, due to major retail development in North Branford along Route 80

2. All the land within this area has been developed at some point in the past, although there are several small vacant parcels. As such, any new economic growth of the area would require reuse and/or redevelopment.
3. This corridor under study extends from the New Haven city line to the North Branford town line. However, for the purposes of planning, there are three distinct areas, each with different land use characteristics:
  - a. The one mile stretches between the New Haven City Line and the Thompson – Mills Street intersection. This area is the principal retail area of the Foxon area of Town.
  - b. The section of Route 80 extending east from the Thompson -Mill Street intersection to the intersection of North High street, (Route 100). This area is a mixture of high density residential, single-family residential, institutional uses and low impact commercial uses.
  - c. The eastern section extends from the intersection of High Street to the North Branford town line. This area is mostly residential, with some small-scale retail uses and a significant medical office building. It is adjacent to the retail corridor within North Branford.
4. The commercial strip along Route 80 in East Haven is linked to the large-scale commercial development within the City of New Haven, extending east from the Interstate 91 interchange.
5. The prominent uses along this corridor consists of retail shopping plaza's, developed several decades ago. Although the larger plazas appear to maintain economic viability at this time, they appear to be underutilized, and could support more intensive development.

6. The roadway itself is not particularly development friendly. It is an example of the development of commercial strips during the mid-twentieth century. It was intended to be automobile oriented but current traffic volumes and access patterns create safety concerns for motorists using this area. For example, exit left out of these plazas is often problematic.
7. There are no vehicular connections between adjacent commercial developments. This detracts from the entire retail environment.
8. The retail anchors of the Foxon Road commercial area are the two major big box stores within New Haven; Walmart and Lowes. These businesses do attract traffic to the area, and undoubtedly have positive spillover impacts on Foxon Road to the east.
9. Foxon Road experiences relatively high volumes of traffic. According to the Department of transportation, Average daily Traffic Volumes are 25,400 on Route 80 east of the New Haven city line.
10. Much of the property within the area consists of small lots, some with residences, and some with small commercial uses. Many of these lots are under one acre in size, which renders significant commercial development difficult without some land assembly, which is very difficult for a private developer.
11. The Foxon Road corridor is surrounded by stable residential neighborhoods. Many residential properties are included which are zoned for commercial uses.
12. The traffic situation also loses efficiency from the high number of curb cuts and the resultant may left turn in and out movements. There are 31 curb cuts and local street intersection on the south side of Foxon Road west of the intersection of Thompson Avenue – Mill Street and 22 on the north side of this street.
13. There has been some redevelopment activity within the corridor, with the construction of the Aldi supermarket just across the city line in New Haven. This would indicate some retail opportunities for development and redevelopment.
14. The overall corridor has several large parcels with an abundance of parking, which may enable redevelopment opportunities.
15. Much of the property east of the intersection of Thompson Avenue – Mill Street is in residential use.
16. The triangular area on the east end of this study area, bordered by Route 80 to the north, High Street to the south, and Hunt Lane to the west is used for public and other non-residential uses.

### 3.2 FINDINGS AND RECOMMENDATIONS

1. The physical characteristics of Route 80, west of the intersection of Thompson Avenue – Mill Street makes contemporary development somewhat difficult. The road right-of-way should be improved with a continuous walkway along both sides of the road, along with appropriate landscaping. The commercial corridor should be transformed into an area which not only is an important economic element, but also accommodates other related uses.



2. There are residential areas north of the commercial properties along Foxon Road between Rose Street and the New Haven City Line which are residential. The current CB-2 zoning could permit isolated small-scale commercial uses which would not significantly improve the economic base of the Town but would adversely impact the residential character of this neighborhood. The zoning should be changed to limit the type of commercial activity permitted in this area, and or multi-family.
3. The triangular area bounded by Route 80, High Street and Hunt Lane should be rezoned to permit offices, small scale commercial uses, and multi-family uses.
4. The area on the south side of Foxon Road, immediately east of the New Haven City line should be targeted for redevelopment. This area, north of Old Foxon Road contains a major commercial use, a restaurant/banquet hall on the west side and a mixture of commercial and residential uses. Redevelopment of this area should be encouraged, through zoning incentives to combine properties. If there are opportunities, the Town should consider abandoning and make available for the road connecting Route 80 and Old Foxon Road; Michael Street, Rose Street, and Foxon Boulevard.
5. As the market for commercial development is not expanding, mixed use development which includes offices and multi-family residential development should be considered a component of this revitalization, particularly with the smaller properties on the north side of Foxon Road, east of the New Haven City line.
6. Redevelopment or re-use of the large shopping plazas which are located on the north side of Foxon Road, west of the Thompson -Mill Street intersection may be an opportunity. Since each of these properties contain large underutilized parking lots which are, in effect, excess land. Additional development on these properties may be appropriate. It would also be advantageous to include residential and/or multi-family residential as a component of this redevelopment.

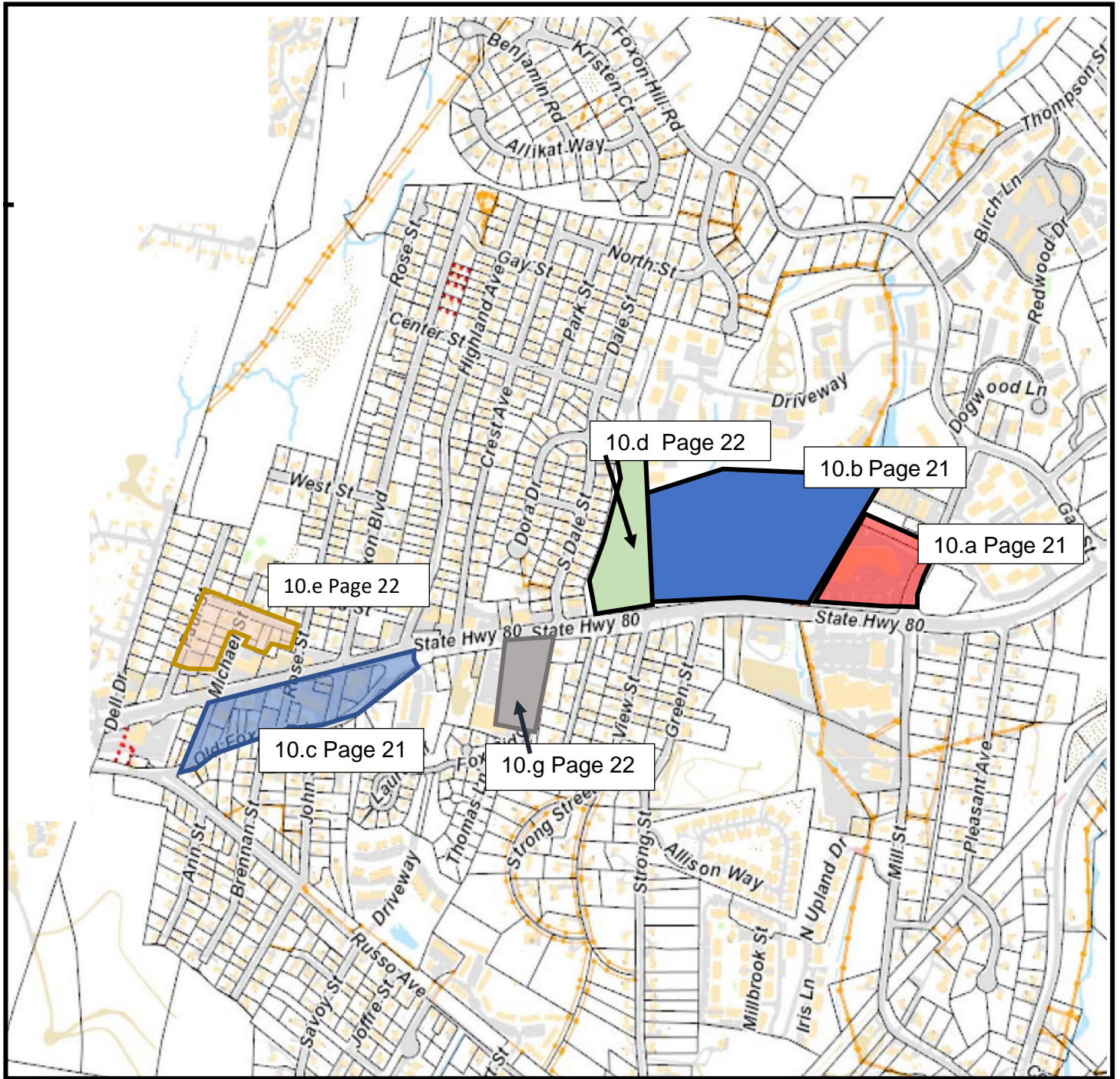
7. The area east of the intersection of High Street is predominately residential, with several non-residential uses, most prominently the office building at the northwest corner of driveway to the Deer Run School. The plan should provide for some additional non-residential development, such as offices, along this corridor, which would be compatible with the overall residential environment. The regulations can be revised to allow offices and similar uses by special permit under specific circumstances; such as restricting conversion of existing structures to designated non-residential uses, or minimum lot size for conversion.
8. Consideration should be given to convert the old Trolley line into a pedestrian - biking trail. This could serve as a beginning of a system along the Foxon Road corridor.
9. Foxon Road is one of the regionally designated bus corridors, which enables the support of more intensive development. New major developments should include facilities for bus stops.
10. The following areas are underutilized in some manner, and should be considered for development or redevelopment:
  - a. Thompson Plaza; northwest corner of Foxon Road and Thompson Street.
    - i. Current use: Retail strip center
    - ii. Size of parcel: 4.8 acres
    - iii. Constraints to development: A strip of floodplain and wetlands along the west side of the property.
    - iv. Current Zoning: CD
    - v. Potential future use: Redevelopment into mixed use residential / commercial or additional development over parking area.
    - vi. Municipal Role: Rezone property
  - b. Foxhaven Plaza; north side of Foxon Road
    - i. Current use: Retail strip center
    - ii. Size of parcel: 15.8 acres
    - iii. Constraints to development: A strip of floodplain and wetlands along the east side of the property.
    - iv. Current Zoning: CD
    - v. Potential future use: Redevelopment into mixed use residential / commercial or additional development over parking area.
    - vi. Municipal Role: Rezone property
  - c. Triangular area east of New Haven city boundary, south side of Foxon Road, north of Old Foxon Road, including Michael Street, Rose Street
    - i. Current use: Small residential uses, small commercial uses and banquet hall.
    - ii. Size of parcels: 7.4 acres
    - iii. Constraints to development: None
    - iv. Zoning: CB2
    - v. Potential future use: Redevelopment of commercial or mixed use residential / commercial.

- vi. Municipal Role: Zoning, potential redevelopment assistance, abandonment of roads.
- d. 767 Foxon Road (north side east of Dale Street)
- i. Current use: Automobile Repair, vacant land
  - ii. Size of parcels: 4.3 acres
  - iii. Constraints to development: None
  - iv. Zoning: CB2 within strip along road, rest of its R-1
  - v. Potential future use: Redevelopment to mixed use with commercial in southern area of the property, along the road, and multi-family in the northern section.
  - vi. Municipal Role: Zoning
- e. Properties not fronting on Foxon Road, north side, east of Dell Drive, south of Lucy Street; consists of 14 parcels.
- i. Current use: Residential
  - ii. Size of parcels: 14 separate parcels totaling approximately 4 acres.
  - iii. Constraints to development: Small lots
  - iv. Zoning: CB-2
  - v. Potential future use: Remain Residential
  - vi. Municipal Role: Zoning
- f. Properties bounded by Foxon Road, Hunt Lane and Route 100
- i. Current use: Residential, office, municipal
  - ii. Size of parcels: Approximately 14 acres on 8 separate parcels
  - iii. Constraints to development: Small lots
  - iv. Zoning: R-3
  - v. Potential future use: Residential and office use.
  - vi. Municipal Role: Zoning, use of municipal property
- g. Planet Fitness Site, south side of Foxon Road, a large site with excess parking
- i. Current use: Health club
  - ii. Size of parcel: 3.0 acres
  - iii. Constraints to development: None
  - iv. Zoning: CA-2
  - v. Potential Future use: Commercial / Residential mixed use. Site has potential for expansion by combination of lots with warehouse and single-family house to the west.
  - vi. Municipal Role: Zoning



- h. Parcel on east side of Green Street south of mini mart, across from the intersection of Strong Street.
  - i. Current use: Two family-residential and vacant
  - ii. Size of parcels: 8.8 acres.
  - iii. Constraints to development: Some wetlands within northeastern section of the property
  - iv. Zoning: Most of site LI-1, western section R-2
  - v. Potential future use: Residential, townhouses or similar density.
  - vi. Municipal Role: Zoning

# FOXON ROAD CORRIDOR WEST PLAN RECOMMENDATIONS



## 4. MAIN STREET WEST—DEVELOPMENT IMPROVEMENT AREA

### 2

#### 4.1 LAND USE, ENVIRONMENTAL AND ECONOMIC FACTORS

1. Main Street is a major artery within the center of the Town.

2. This area includes the properties along Main Street between the New Haven Town Line and the intersection of Forbes Place.



3. The Town has improved the streetscape with installation of sidewalks and other streetscape improvements.

4. The corridor is anchored on the west side by a large mixed-use commercial development consisting of an automobile dealer and various retail uses, located between Main Street and the South Frontage Road. There is some room for expansion of these uses to property on the east, which consists of long thin properties extending to the north from Main Street. Although these areas do contain designated inland wetlands, some productive use of these properties is possible, in conformance with all applicable regulations.

5. The area is anchored on the east by the Central Business District.

6. Most of the properties are small, well under one-acre in size, which make redevelopment into viable commercial or mixed uses more difficult. The larger properties have undergone redevelopment within the past several decades. These properties are being used for residences have been converted into small scale commercial uses.

7. The successful redeveloped properties were constructed on larger parcels; such as the strip center on the south side of Main Street, just east of Pardee Place, and the Rite Aid at the corner of Charter Oak Street.

8. The beginning of Main Street in East Haven, at the New Haven town line is approximately on-half mile from the north and south interchanges of Interstate 95. Main Street is a short distance from South Frontage Road, resulting in good regional highway access.

## 4.2 FINDINGS AND RECOMMENDATIONS



1. The vision for the Main Street West Corridor should be a pedestrian friendly area of vibrant small-scale retail, office uses and mixed use with residential uses, surrounded by stable residential neighborhoods.

2. Future development of this area would benefit

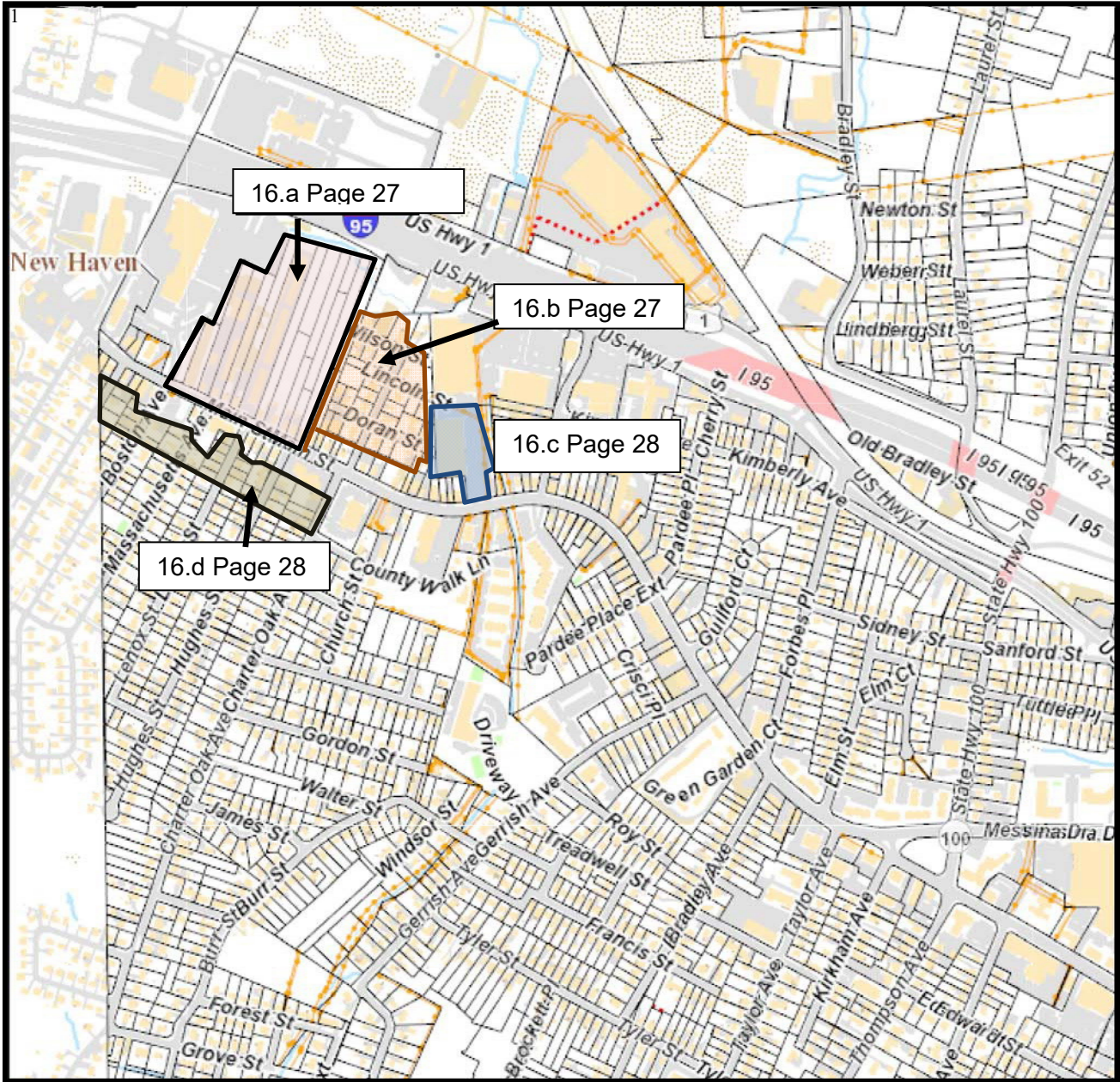
from municipal encouragement of consolidation of some of the properties.

3. Regulations for properties fronting on Main Street should encourage mixed commercial/residential development at a greater intensity than currently exists.
4. The residential area along Columbus Avenue, Doran Street Wilson Street and Lincoln Street is zoned CC. This area is almost exclusively residential, although some homeowners have established small businesses which may detract from residential quality of the area. Continued commercial zoning of this area is likely to lead to the establishments of small commercial uses, to the continued detriment of its residential quality. Unless a commercial developer can purchase all the residential properties in the neighborhood for commercial redevelopment, which is extremely unlikely, the area should be zoned for residential uses.
5. Buildings should be constructed close to the street, with doors open to the sidewalks. The zoning should reflect that with maximum setbacks rather than the wide used minimum setback requirements.
6. Parking in the front of the properties should not be permitted, with parking placed on the side or to the rear of the buildings.
7. Parking requirements should be re-evaluated to assure relevance to the situations of development.
8. The Town's comprehensive streetscape program to create a pedestrian /non-vehicular corridor along this important corridor should continue to be implemented.
9. Zoning regulations should include requirements for features which enhance the street scape, such as not permitting free standing signs, decorative features on the façade, etc.
10. The residential areas adjacent to this corridor should be protected from adverse impacts. This would be including some rezoning of areas near Main Street along interior streets which are predominately residential.

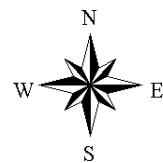
11. Main Street is also a transit corridor. The Town should work with the Transit District to assure that service is adequate to support the land uses along the corridor.
12. Drive – through restaurants should not be permitted in this area as they are not conducive to pedestrian uses, require a relatively large amount of land for a small building, which recues the positive impact upon the tax base. In addition, on a small lot, they can result in traffic and pedestrian safety issues.
13. Many of the properties fronting on Main Street consists of existing residential, retail, and office uses, many of the structures functionally obsolete. The small size of the parcels makes full scale redevelopment difficult. The zoning should continue to incentivize mixed-use redevelopment, but conversion of existing structures into these uses should be permitted under the proper circumstances with strong orientation towards the street.
14. Not all the properties are short term candidates for redevelopment, but the zoning should be changed to accommodate and encourage development of these; including setback and parking requirements.
15. Specific Land Use Recommendations:
  - a. The properties just east of the mixed- use automobile dealer, retail area on the south side of South Frontage Road`
    - i. Current use: Residential, commercial and warehouse on south side along Main Street, vacant on north
    - ii. Size of parcels: 15 acres.
    - iii. Constraints to development: Floodplain and some wetlands, long, thin north-south oriented parcels, some consolidation has occurred.
    - iv. Zoning: Most of site LI-1, southern section CC
    - v. Potential future use: Consolidation of these properties has begun and should be encouraged to continue. Area on the north side should be retail or commercial, oriented toward South Frontage Road. The area of on the south side of the property should be for the small scale commercial and mixed-uses consistent with the other planned uses along Main Street,
    - vi. Municipal Role: Zoning
  - b. The residential area along Columbus Avenue, Doran Street Wilson Street and Lincoln Street is zoned CC.
    - i. Current use: Residential older neighborhood.
    - ii. Size of parcels: 8.8 acres.
    - iii. Constraints to development: Floodplains and small residential lots.
    - iv. Zoning: CC
    - v. Potential future use: Maintain and protect the existing residential uses within the neighborhood,
    - vi. Municipal Role: Zoning

- c. 525 Main Street
  - i. Current use: Bowling Alley
  - ii. Size of parcels: 2.8 acres.
  - iii. Constraints to development: Existing business, floodplains.
  - iv. Zoning: CA-1
  - v. Potential future use: Maintain existing business unless the opportunity for redevelopment occurs, it should be as a mixed-use development, perhaps linking Main Street and South Frontage Road retail uses.
  - vi. Municipal Role: Zoning, site plan review.
  
- d. Residential properties south of Main Street, which do not front on Main Street.
  - i. Current uses: Residential
  - ii. Size of parcels: Most are less than one-quarter acre.
  - iii. Constraints to development: The small size and location of the properties make redevelopment into significant commercial developments.
  - iv. Zoning: CB
  - v. Potential future use: Residential unless redevelopment on a Main Street property acquires some land to the rear. Current zoning would permit isolated small commercial uses to the detriment of the neighborhood.
  - vi. Municipal Role: Zoning

# MAIN STREET WEST – PLAN RECOMMENDATIONS



Approximate Scale: 1 inch = 800 feet



## 5. CENTRAL BUSINESS DISTRICT – DEVELOPMENT IMPROVEMENT AREA 3

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.

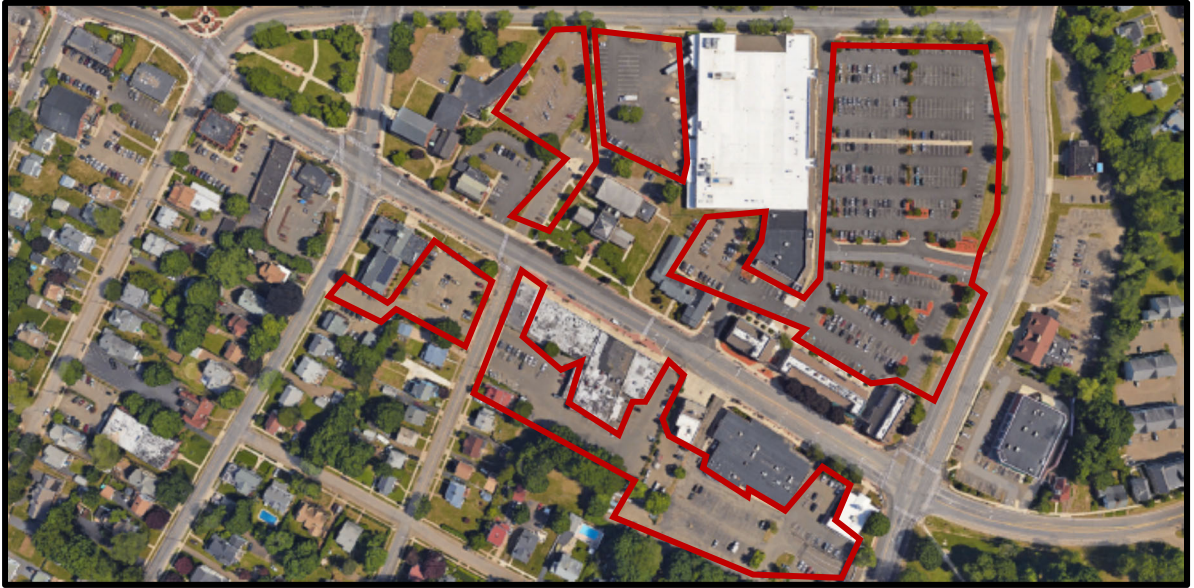
### 5.1 LAND USE, ENVIRONMENTAL AND ECONOMIC FACTORS

1. The CBD has gone through periods of redevelopment over the past half century. These improvements have included road improvements and the development of Trolley Plaza shopping center and the East Farms multi-family complex.



2. The Trolley Square Plaza is the major retail center to serve residents of the southern and central areas of the Town, as well as nearby areas of New Haven and Branford.
3. Trolley Square consists almost entirely of retail uses, along with some office space. It is anchored by a major supermarket, configured as a community retail strip, like numerous other suburban retail centers developed within the twentieth century. The retail uses are oriented towards the large parking lot.
4. There is an abundance of surface parking within the CBD, most of it on-site and privately owned. The largest concentrations of parking are in the Stop & Shop plaza and behind the commercial properties on the south side of Main Street between Hemmingway Ave. and Chidsely Avenue.
5. The south side of the block of Main Street between Hemmingway Avenue and Chidsely Avenue consists of single-floor small retail establishments facing on the sidewalk, akin to many traditional retail downtown blocks. Most of the uses are locally oriented.
6. Like many New England Communities, East Haven has a well-defined, landscaped Green, consisting of 4.8 acres. However, unlike many other neighboring communities, the East Haven Green is at the edge of the CBD.
7. The CBD includes many multi-family dwelling units. Most are located within two developments; East Farm Village and Parkwood Apartments.





*Parking Areas in the Central Business District*

8. Most of the principal municipal buildings and facilities are within the CBD Senior Center the Town Hall, Fire Station 1, Haganan Memorial Library and old East Haven High School.
9. The CBD includes the major access point between the northern and southern sections of the Town, crossing the railroad tracks and Connecticut Turnpike. The leaves the CBD with good vehicular access to the various sections of Town, but also results in traffic congestion along High Street.
10. The Fire Station is an architecturally significant historic building. At some point, it may no longer be adequate to accommodate modern fire-fighting equipment, and the town may decide to relocate the operations. If so, the redevelopment of the old firehouse into offices or a mixture of uses could be the anchor for the redevelopment of that entire block.
11. There are wetlands and floodplains at the west side of the Central Business District along the Farm River.

## 5.2 FINDINGS AND RECOMMENDATIONS

1. The zoning regulations should be amended to include architectural design standards. The character of the CBD should reflect some of the historical features. Although there is a place for some well-designed contemporary buildings, the components of the Central Business District should conform with each other in terms of scale, bulk, materials and orientation.

Many municipalities include architectural review within their zoning regulations. Section 8-2j of the Connecticut General Statutes authorized the creation of Village District regulations. The regulations are within Appendix A. Basically, Village District Zoning authorizes the municipal planning and zoning commission to regulate building design, and certain site features.

The standards could address such features as:

- a. Improvement of the adjacent areas within the public right-of-way<sup>[BM1]</sup>.
- b. 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.
- c. Orientation - The facade improvements should include the reorientation of the buildings, so that they contribute and become part of the pedestrian circulations system.
- d. Plantings, Street Furniture, Lighting and Sidewalks – These are important to the livability of the downtown streets and should be incorporate with any public improvements.



2. A comprehensive pedestrian circulation system would benefit the functionality of the area. It should not only include the existing sidewalks along the street, but can also be within a block, and connect the CBD with surrounding areas such as:

- a. Improvements of the pedestrian linkages between parking areas and storefronts, through better paving materials, signage and lighting.
  - b. 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 a continuous sidewalk along River Street.
  - c. The installation of new walkways, sidewalks and bicycle paths should be part of a “way-making” system, in which signage graphics and other design features can be used to guide visitors and enhance the sense of space, which is so important to a community center. For example, the sidewalks can be used as a designated foot path between the Trolley Museum and the core of the Central Business District, guided by a series of signs and markings along the path.
  - d. 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 area. The would consist primarily of flowers and small bushes along the sidewalks.
3. Bicycle facilities will increase the accessibility of downtown. Public improvements should be installed throughout the area, including bike racks, bike lanes.

4. The installation of a bikeway should be considered, either on or off the street along High Street between Messina Drive, across the railroad tracks and past the Turnpike Interchange to Henry Street. This would connect the CBD with the Middle School, recreation areas and the Farm River natural areas.
5. Additional development of drive-through facilities should be prohibited within the Central Business District as they can detract from the streetscape and create safety hazards for pedestrians.
6. Landscaping should be installed within the median strips of Hemmingway Avenue between Main Street and Saltonstall Parkway. The strips at the side of the street should have the landscaping improved, in conjunction with the installation of sidewalks.
7. 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.
8. The following areas are underutilized in some manner, and should be considered for development or redevelopment:

- a. **South Side of Main Street between Hemmingway Ave. and Chidsely Avenue.** This group of properties include small, single family commercial buildings along the south side of Main Street, the firehouse and extensive parking areas in the south part of the properties. It consists of three properties, one of which is owned by the Town of East Haven, with a total area of approximately 3.8 acres.

The large area of parking is both underutilized and inefficient. The uses in the area need only a small fraction of the supply. The functional consolidation of the parking on these three lots would allow an increased number of parking spaces.

The existing commercial buildings on the site are old, and unable to support contemporary businesses as well as other contemporary uses appropriate to a central Business district. stories, over ground level parking. The firehouse can be preserved and redeveloped as an office or a unique residential environment. Design and layout would be of primary importance, to be an important component of the Central Business District. As the Town owns a key parcel within this area, it may be able to take the lead in the area's redevelopment.

- b. **Trolley Plaza** is another important potential site for redevelopment. This was the centerpiece of a redevelopment effort during the middle of the twentieth century. The site is 9.34 acres. The site is improved by 4 buildings, including a large one housing a stop n Shop supermarket, and three smaller ones. The total floor space of all four buildings is 110,714 square feet. This results in a Floor Area Ratio (FAR) of 0.27 which is average for a suburban community retail center.

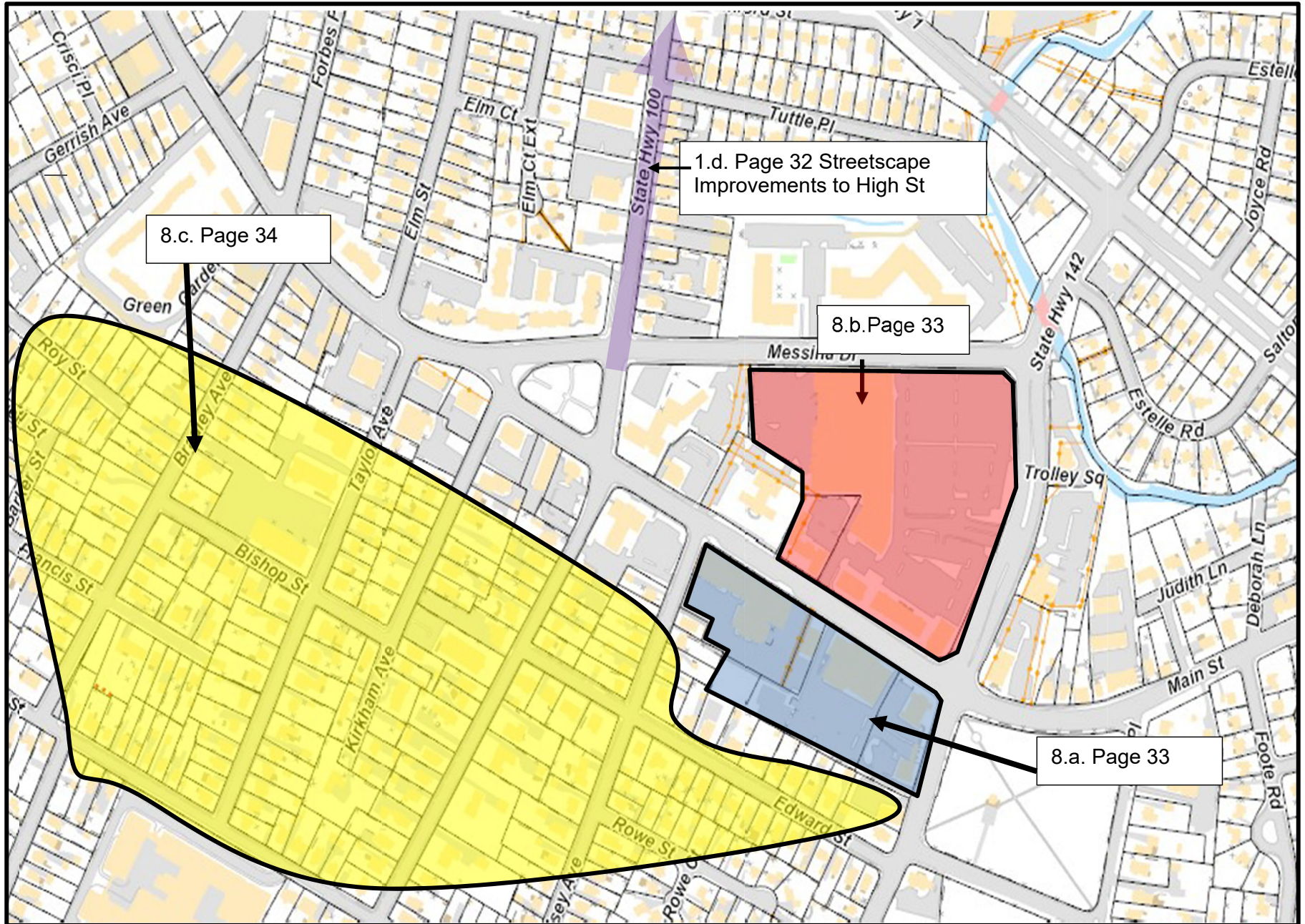
There are approximately 540 parking surface parking spaces on the site, a ratio of 1 parking space for each 205 square feet. This is a large amount of parking for a suburban style retail plaza but was the norm when it was developed. Although a specific parking utilization analysis has not been done, several Saturday morning inspections indicate that there are many unused spaces.

Therefore, additional development on this site is very doable, without causing parking problems, or increasing impervious surface coverage. New buildings should be placed close to Route 142. Attractively designed buildings would enhance the street scape and help fill in the Central Business district. Office buildings would also be appropriate in this area of the site. Depending upon the specifics, it may be possible to construct a two to four story office building on this site. Although the current market for office uses in the region is weak, an office building would be compatible with the retail uses, as an additional source of foot traffic, and different peak parking times of demand.

**c. Surrounding Residential Neighborhoods**

- i. The East Haven Central Business District is surrounded by stable residential neighborhoods. These neighborhoods consist primarily of single-family homes, most over 60 years old. The continued strength of these neighborhoods is important to the success of CBD growth.
- ii. There may be circumstances in which residential properties on or near the zoning boundary may be required as part of a CBD development. In such cases, the design, buffering and projected traffic flows should retain compatibility. There are different considerations for the residential areas along Hemmingway Avenue and Main Street to the west, which are discussed within other sections of this report.

# CENTRAL BUSINESS DISTRICT PLAN RECOMMENDATIONS



## 6. HEMMINGWAY AVENUE CORRIDOR – DEVELOPMENT IMPROVEMENT AREA 4

Hemmingway Avenue is the major north-south road in the southern section of East Haven, along with its continuation as Coe Avenue. This area was not specifically addressed in the 2007 update, as there seemed to be higher priorities at that time. It currently serves as a short link between the CBD and the commercial areas,

### 6.1 LAND USE, ENVIRONMENTAL AND ECONOMIC FACTORS

1. Much of the area on the east side of this area is wetlands along the Farm River. Several parcels here are owned by the Town and the East Haven Land Trust.
2. Large sections of this area are within the floodplain of the farmland.
3. Hemmingway Avenue is a state highway and the major north-south route within the southern sector of East Haven. Hemmingway Avenue has been widened and improved over the years and there is no more room for any more expansion without demolition of structures.
4. Hemmingway Avenue between Main Street and Short Beach Road is lined mostly with older residential structures. Most are still residentially used, many as two or three family buildings. Others have been converted into office uses. These buildings are constructed on lots as narrow as 50'. Many of the lots on the east side of the road are rather deep, extending several hundred feet into the wetlands areas.
5. Redevelopment is difficult on the narrow lots fronting on Hemmingway Avenue. However, changes in the use of the existing buildings have occurred and can feasibility continue.
6. There are several larger lots along this stretch of road. One has been developed into a multi-family residential complex. Others are used for small industrial and other non-residential uses.
7. The area to the west of Hemmingway Avenue is a stable, older residential neighborhood.
8. There is a cluster of commercial uses around the intersection of Hemmingway Avenue, Short beach Road and Coe Avenue.



## 6.2 FINDINGS AND RECOMMENDATIONS



1. The conversion of residential buildings fronting on Hemmingway Avenue to multi-family and select non-residential uses should be allowed by special permit. For those properties on the west side of the street, the conversion should be regulated to have no adverse impacts on the residential properties to the west.

2. In some situations, it may be appropriate to adjust the side yard requirements to enable the re-use or redevelopment of these properties. This may be appropriate when a single driveway serves

two or more properties, eliminated driveway cuts on the street.

3. Many of the properties on the east side of Hemmingway are narrow, but several hundred feet deep. Redevelopment of these properties should be by special permit and require the installation of an easement across the rear of the properties, with the goal of establishing a coordinated rear driveway parallel to Hemmingway Ave. to provide efficient access to the rear of these lots. It would be best if redevelopment could be coordinated between adjacent lots to achieve more efficient parking and access.
4. The specific wetland boundary should be determined for the properties east of Hemmingway Avenue, to more accurately assess the development possibilities of the lots fronting on Hemmingway Avenue.
5. The LI-3 zoning of the wetlands along the Farm River south of Tyler Street Extension and north of Short Beach Road and Vista Drive should be changed to a residential or open space category.
6. Many of the residential buildings could support an office and apartment, which may be appropriate under certain circumstances. This may be appropriate for the use of many of the building
7. All redevelopment should be designed to maintain the residential character of Hemmingway Avenue north of Short Beach Road. This would include no parking in the front of the property, buildings close to the street and appropriate architecture.
8. The area around the intersection of Coe Avenue, Short Beach Road, and Hemmingway Avenue should be strengthened. This area contains a broad range of properties, some well utilized with others with potential opportunities for redevelopment. New development should include additional retail, office and some supportive multi-family residential uses. Mixed use developments would be appropriate on many of these parcels.

9. The following areas are underutilized in some manner, and should be considered for development or redevelopment:

a. Vacant parcel at end of Tyler Street Ext.

- Current use: Vacant
- Size of Parcel: 13.43 acres
- Constraints to development: Approximately 9 acres of the site are wetlands, with the northern 4 acres upland area. The entire site is within the floodplain.
- Current Zoning: LI-3C
- Potential future use: Open space would be a desirable use as the site offers direct, upland access to the Farm River. A clustered residential development may be appropriate, with access off the end of Tyler Street Extension or River Street through other property in common ownership. The
- Municipal Role: Open space would require acquisition by the Town. Residential development would require zoning control. Zoning change is needed, should include controls could require a plan which would result in public access to the Farm River.

b. Town-owned property on west side of Coe Avenue, just north of the intersection of Proto Drive.

- Current use: Vacant 3360 sq. ft. commercial building
- Size of parcel: 0.7 acres
- Constraints to development: Floodplain
- Current Zoning: LI-3
- Potential future use: Commercial
- Municipal Role: Zoning change; Disposition by Town could include propose use and design as a factor.

c. Town-owned property on east side of Coe Avenue, opposite the intersection of Proto Drive.

- Current use: Vacant
- Size of parcel: 2.9 acres
- Constraints to development: Floodplain and wetlands in southeast part of property.
- Current Zoning: LI-2
- Potential future use: Development can occur on the north end of the property, and within the west side adjacent to Coe Avenue. A mixture of uses may work well, with commercial on the north side of the property and multi-family over the southern section. However, total use for multi-family would work as well.
- Municipal Role: Zoning change; Disposition by Town could include propose use and design as a factor.



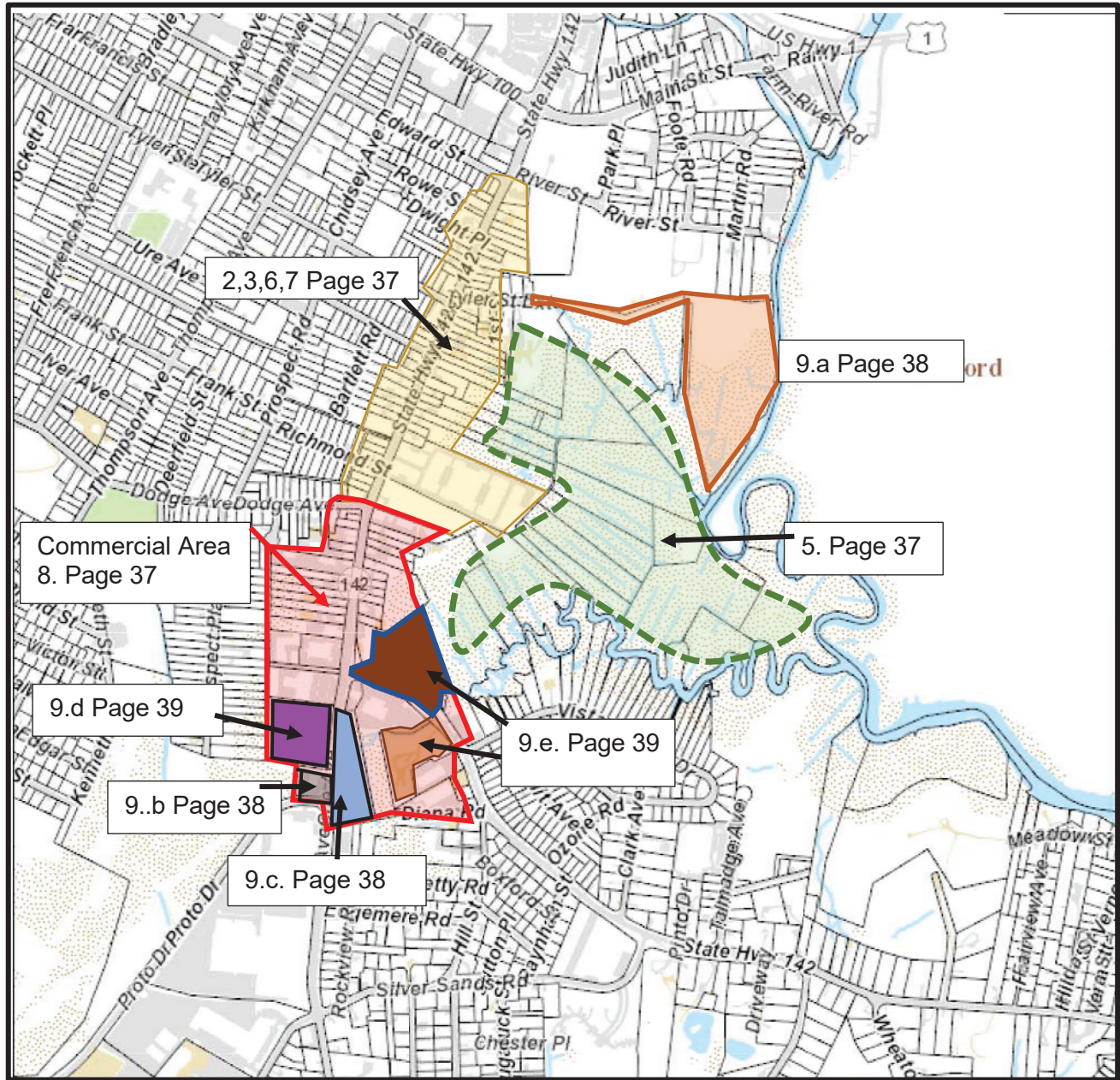
d. Diamond Marine – Dollar Store Retail Plaza

- Current Use: Retail Plaza
- Size of Parcel: 3.8 acres
- Constraints to property: None
- Current Zoning: LI-1
- Potential future use: There is a vacant pad int the front area of the property, potentially suitable for a range of commercial uses. Development of this pad would be very visible, so design is important. Ideally it should be close to the street, with additional parking on the north side of the pad if needed.
- Municipal Role: Zoning

e. Coe Ave.-Hemmingway Ave.-Short Beach Road Commercial Area

- There are other developable properties within this area, but most are small. Two properties are indicated on the map. Both properties contain structures but are underutilized. Each could accommodate a small commercial or multi-family development.

# HEMMINGTON AVENUE CORRIDOR – PLAN ILLUSTRATION



## 7. INDUSTRIAL AREA – TWEED AIRPORT – DEVELOPMENT IMPROVEMENT AREA 5

A large area within the southwestern part of the Town has been zone Light Industrial 2 and Light Industrial 3, including approximately 53 acres. This area includes parts of the Tweed-New Haven Airport, as well as the properties along Proto Drive and Commercial Street, the East Haven Industrial Park.

### 7.1 LAND USE, ENVIRONMENTAL AND ECONOMIC FACTORS

1. The expansion of the airport has been controversial in East Haven, because the town would receive the bulk of the negative impacts, concern about noise and safety. It seems that the controversy has waned over the past several years, as the runway extension has occurred.
2. Although it has been underutilized to date, the airport is an economic asset to the community, which may result in beneficial opportunities.
3. The development of this area for revenue and employment generating businesses has proven successful over the past several years. However, new development opportunities continue to exist.
4. As we have tried to emphasize during this planning exercise, there are no green-fields left in East haven for economic growth. Therefore, any new economic development must be re-use, redevelopment or the most efficient use of the vacant land parcels.
5. This area includes significant areas of both inland and tidal wetlands.
6. Tweed New Haven Airport has recently added scheduled flights. The more efficient use of the airport can provide economic benefits to the Town, in a factor to attract new industries.
7. The Town owns large amounts of land between the airport and the developed area of the East Haven Industrial Park.
8. The East Haven Industrial Park contains several vacant buildings, available for a new user.
9. There are several sites which are underutilized or otherwise available for redevelopment.



10. A planning study was conducted of the Hemmingway Avenue – Coe Avenue corridor, which identified realignment alternatives for improvements to Proto Road. The preferred alternative would shift the road to the west and open additional land for development.

## 7.2. FINDINGS AND RECOMMENDATIONS

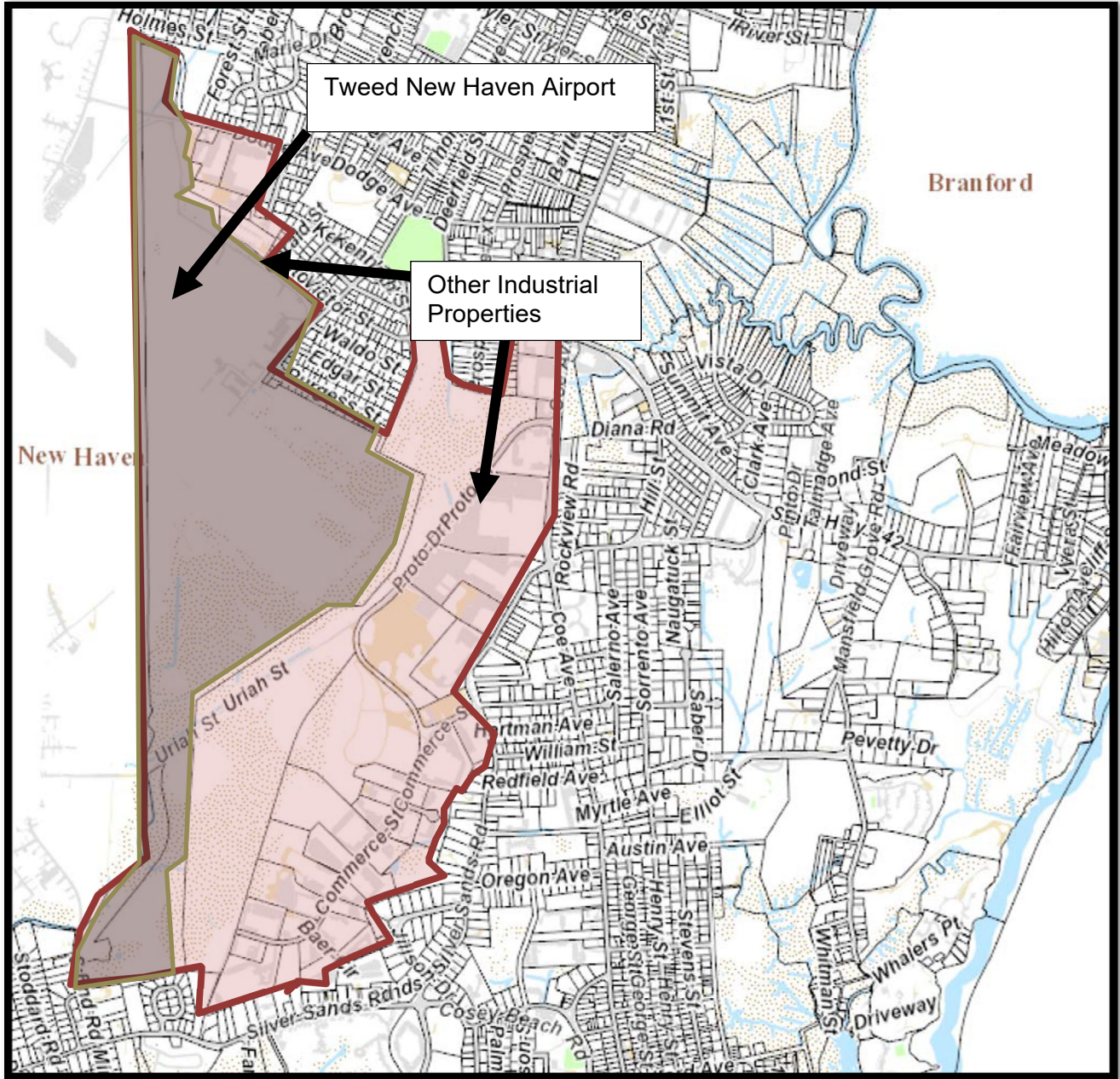


1. The previous plan limited its land use designations to areas already under development. Since then, the regulation of areas containing inland and tidal wetlands has become more sophisticated. Any expansion of the East Haven Industrial Park would require the more rigorous environmental impact analysis and design, which would be reviewed and evaluated by the Connecticut Department of Energy and Environmental Protection, as well as the United

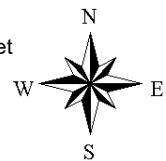
States Corp of Army Engineers. This process would ensure the protection of environmentally sensitive wetland areas, allow opportunities for public input and result in a beneficial area of some additional lands in an environmentally sensitive capacity.

2. All areas currently zoned LI-2 and LI-3, including the entire airport should be considered for industrial development providing that any development should adhere to contemporary environmental standards to protect the sustainability of the wetlands.
3. The zoning regulations should be reviewed to permit uses which accommodates the range of emerging industries and those businesses growing in southern Connecticut. The review should include the ability of existing buildings to expand.
4. A special emphasis should be placed on the accommodation and encouragement of the growth of locally based businesses.
5. A key component to successful economic development at any given location is easy access to a labor force. The Town should continue to work with the employers and mass transit providers to ensure access to these industrial areas from neighborhoods which can contribute to the labor force.
6. The site of the landfill may have some opportunities for industrial development. However, extensive environmental testing and remediation is needed before any development can proceed.

# INDUSTRIAL – TWEED NEW HAVEN AIRPORT PLAN RECOMENDATIONS



Approximate Scale: 1 inch = 1500 feet



## 8. SHORELINE / COE AVENUE – DEVELOPMENT IMPROVEMENT AREA 6

Most of the southern areas of East Haven have been developed, even though large areas are within wetland or flood hazard areas. The shore of East Haven has experienced several punishing storms over the past several years, especially Hurricane Sandy in 2012. These storms did extensive damage on the shoreline areas. Many properties have been rebuilt at the significantly higher contemporary flood hazard area FEMA regulations. Many of the house are on piers or raised foundations so that the floodwaters will not flood the habitable area of the house.



Therefore, the emphasis on planning for this area is environmental protection, public safety, maintain the character of the residential neighborhoods, enable community enjoyment of the beach.

### 8.1 LAND USE, ENVIRONMENTAL AND ECONOMIC FACTORS

1. Much of this area is impacted by inland and tidal wetlands, as well as Flood Hazard Area.
2. Residential uses dominate the area. The housing stock in this neighborhood consists of single-family houses and condominiums. Many of the single-family houses have been upgraded in recent years.
3. The Town Beach is an important recreational facility in the Town, along with Cosey Beach Park across the road.
4. Coe Avenue is the main road connecting the beach area with the center of the Town.
5. The area has received significant investments over the past several years. There was significant damage to homes near the shoreline of Long Island Sound during the series of storms which have occurred over the past several years. Many homes were damaged. Those which were severely damaged could only be repaired or replaced by adherence to current FEMA regulations, which required elevating the houses to above the eight to twelve feet to be above the flood levels.
6. The former motel located between Cosey Beach Avenue and Bradford Avenue is being redeveloped into an apartment rental community, Trolley Park South, removing a blighting influence from the area.

7. Redevelopment of properties within the coastal flood zone would require conformance with contemporary flood hazard standards, which requires raising of the lowest habitable floor, and provisions to allow the passage of floodwaters.
8. The Town beach extends along a small strip to the east along the sound shoreline, in front of the Victoria Beach Condominiums.
9. The beaches within the Four Beaches Condominium development are publicly owned and theoretically available to East Haven residents. However, the design of the development and the presence of a guard on-duty at the entrance is extremely intimidating to those residents who wish to use the beaches at the site. Therefore, these small beaches are not available to town residents as per the current situation.

## 8.2 FINDINGS AND RECOMMENDATIONS

1. The effective part of the Town Beach should be extended to the east, across the jetty to include the strip of sand in front of Victoria Beach Condominiums.

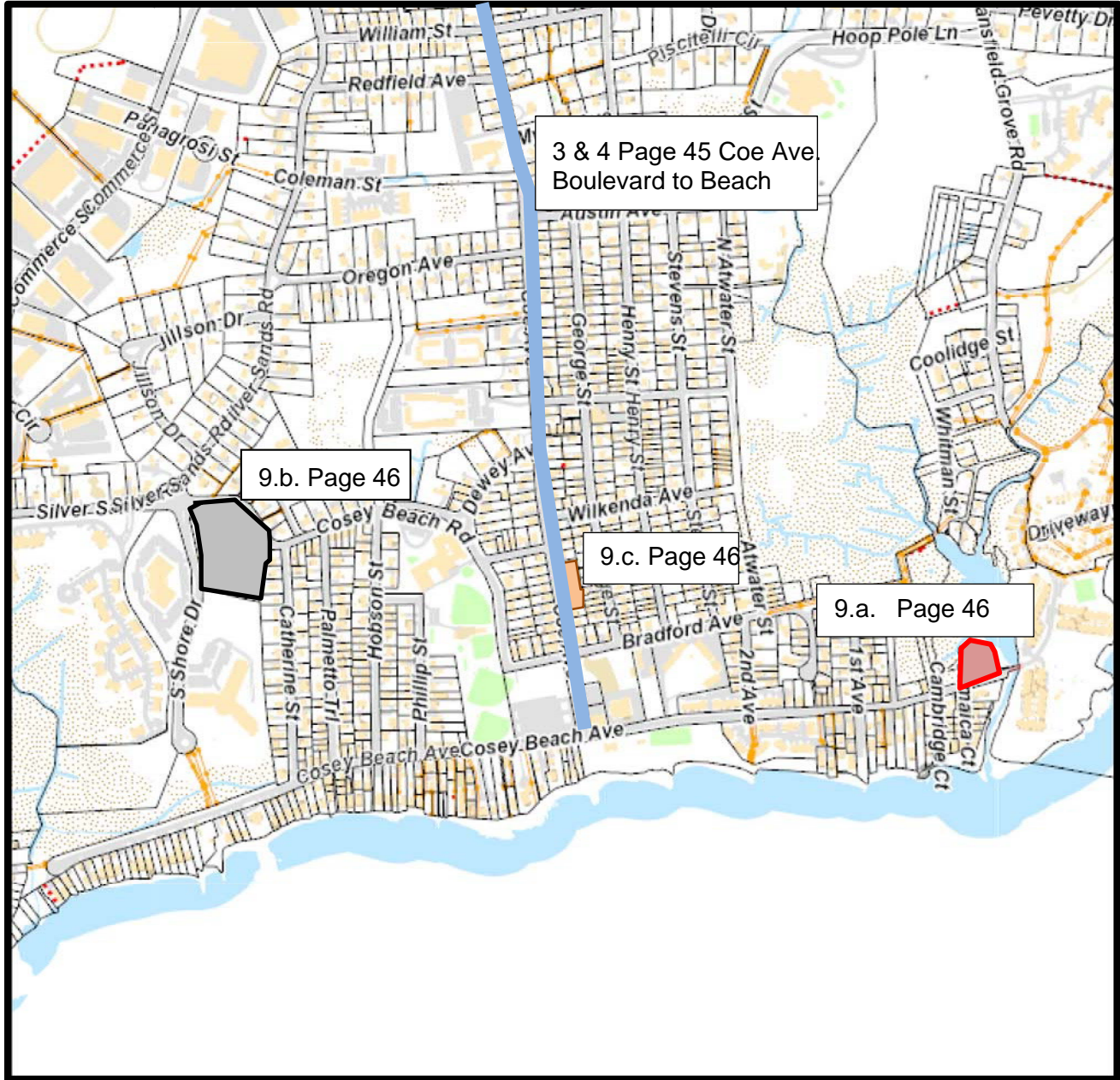


2. It should be publicized that the beaches at Four Beaches are open to residents of the Town. This can be accomplished by working with the Four Beaches Condominium Association to establish defined walkways or placing a sign outside of the guardhouse of Four Beach informing Town residents which areas they have rights to visit.
3. Coe Avenue should be positioned as the road to the beach. It could include special signing, plantings or sidewalk treatment.
4. A bicycle path should be installed to connect the beach with the center of Town. The bike route can be designated on one of the streets which are parallel to Coe Avenue, such as Henry Street, to avoid the higher traffic volumes on Coe Avenue. It should be coordinated with the Shoreline Greenway.
5. East Haven should work with other shoreline communities to complete the Shoreline Greenway Trail, to provide beach to beach access between the shoreline communities.
6. Much of the area is within wetlands or coastal hazard zones. Intensive development within the coastal hazard zones should be limited, uses sparingly for redevelopment of obsolete or damaged properties. New storms may result in the damage to low-lying neighborhoods which contain small residential buildings which were built long before the establishment of coastal hazard building standards. Where new development is determined to be appropriate, it should be scaled and designed to be consistent with the overall low slung, medium density character of the neighborhood.

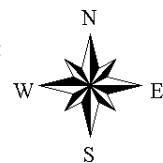
7. The Town should seek to acquire waterfront land, or land with beach access when it is available, for public use.
8. The Town should work with the State to implement necessary improvements to prevent or limit additional flooding or storm damage.
9. Potential development sites include:
  - a. Vacant restaurant at 3 Cosey Beach Avenue, with a large parking lot.
    - Current use: Vacant restaurant building
    - Size of parcel: 0.4 acres
    - Constraints to development: Floodplain and adjacent to wetlands.
    - Current Zoning: R-1
    - Potential future use: The property is likely to continue to be used as a restaurant. Construction of a new building would require conformance with flood regulations. If new construction occurs, it should be a low impact commercial use which benefits from beach proximity.
    - Municipal Role: Zoning
  - b. Southeast corner of Silver Sands Road and Shore Drive
    - Current use: Vacant
    - Size of Parcel 3.4 acres
    - Constraints to development: None
    - Current Zoning: PDD
    - Potential future use: Townhouse / multi-family residential
    - Municipal Role: Zoning
  - c. 57 Coe Road – three lots across
    - Current use: 2 bay commercial garage, bordered on both sides by vacant lots
    - Size of Parcel 0.6 acres
    - Constraints to development: None
    - Current Zoning: R-1 (Nonconforming)
    - Potential future use: Townhouse / multi-family residential
    - Municipal Role: Zoning



# SHORELINE – PLAN RECOMMENDATIONS



Approximate Scale: 1 inch = 800 feet



## 8.3 COASTAL ENVIRONMENTAL RESOURCES

The southern part of East Haven is a coastal environment, with several miles of Long Island Sound shoreline and large areas of tidal wetlands. Much of the area is within a flood zone. The 2007 Plan included recommendations, most of which are still valid. However, more specific actions are needed, and the additional information we have on climate change needed to be addressed.

Residential development occurred during periods of the 20<sup>th</sup> century, including single-family residential and seasonal cottages which have been converted to permanent homes. In addition, there are many houses which have been rebuilt because of the damage of Hurricane Sandy and previous storms, which meet the current regulations in that they are on piers.



### 8.3.1 FINDINGS AND RECOMMENDATIONS

1. The 2007 Plan included several strategies for the coastal areas in accordance with Coastal Management Plan. One of the strategies was to request FEMA to purchase the damaged homes, instead of providing funds to rebuild them. This was not implemented. However, this remains a valid national strategy which should be pursued.
2. The implementation of that strategy was beyond the power of the Town, as it was dependent upon a change in Federal policy which would be relevant to all the coastal areas within the United States. Since the problem of rising sea levels and more frequent damaging storms is a national or international problem, the most effective measures should be implemented on a national level. The State of Connecticut has a long coastline, with a large segment of the State's population and economic activity conducted near the shoreline. The state could implement many of these measures for mitigation more effectively than each of the 24 shoreline communities.
3. The land use plan for the Shoreline – Coe Avenue Development Improvement District does not call for any additional development, except redevelopment of existing development sites, or infill development of sites with no environmental constraints.
4. The Town should continue to effectively implement the Coastal Management Program.
5. The zoning regulations within areas which impact the coastal resources should include measures which limit the stormwater drainage into these resources. This should include the range of Low Impact Development standards such as the use of rain gardens and other on-site detention features; limitation of impervious surface coverage; the use of landscaped swales; and requiring that certain parking areas be constructed of pervious materials.

6. Employ siting alternatives which will avoid or substantially limit negative impacts, such as the following: 1) siting inconsistent uses out of tidal wetlands on adjacent upland areas, or 2) siting consistent uses in such a manner as to avoid or minimize the tidal wetland area affected. When siting consistent uses, consider requiring construction techniques which will avoid or substantially limit impacts such as: 1) elevation of consistent uses on low impact pile foundations at a height sufficient to prevent or minimize the effects of shading on the wetland vegetation; 2) storage of construction materials and equipment in non-wetland areas; 3) schedule construction activities during late fall, winter or early spring months when impacts to wetland systems are generally the least harmful; 4) schedule construction activities so as to avoid shorebird, shellfish and finfish breeding seasons; and 5) restore all disturbed marsh surfaces as nearly as possible to their natural topographic condition following construction activities and re-establishing a natural vegetation cover.

7. The effective part of the Town Beach should be extended to the east, across the jetty to include the strip of sand in front of Victoria Beach Condominiums.

8. Obtain state or federal funding to conduct a SLAMM (Sea Level Affected Marshes Model) analysis to assist in the planning for sea level mitigation.

9. The restoration of the wetlands and the improvement of infrastructure are interrelated. For example, the tidal wetlands are crossed by several small, low traffic roads. It is likely that one of these roads can be eliminated, increasing the water flow between artificially segmented areas of the wetlands. The elevation of the roads to avoid flooding can also benefit the restoration of the wetlands by replacing undersized culverts with structures which could increase flows. Therefore, a comprehensive plan for infrastructure improvement and tidal wetland restoration should be done to encompass the entire area of the Town subject to flooding and contains tidal wetlands.

## 9. DEMOGRAPHIC AND HOUSING CHARACTERISTICS

### 9.1 POPULATION DATA

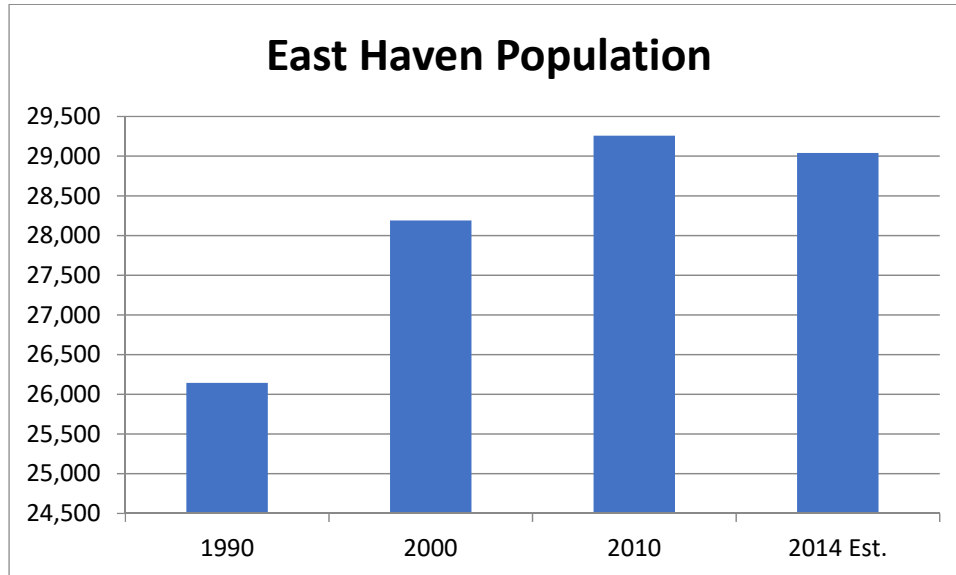
In formulating the plan to meet the needs of the residents of East Haven, it was important to understand the characteristics of those residents. The demographic characteristics of the community describe some of those characteristics.

**TABLE 1**  
**POPULATION**

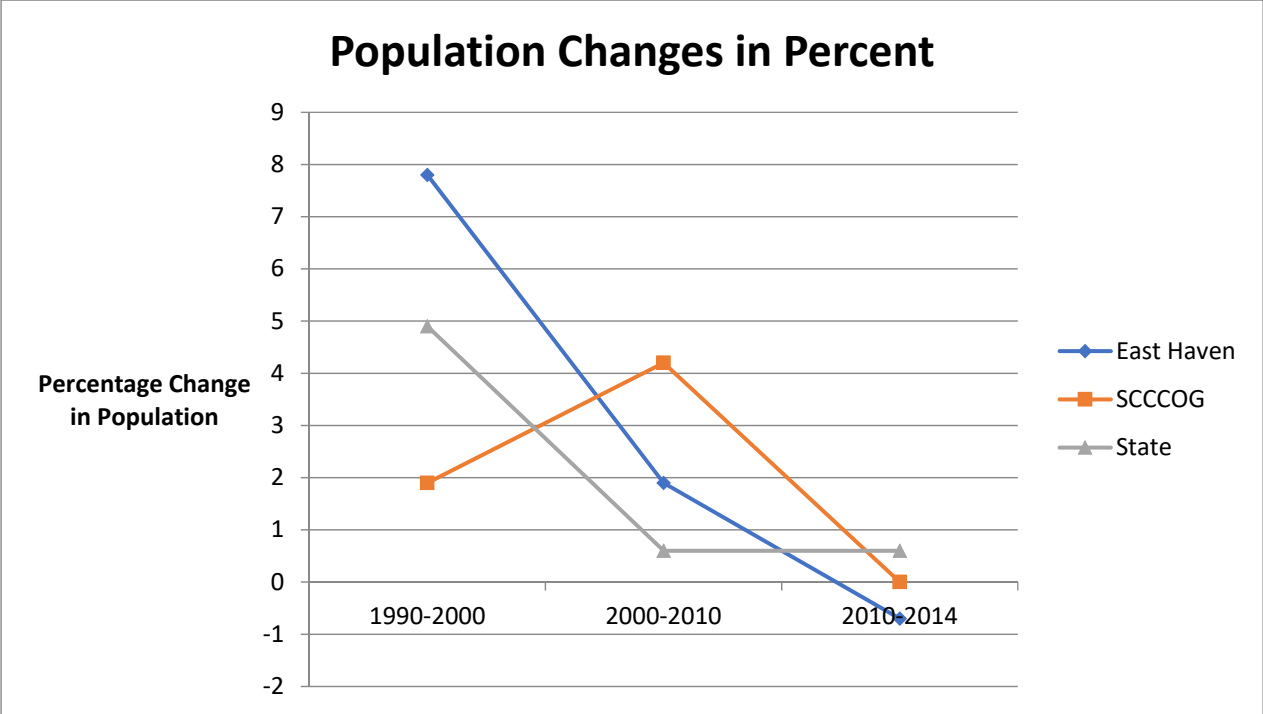
<b>Year</b>	<b>East Haven</b>	<b>% Change</b>	<b>South Central Region</b>	<b>% Change</b>	<b>State</b>	<b>% Change</b>
1990	26,144		536,853		3,287,116	
2000	28,189	7.8	546,799	1.9	3,405,565	4.9
2010	29,257	3.8	570,001	4.2	3574097	0.6
2014 Est.	29,040	-0.7	569,917	0.0	3596080	0.6

Source: South Central Connecticut Council of Governments.

This data compares the growth in population of East Haven from that of the South-Central Region and State.



This chart illustrates the significant growth in population of the Town between 1990 and 2000, with slower growth until 2010. The population has declined slightly since 2010.

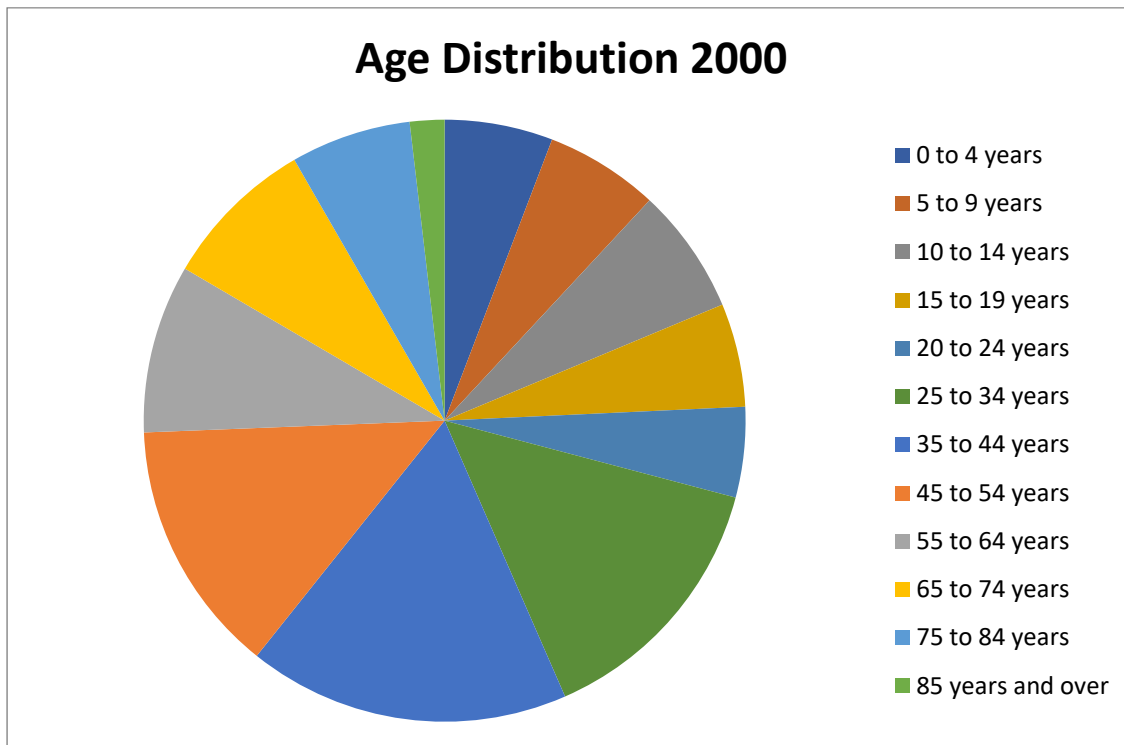


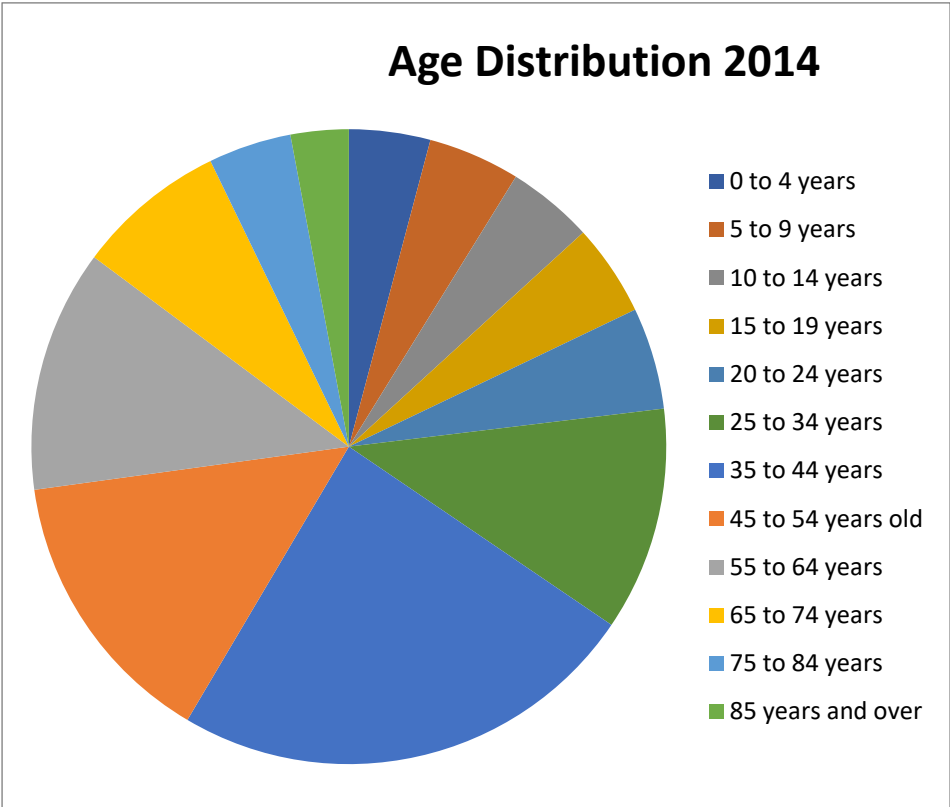
This chart compares the population growth in East Haven with that of the Region and the State. It is important to note that the population growth in the Region, State and Town has been slow within the past several decades. The population of East Haven grew faster than that of the Region and State during the last decade of the twentieth century, but since then has lagged State and Regional growth.

**TABLE 2**  
**AGE DISTRIBUTION**

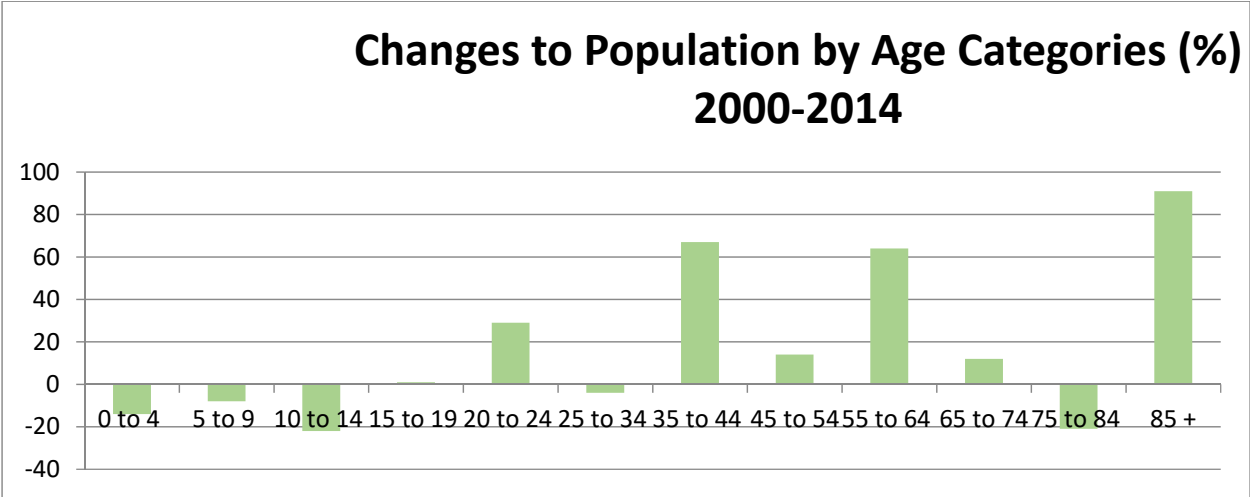
	2000		2014 (estimate)		% change 2000-2014
	Number	Percent	Number	Percent	
0 to 4 years	1,639	5.8	1,407	4.8	-0.14
5 to 9 years	1,722	6.1	1,591	5.5	-0.08
10 to 14 years	1,910	6.8	1,492	5.1	-0.22
15 to 19 years	1,568	5.9	1,590	5.5	0.01
20 to 24 years	1,367	4.8	1,764	6	0.29
25 to 34 years	4,041	14.3	3,873	13.3	-0.04
35 to 44 years	4,871	17.3	3,759	28	0.67
45 to 54 years	3,849	13.7	4,397	15.1	0.14
55 to 64 years	2,550	9	4,194	14.4	0.64
65 to 74 years	2,327	8.3	2,597	8.9	0.12
75 to 84 years	1,821	6.5	1,439	4.9	-0.21
85 years and over	524	1.9	1,001	3.4	0.91

Source: South Central Connecticut Council of Governments.





The above data shows some dramatic shifts in the age distribution of East Haven residents since 2000.



The number of children has decreased, while the number of adults in the 35 to 44 and 55 to 64 age groups increasing significantly. There has also been a large increase in the most elderly, almost doubling during this period.

**TABLE 3  
MEDIAN AGE**

	<b>2000</b>	<b>2014</b>
East Haven	38.8	43
New Haven County	37.0	40
State	37.4	40

Source: Estimates from Connecticut Economic Resource Center (CERC) Town Profiles

Together the data above indicates that the population of East Haven is older than that of all New Haven County and the State. More importantly, the East Haven population has been aging since 2000, with growth in the older age groups.

**TABLE 4  
AVERAGE HOUSEHOLD SIZE**

	<b>2000</b>	<b>2010</b>
East Haven	2.53	2.46
New Haven County	2.50	2.49
State	2.49	2.52

Source: US Census 2010

The average household size decreased over the last decades of the twentieth century. The trend seems to have stabilized with only very small decreases. However, the average household size of all areas remains at levels that call for smaller housing units.

**TABLE 5  
EDUCATIONAL ATTAINMENT  
HIGHEST LEVEL OF EDUCATION COMPLETE - % OF ADULT POPULATION  
2013**

	<b>East Haven</b>	<b>State of Connecticut</b>
<b>Less than High School</b>	13%	11%
<b>High School</b>	44%	28%
<b>Some College; No Degree</b>	17%	18%
<b>Associates Degree or Equivalent</b>	6%	7%
<b>Bachelor's Degree or Higher</b>	20%	36%

Source: South Central Region Demographic and Socioeconomic Trends

The data indicates that the degree of educational attainment for Town residents is below that of the State.



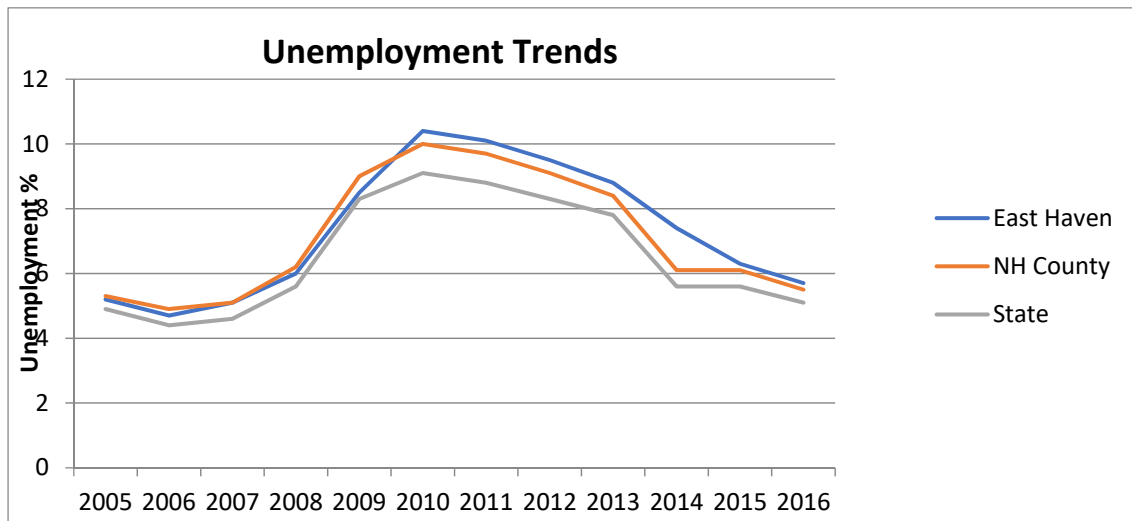
## 9.2 ECONOMIC DATA

One of the principal indicators of the economic health of a community is the unemployment rate. The table and chart below show the trends of unemployment in East Haven, compared with that of New Haven County and State of Connecticut over the period since 2005.

**TABLE 6**  
**UNEMPLOYMENT; EAST HAVEN, NEW HAVEN COUNTY, AND STATE OF CONNECTICUT**

	East Haven	NH County	State
<b>2005</b>	5.2	5.3	4.9
<b>2006</b>	4.7	4.9	4.4
<b>2007</b>	5.1	5.1	4.6
<b>2008</b>	6	6.2	5.6
<b>2009</b>	8.5	9.0	8.3
<b>2010</b>	10.4	10	9.1
<b>2011</b>	10.1	9.7	8.8
<b>2012</b>	9.5	9.1	8.3
<b>2013</b>	8.8	8.4	7.8
<b>2014</b>	7.4	6.1	5.6
<b>2015</b>	6.3	6.1	5.6
<b>2016</b>	5.7	5.5	5.1

Source: State of Connecticut Department of Labor



The data above shows that the unemployment rate in East Haven has been very similar to that of the State and County since 2005. The rates increased substantially going into the Great Recession; and has declined regularly since 2010.

**TABLE 7**  
**COMMUTING INFORMATION 2014**

<b>Commuters into Town From:</b>		<b>Town Residents Commuting to:</b>	
East Haven	1,395	New Haven	3,586
New Haven	960	East Haven	1,395
Branford	389	Branford	1,136
West Haven	326	North Haven	799
Hamden	290	Hamden	674
North Branford	220	West Haven	502
North Haven	216	Milford	493
<b>Total</b>	<b>3,796</b>	<b>Total</b>	<b>8,585</b>

Source: Connecticut State Data Collaborative; <http://ctdata.org/> Data does not include data of sources or destinations with small amounts of commutation destinations or origins.

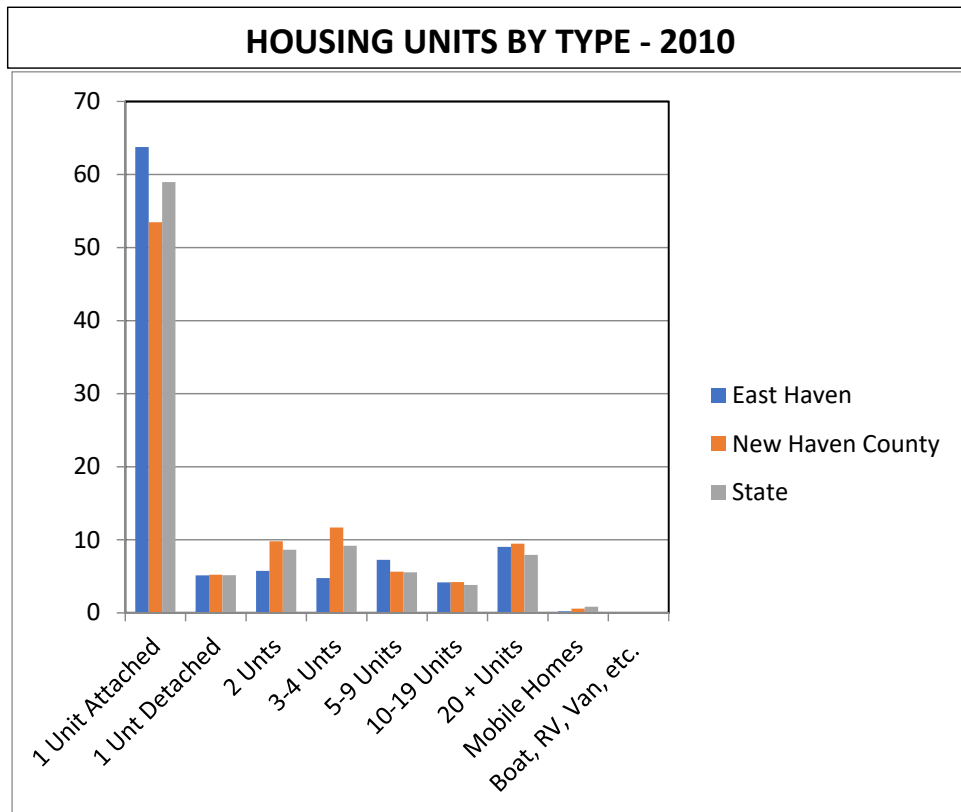
The data shows that many more East Haven residents commute to employment out of Town, than the number of people who commute into Town to work. The largest number of East Haven working residents commute into New Haven. Together, approximately three-quarters of all East Haven residents work in Town, or one of the directly neighboring communities of New Haven, North Haven, Branford, and North Branford. However, the net out-commutation of East Haven residents illustrates the inter-dependence between East Haven and the South –Central Connecticut economy.

### 9.3 HOUSING

**TABLE 8**  
**HOUSING UNITS BY TYPE - 2010**

	<b>East Haven</b>		<b>New Haven County</b>		<b>State of Connecticut</b>	
	<b>Number</b>	<b>%</b>	<b>Number</b>	<b>%</b>	<b>Number</b>	<b>%</b>
<b>1 Unit Attached</b>	7,458	63.8	182141	53.4	816760	59.0
<b>1 Unit Detached</b>	600	5.1	17763	5.2	71185	5.1
<b>2 Units</b>	672	5.7	33390	9.8	119585	8.6
<b>3-4 Units</b>	556	4.8	39746	11.7	127032	9.2
<b>5-9 Units</b>	849	7.3	19162	5.6	76836	5.5
<b>10-19 Units</b>	486	4.2	14293	4.2	52697	3.8
<b>20 + Units</b>	1056	9.0	32220	9.5	109740	7.9
<b>Mobile Homes</b>	22	0.19	1956	0.6	11580	0.8
<b>Boat, RV, Van, etc.</b>	0	0	61	0.0	614	0.0
<b>Total MF (3+ units)</b>	<b>2969</b>	<b>25.5</b>	<b>107377</b>	<b>31.6</b>	<b>377885</b>	<b>27.2</b>

Source: US Census

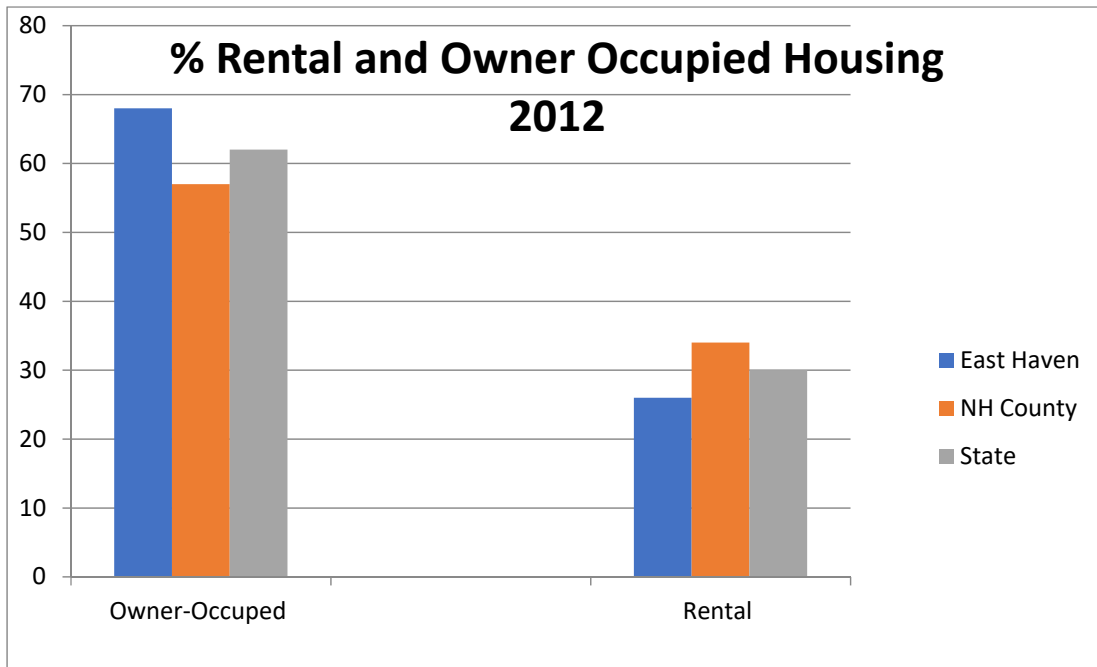


The type of dwelling units is an important factor in the character of the community’s housing stock. Almost two-thirds of the Town’s housing stock is single-family detached housing. However, the overall makeup of the Town’s housing stock is rather consistent to that of the State and County. Unlike the more suburban communities within the region, East Haven contains a sizeable number of dwelling units within multi-family buildings.

**TABLE 9**  
**TENURE OF HOUSING UNITS 2012**

	East Haven	New Haven County	State
<b>Owner Occupied</b>	67.9	58.6	62.2
<b>Rental Occupied</b>	25.9	33.7	30.0

Source: Connecticut Data Collaborative



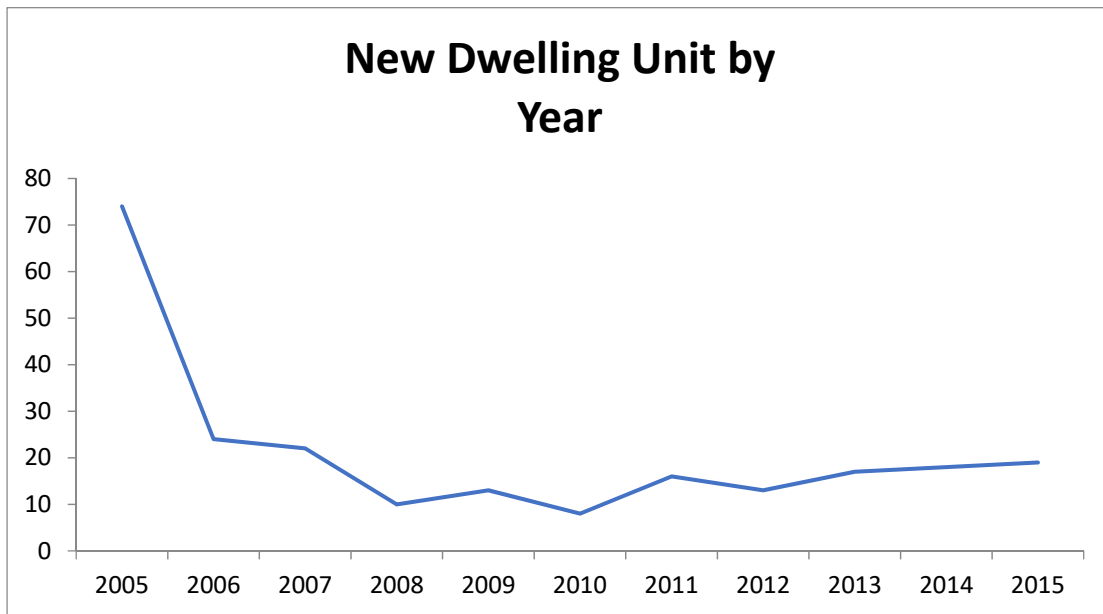
The share of owner-occupied units in East Haven is slightly higher than that of New Haven County and the State. Rental units have been the traditional source of affordable housing, based upon market forces. The data indicates that East Haven has an appropriate share of rental housing, as a provision of affordable housing.

**TABLE 10**

**NEW DWELLING UNITS ANNUALLY**

Year	Number of New Units
2005	74
2006	24
2007	22
2008	10
2009	13
2010	8
2011	16
2012	13
2013	17
2014	18
2015	19

Source: Connecticut Department of Economic and Community Development

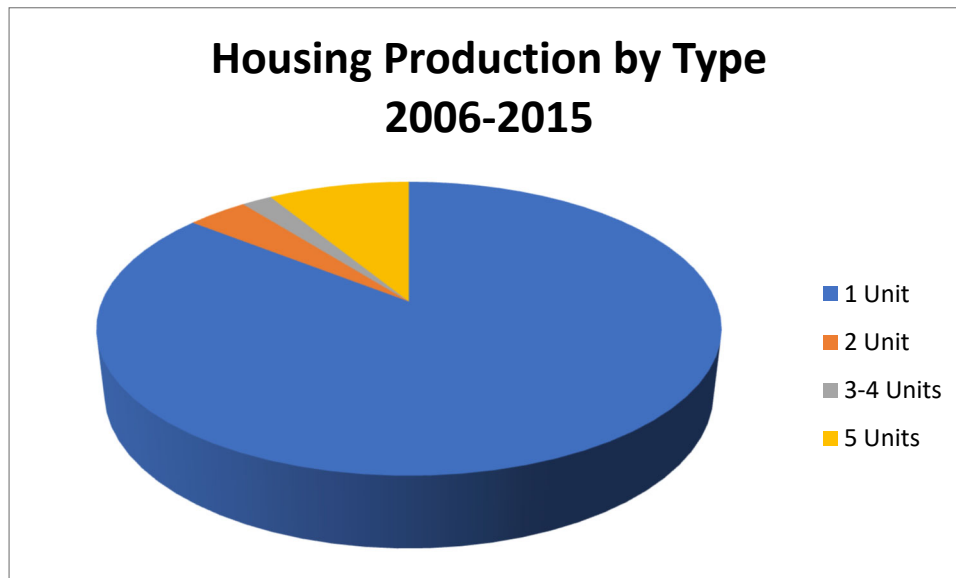


There has been modest residential growth since 2006, which is consistent with the experience of most Connecticut communities, after many permits issued in 2005. The pace of residential development has been increasing slowly since the depths of the Great Recession. However, the growth rates of the 90's and early part of this century is unlikely to be replicated within the foreseeable future.

**TABLE 11**  
**HOUSING PRODUCTION BY TYPE IN EAST HAVEN**  
**2006-2015**

	Total Units	Single-Family	2 Unit	3 % 4 Units	5 Units +	Demolitions
<b>2006</b>	24	24	0	0	0	6
<b>2007</b>	22	20	2	0	0	13
<b>2008</b>	10	10	0	0	0	7
<b>2009</b>	13	8	2	3	0	0
<b>2010</b>	8	8	0	0	0	0
<b>2011</b>	16	8	0	0	8	18
<b>2012</b>	13	13	0	0	0	16
<b>2013</b>	17	11	0	0	6	0
<b>2014</b>	18	16	2	0	0	7
<b>2015</b>	19	19	0	0	0	11
<b>Total for 10 years</b>	160	137	6	3	14	52
<b>%of total by type</b>	100%	86%%	4%	2%	9%	NA

Source: Connecticut Department of Economic and Community Development



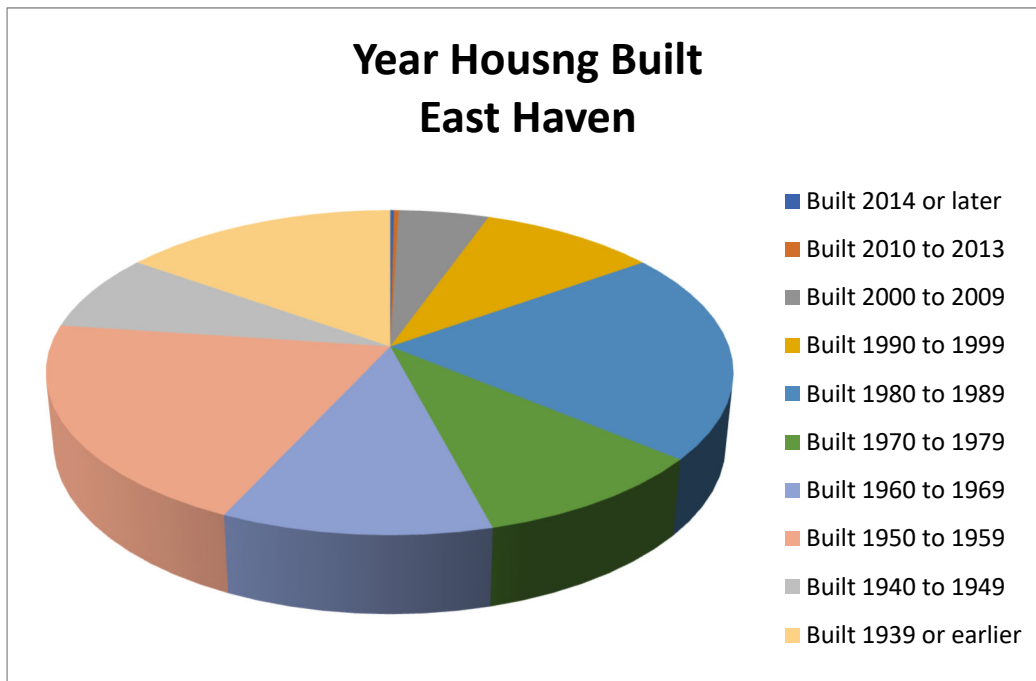
The table above identifies new housing production by type of house for the 10-year period 2006-2015. Most of the new units were single-family units. During that time 160 new units were created, but 52 were removed by demolition, for a net increase of 108 units. Essentially, much of the new construction replaced existing, presumably obsolete units.

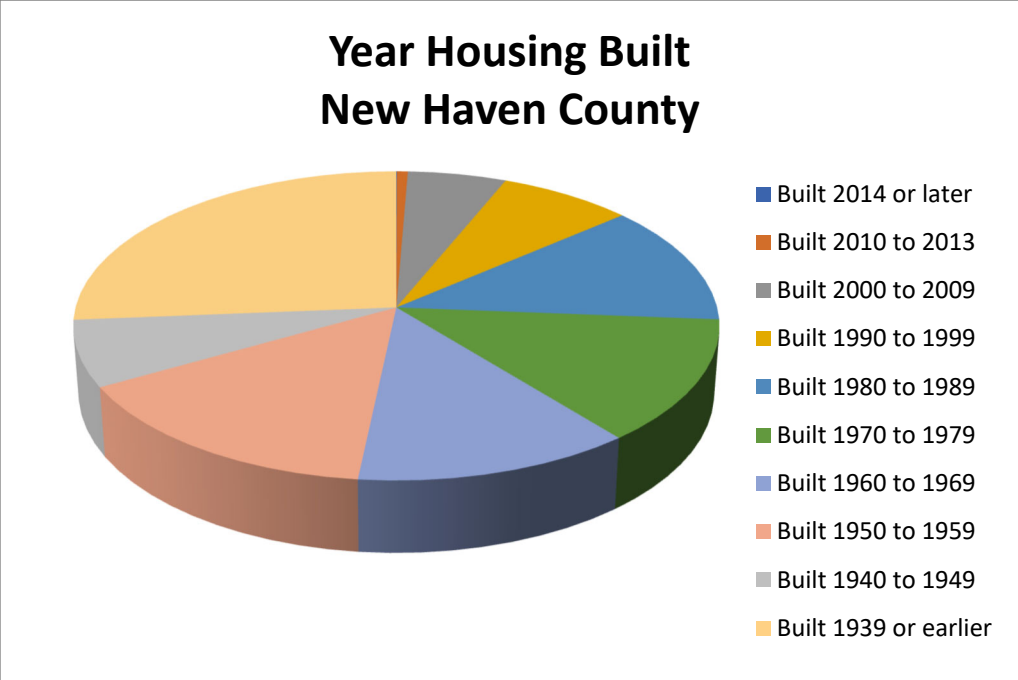
**TABLE 12**

**AGE OF HOUSING – YEAR CONSTRUCTED – EAST HAVEN**

<b>Year Constructed</b>	<b>East Haven Number</b>	<b>East Haven % Total</b>	<b>NH County Number</b>	<b>NH %of Total</b>
2014 or later	25	0.20%	119	0.00%
2010 to 2013	32	0.30%	2,209	0.60%
2000 to 2009	617	5.00%	20,073	5.50%
1990 to 1999	1,213	9.70%	27,273	7.50%
1980 to 1989	2,607	20.90%	45,415	12.50%
1970 to 1979	1,224	9.80%	46,826	12.90%
1960 to 1969	1,364	11.00%	45,377	12.50%
1950 to 1959	2,529	20.30%	54,689	15.10%
1940 to 1949	959	7.70%	25,150	6.90%
1939 or earlier	1,886	15.10%	95,220	26.30%

Source: Department of Economic and Community Development; State of Connecticut





The age of the housing stock has traditionally been an indicator of the quality of the housing stock. That perception was based upon national trends, the newer the better. However, the nation has been experiencing an unmeasured investment in the rehabilitation of older homes up to contemporary standards. This trend has occurred in many older neighborhoods, but from anecdotal evidence appears to be particularly significant in the older suburban areas of the northeast, partially in Connecticut which has the highest percentage of homes constructed during the 1950's of any State. We present the age of the housing for informational purposes, but more important as information to guide the Town in its future policies; that the preservation and improvement of the existing housing stock should continue to be a high priority of the Town.

The data above compares the age of housing stock in East Haven with that of New Haven County. Approximately 64% of the Town's housing stock was constructed before 1980. 1980 was determined to be the point in time, at which lead standards were implemented, although the specific regulations were established in 1978. In contrast, 73% of the housing in the County was constructed before 1980.

#### 9.4 AFFORDABILITY OF HOUSING

Section 8-23 of the Connecticut General Statutes requires that municipal plans of conservation and development include a component which addresses the issue of affordable housing. The 2007 Plan addressed this issue, but the underlying conditions have changed, it this update needs to address this issue.

The concept of housing affordability is a relative term. It is based upon a multitude of factors, including income, rental levels, prices of owner-occupied housing, real estate taxes, utility costs, and other ancillary costs such as transportation. Generally, Connecticut enjoys high incomes by national standards, but the cost of living is high here as well, especially the cost of housing.

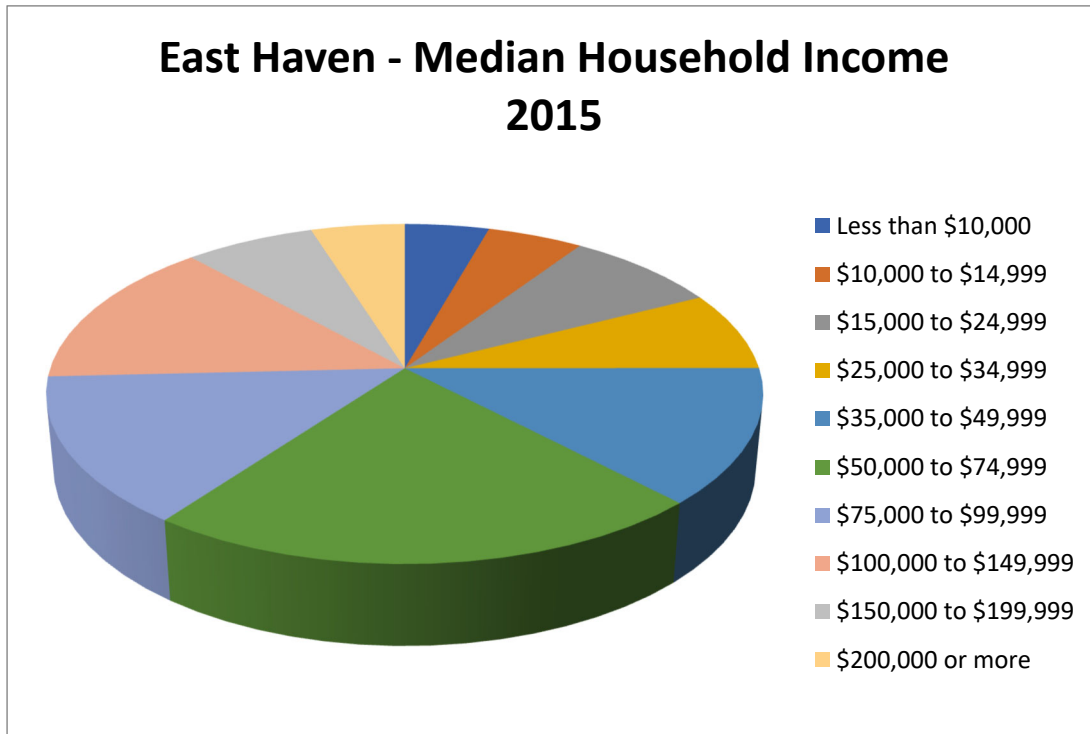


On a general basis, the following data are important considerations in the analysis of the affordability of housing in East Haven:

**TABLE 13**  
**MEDIAN HOUSEHOLD INCOME GROUPS**  
**EAST HAVEN 2015**

Household Income Groups	% of Household
Less than \$10,000	4.40%
\$10,000 to \$14,999	5.00%
\$15,000 to \$24,999	8.10%
\$25,000 to \$34,999	7.50%
\$35,000 to \$49,999	12.90%
\$50,000 to \$74,999	22.30%
\$75,000 to \$99,999	14.10%
\$100,000 to \$149,999	14.10%
\$150,000 to \$199,999	6.80%
\$200,000 plus	4.90%

Source: Connecticut Data Collaborative

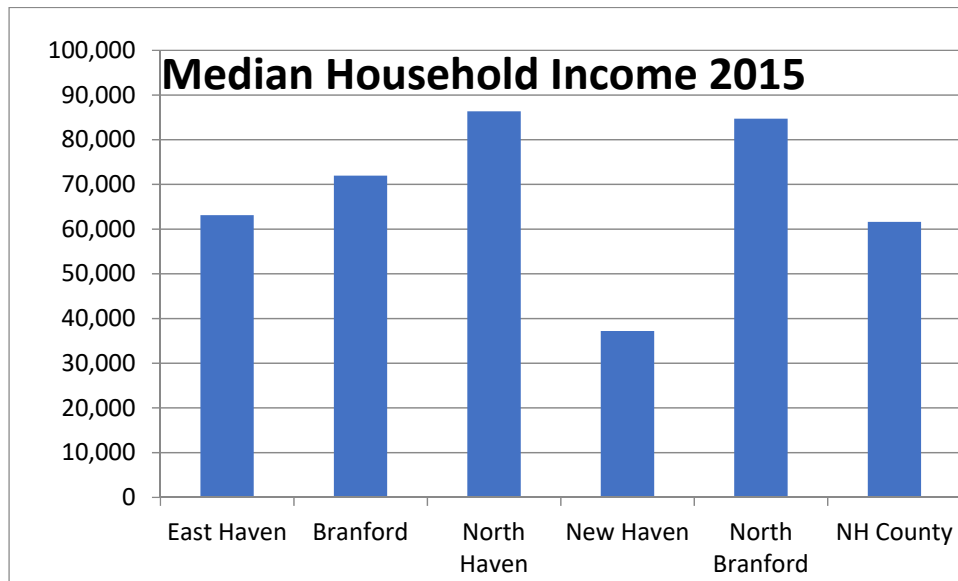


**TABLE 14**  
**MEDIAN HOUSEHOLD INCOME EAST HAVEN AND AREA COMMUNITIES**

**2015**

<b>Community</b>	<b>Median Household Income</b>
East Haven	63,120
Branford	71,938
North Haven	86,340
New Haven	37,192
North Branford	84,697
NH County	61,614

Source: Connecticut Data Collaborative



The data above compares the estimated 2015 Median Household Income of East Haven with all New Haven County and neighboring communities.

**TABLE 15**

**COMBINED AVERAGE MONTHLY HOUSING COSTS**

<b>MONTHLY HOUSING COSTS</b>	<b>% of Total Households</b>
Less than \$300	1.20%
\$300 to \$499	3.90%
\$500 to \$799	12.50%
\$800 to \$999	11.10%
\$1,000 to \$1,499	27.40%
\$1,500 to \$1,999	20.00%
\$2,000 to \$2,499	14.40%
\$2,500 to \$2,999	4.40%
\$3,000 or more	3.50%
No cash rent	1.60%
Median (dollars)	1,358

Source: Connecticut Data Collaborative

The basic standard is that housing costs should not exceed 30% of income. The median monthly income of 1,358 would require an annual income of \$54,330. Therefore, households in East Haven can afford the median housing costs by a significant margin. From the opposite perspective, families with the average household income of \$63,120 can afford a monthly housing cost of \$1,578, which would be affordable to approximately one-half of the households in East Haven.

We have also dissected the costs of housing by tenure. The following charts and graphs calibrate the relevant costs of owner-occupied housing with that of rental housing within East Haven, with some comparisons for regional communities.

**TABLE 16**

**MEDIAN HOME VALUE OF AREA MUNICIPALITIES 2015**

<b>Municipality</b>	<b>Median Home Value</b>
<b>East Haven</b>	229,890
<b>New Haven</b>	222,501
<b>North Haven</b>	330,879
<b>North Branford</b>	296,064
<b>Branford</b>	324,288

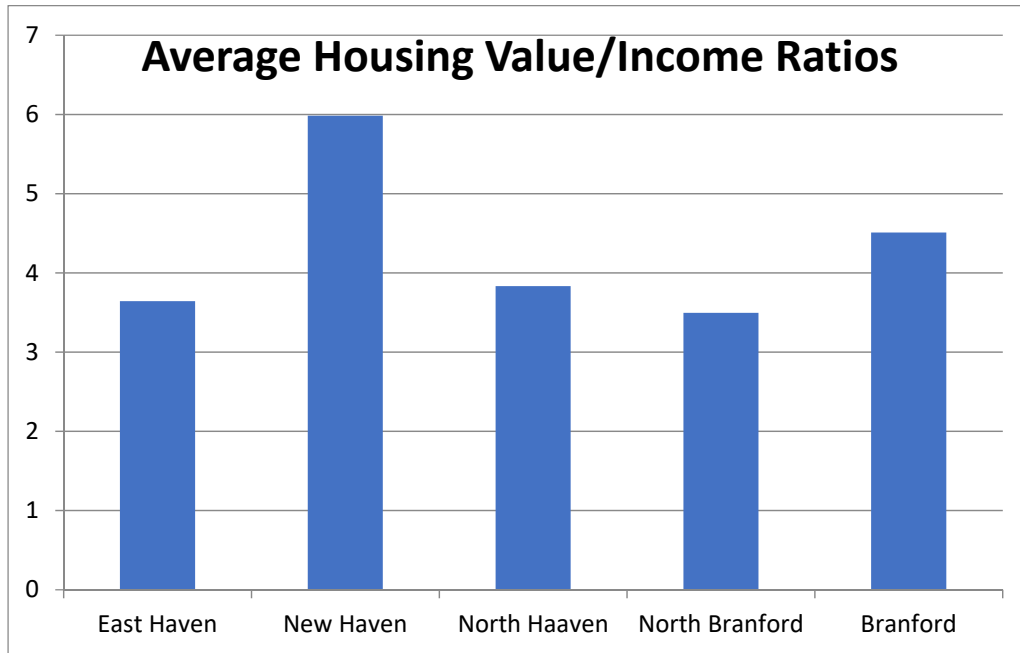
Source: Neighborhood Scout [www.neighborhoodscout.com](http://www.neighborhoodscout.com)

East Haven has one of the lowest costs of owner-occupied housing within area communities, only slightly higher than New Haven, and significantly lower than its suburban neighbors to the north and east.

Home Value - Income ratios are the comparison of average home value with that of average median income. It is a general assessment of the affordability of housing in specific communities, by the comparison of income with housing value. It has specific importance in communities with a high percentage of owner-occupied housing. Comparison of the relative housing value-income ratios is shown below:

**TABLE 17**  
**AVERAGE HOME VALUE / INCOME RATIOS**

East Haven	3.6
New Haven	6.0
North Haven	3.8
North Branford	3.5
Branford	4.5



By this measure, East Haven, along with North Haven and North Branford are relatively affordable to their citizens.

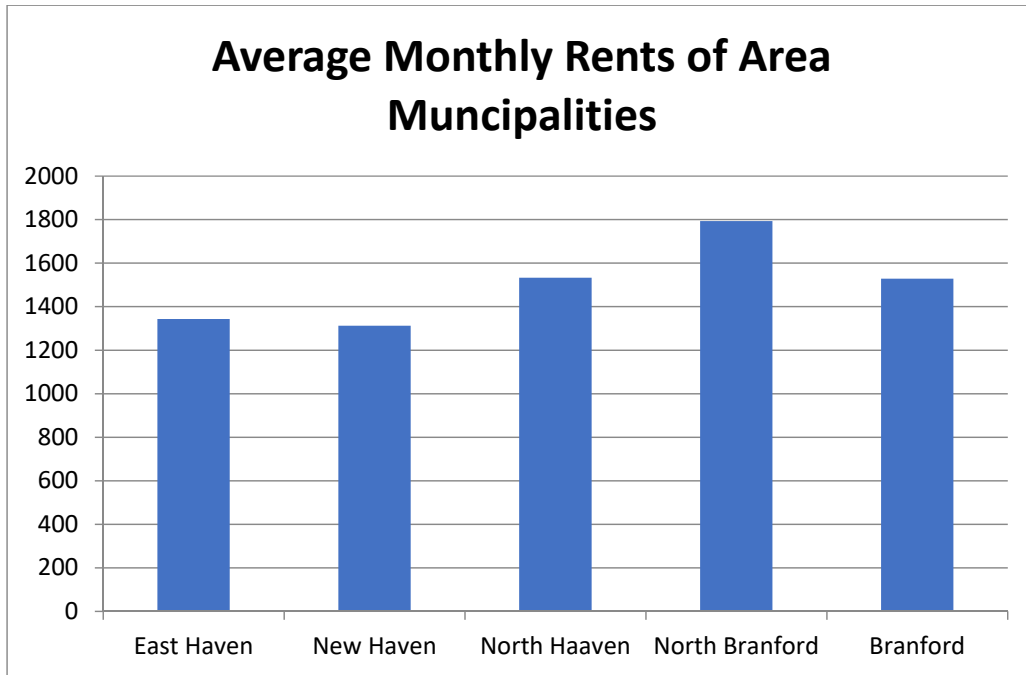
Rental housing has traditionally been the source of lower cost housing. As mentioned previously, over one-quarter of East Havens total housing stock is being rented to tenants.

**TABLE 18**

**AVERAGE MONTHLY RENTS**

East Haven	1343
New Haven	1312
North Haven	1533
North Branford	1793
Branford	1528

Source: Neighborhood Scout, [www.neighborhoodscout.com](http://www.neighborhoodscout.com)



There is less disparity among rental levels in each area community than for owner-occupied units. This may be due to the more expensive communities have fewer rental units than East Haven and New Haven.

The annual income needed to pay the average monthly rental in East Haven of \$1,343 is \$53,720. This would be affordable to approximately 60% of the households

## 9.5 AFFORDABILITY BY STATE STANDARDS

Section 8-30g of the Connecticut General statutes, often referred to as the Affordable Housing Appeals act, is the most relevant State statute which impacts local land use. This statute includes a narrow definition of affordability is included within Section 8-30g of the Connecticut State Statutes. This chapter, it defines housing units as affordable as follows:

1. Government assisted units which are owned or subsidized to maintain affordability.
2. Homes or dwelling units with mortgages currently financed by the Connecticut Housing Finance Authority (CHFA)

3. Homes subject to binding recorded deeds containing covenants or restrictions which require that such dwelling units be sold or rented at, or below, prices which will preserve the units as housing for which persons and families pay thirty per cent or less of income, where such income is less than or equal to eighty per cent of the median income.
4. Mobile manufactured homes located in mobile manufactured home parks or legally-approved accessory apartments, which homes or apartments are subject to binding recorded deeds containing covenants or restrictions which require that such dwelling units be sold or rented at, or below, prices which will preserve the units as housing for which, for a period of not less than ten years, persons and families pay thirty per cent or less of income, where such income is less than or equal to eighty per cent of the median income.

The *Affordable Housing Appeals Act* provides a mechanism for the development of affordable housing by shifting the burden from local zoning regulations. It includes a provision that municipalities are not subject to the requirements of this act if they have a minimum of 10 percent of their housing stock as affordable. This statute has become when of the guiding benchmarks upon which communities measure their progress in achieving housing affordability. As such, the definition of affordable housing units is specific.

The importance of this definition is that the Affordable Housing Appeals Statute allows local zoning regulations to be overridden if the proposed development includes at least 30% of the units as affordable, in accordance with certain requirements. Communities are exempt from this law if they have a minimum of 10% of their housing stock classified as affordable by the Department of Economic and Community Development. DECD performs an annual evaluation. However, the definition embodied within the Connecticut State Statutes does not convey an accurate picture of housing affordability.

The definition does not include overall market factors, such as the actual price and availability of housing. It does not provide any credit or allowance for those communities which have attempted to provide alternatives to detached single-family housing within the recent past. East Haven has not been subject to an Affordable Housing Application, subject to appeals, as have many suburban area communities. However, East Haven is still within the legal classifications as a community which would be subject to the provisions of an affordable housing appeals application. Officially, affordable housing is defined as follows:

**TABLE 19**

**AFFORDABLE HOUSING IN EAST HAVEN AS DETERMINED BY THE DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT 2016**

Total Housing Units:	12,533
Governmentally Assisted	542
Tenant Rental Assistance	140
Single Family CHFA/USDA Mortgages	266
Deed Restricted Units	0
Total Assisted Units	948
Percent Affordable	7.56%

Source: State of Connecticut Department of Economic and Community Development

The most recent affordable housing appeals list issued by the Department of Economic and Community Development indicates that 7.56% of East Havens housing stock is affordable, when based upon the 2010 census. This is still below the 10% threshold, but well above most other suburban communities.

There are two ways in which a community may become exempt from the zoning override function of the statute. The first is to achieve an inventory of 10% of the inventory. The Town currently includes 948 affordable units. A ten-percent requirement would require a total of 1,255 affordable units. This would require an additional 307 units. Although this is theoretically possible, there are factors which would make it difficult:

- Much of the development of affordable housing is tied to the production of deed enforced affordable units as part of a private development; this often is based upon a twenty percent set aside. Given this set aside, the production of 307 affordable units would require the development of 1,535 units. Given recent levels of residential construction in the State over the past decade, this is an extremely unlikely occurrence.
- The goal changes with the designated number of units depending upon the decennial US Census. This would indicate that there would be some number of additional housing units in East Haven which would act as the denominator of the equation, which would raise the bar of comparison of the necessary ten percent requirement of affordable units.
- Many units of the current inventory of affordable units in East Haven includes home mortgages currently financed by the Connecticut Housing Finance Authority (CHFA). This inventory of units is likely to change because of new homeowners, refinance situations and other factors which is beyond the control of the Town.

If the municipality produces a certain number of “Housing Unit Equivalent Points” which equal 2% of the total number of housing units in the Town as measured by the most recent United States Decennial Census, which are certified by the State Department of Economic and Community Development, they can be declared from exemption from the provisions of Section 8-30g, the Affordable Housing Appeals Act.

Several communities within the State have achieved this three-year exemption. The formula for the achievement of these Housing Equivalent Units is shown below. This formula would require that East Haven produce 250 “housing equivalent points” to achieve this exemption. These requirements are not retroactive; they only apply to the production of new affordable, deed restricted units.

**TABLE 20**  
**HOUSING UNIT – EQUIVALENT**

<b>Type of Unit</b>	<b>Maximum Annual Income as Percent of Regional Median Income</b>	<b>Point Value Per Unit</b>
Market-rate units in a set-aside development	NA	0.25
Elderly units, owned or rented, restricted to households with annual income no more than:	80%	0.50
Family units, owned, that are restricted to households with annual income no more than:	80%	1.00
Family units, owned, that are restricted to households with annual income no more than:	60%	1.50
Family units, owned, that are restricted to households with annual income no more than:	40%	2.00
Family units, rented, that are restricted to households with annual income no more than:	80%	1.50
Family units, rented, that are restricted to households with annual income no more than:	60%	2.00
Family units, rented, that are restricted to households with annual income no more than:	40%	2.50

Source: Department of Economic and Community Development, State of Connecticut

East Haven is within the process of being subject to an affordable housing appeals application. Therefore, the town may be subject to other similar applications which may be inconsistent with the proposed land use as planned within the Plan of Conservation and Development and the zoning regulations. Therefore, it may be in the interest of the Town to undertake affirmative actions to produce the affordable housing, as determined by Section 8-30g CGS, in order to control the location and design of this type of housing to assure that it conforms to the overall land use plan of the Town and re-enforces the redevelopment plans of the Town fortunate in that it has not been subject to an 8-30g application that could have had a throughout the Town.

The actual determination of the cost of affordable housing changes significantly over time for an individual municipality. For rental housing, it is dependent upon changes in median regional incomes and utility costs. For housing for-sale with owner-occupancy the price or cost of the affordable housing is based upon a 20% down payment, and subject to such fluctuating costs, in addition to area median income, such as utility costs, property tax, mortgage interest rates, and Homeowners Association costs, if any.

There are also two categories of affordable housing, as defined by 8-30g; one is based upon calculations for families with incomes of 80% of the area median income, the other is for families with up to 60% of the area median income.



For an example, we can calculate the rental prices for a two-bedroom apartment based upon an area median income, adjusted for a family of three, which would be designated for a two-bedroom unit; of 80% of area median income; \$59,150, and for 60% of area median income; \$ 52,320. The monthly rental levels for each of these unit types, including utility costs are required by DECD would be \$1,379 for families at the 80% level and \$1,208 for those at the 60% level. These rental levels are within the range of many market rate units within the area.

## 9.6. CONCLUSIONS

1. The population of East Haven is aging, as is the overall regional and state population. This has implications for housing as well as the provision of social services as well as the economic impact of medical services.
2. Many older residents inhabit older single-family houses throughout the Town. It is in the interest of the Town to assist these residents to remain in their houses if feasible, but at some point, these older residents will leave their houses, and make them available to younger residents. Many of these houses will require some degree of upgrade. It is in the interest of the Town to facilitate the transition of these older neighborhoods into vibrant family-friendly neighborhoods to continue the vibrancy of the Town.
  - a. The aging of the Town population creates opportunities to produce housing appropriate for the physical limitations of these aging residents as well as their lifestyle. This type of housing production has numerous benefits to the town; including the retention of longtime residents. Enabling longtime residents to contribute to civic affairs.
  - b. Providing a large group of people who are available and willing to support charitable and community-based causes.
  - c. Although these older residents will require some degree of municipal services, such as library, and social services, there net impact upon the municipal expenditures would be positive.
  - d. Therefore, it would be beneficial to the Town of East Haven to provide for the necessary provisions to retain the older citizens and facilitate an appropriate living environment.
3. The housing stock of the East Haven is old, with large numbers of single-family housing constructed before 1980. This would indicate that re-investment in the existing housing stock is important. The overall trend within the State has been private sectoring “flipping” in which contractors purchase an older house in need of upgrade, renovate the house in accordance with current codes and contemporary market requirements, and ready it for sale as essentially a new house. This trend would be beneficial to the Town of East Haven.
4. East Haven has a balanced housing stock, with enough inventory of rental occupied housing, and multi-family units. Some of the multi-family housing are not well designed, being too dense and/or of poor design.

## 9.7. STRATEGIES – AFFORDABLE HOUSING

The housing goals, policies and strategies of the 2007 Plan of Conservation and Development are basically still viable, with many in the process of implementation over the years. The emphasis of these strategies was preservation of the quality of the Town's housing stock; better design and zoning standards for new multi-family residential development, adequate housing opportunities for the range of East Haven residents. These factors are still relevant, but the Town may wish to consider additional strategies.

There is little available property in East Haven which is suitable for the development of single-family homes, other than an occasional lot, and the farmland at the northern tip of Town. Therefore, the housing policies need to be oriented to multi-family or common area developments.

It would be difficult, but not impossible for East Haven to reach the 10% limit of affordability. It is more realistic for the Town to achieve the moratorium described above. Regardless, the potential strategies for affordable housing for each of these goals are the same. Potential strategies are offered below:

1. Mixed commercial - residential projects are likely to have a role in the redevelopment of East Haven's commercial areas. The town may want to consider a zoning amendment which requires that 20% of the units be set aside as reserved as affordable units. The Town could use the standard of affordability to those households with an income of 80% of median income. This level would be close to market rate and should not have a significant impact as to the financial viability of the project.
2. The Town is currently using CDBG funds for housing rehabilitation. This is consistent with the strategies of the 2007 Plan and consistent with the goal of preservation of the quality of the older neighborhoods of East Haven, and the advancement of the preservation of these older neighborhoods. Continuation of these policies is extremely important.
3. There are other parcels of land which may be appropriate for some form of common interest or rental housing, which will be specifically identifies within this planning practice. Housing specifically designed for elderly people, whether it is independent living, assisted living, congregate housing or nursing homes, or some combination or continuum of these choices of housing may be appropriate on some of these sites. This type of housing has the dual advantages as to providing a comfortable alternative to East Haven residents and their families, who no longer can manage their single-family housing, as well as offering a positive contribution to the Town's tax base.
4. Other sites outside of the designated commercial areas may be suitable for conventional common-interest development or some degree of multi-family. The area should be designated by zoning as to the most appropriate form of development, with the necessary flexibility and requirements for best practice design. These areas could also be subject to the requirement of a 20% set-aside for affordable development, as described above.
5. The Planning and Zoning commission may consider that any approval to convert a single-family house into a two-family house, or one with an accessory apartment, include the provision that the additional dwelling unit will be maintained as an affordable unit, in accordance with Section 8-30g, with the appropriate deed restriction. In effect, this would probably have no real impact upon the rental price of these units.

6. New multi-family housing should be limited to the Development Improvement Areas where designated, when appropriate for inclusion within a mixed-use development subordinate to the non-residential uses. Generally, townhouses and other similar types of units are preferred. These mixed-use developments should include high design standards, which should include architectural design, landscaping, pedestrian circulation, amenities, and neighborhood impact.

# 10. CONFORMANCE WITH STATE AND REGIONAL PLANS 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 and the applicable regional plan for the area.

## 10.1. STATE PLAN OF CONSERVATION AND DEVELOPMENT

The Conservation and Development Policies Plan for Connecticut, 2013-2018 is based on a series of Growth Management Principles (GMPs) with associated policies. These Growth Management Principles are as follows:

- 1) Redevelop and Revitalize Regional Centers and Areas with Existing or Currently Planned Physical Infrastructure;
  
- 2) Expand Housing Opportunities and Design Choices to Accommodate a Variety of Household Types and Needs;
  
- 3) Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options;
  
- 4) Conserve and Restore the Natural Environment, Cultural and Historical Resources, and Traditional Rural Lands;
  
- 5) Protect and Ensure the Integrity of Environmental Assets Critical to Public Health and Safety; and
  
- 6) Promote Integrated Planning Across all Levels of Government to Address Issues on a Statewide, Regional and Local Basis.

The Plan also includes a Locational Guide Map for the entire State as well as each individual Town (attached). This map included the following eight land use planning categories primarily intended to serve as a guide for State investment decisions.

- Priority Funding Areas
- Balanced Funding Areas
- Village Priority Funding Areas
- Conservation Areas
- Protected Lands
- Undesignated Lands
- Local Historic Districts
- Regional Centers

The Locational Guide Map for East Haven those sections of the Town outside of areas of significant environmental constraints as within a Priority Funding Area, which contains 3 or 4 of the criteria for priority areas. This designation recognizes an urban environment which facilitates most State grants. The remainder of the Town is within a Balanced Growth Area, which recognizes growth subject to environmental laws and policies.

Therefore, this draft plan is in conformance with the 2013-2018 State Plan of Conservation and Development.

## 10.2. SOUTH CENTRAL REGION COUNCIL OF GOVERNMENTS

The South-Central Region Council of Governments recently released the draft of the South-Central Region: Plan of Conservation and Development 2018-2028. The plan was formulated using a broad range of public input mechanisms.

The Draft Plan was based upon a vision for the region, which included the following:

- A region that preserves the character of its unique centers, villages, neighborhoods, and places.
- A region with strong urban cores and thriving suburban/rural communities.
- A region with several vibrant and livable “centers.
- A region with diverse housing choices.
- A region with high quality transportation and infrastructure systems.
- A region with a balanced and globally competitive economy.
- A region that fosters a sense of pride and belonging.
- A region that is sustainable and healthy.
- A region that is safe and resilient.

This vision guides the goals and strategies contained in this plan. The regional goals are listed below:

- Goal 1. Population – South Central CT seeks to be a vibrant, inclusive and livable region that is attractive to an increasingly diverse population.
- Goal 2. Housing – The Region contains a diverse and suitable housing supply that provides housing choice for all incomes and age groups.

- Goal 1. Open Space - The Region's natural resource systems, water resources, and natural habitats are preserved, protected, and appreciated for their contributions to the environment, economy, and quality of life of current and future generations.
- Goal 2. Water resources – Drinking and surface water quality is enhanced and maintained by the preservation and protection of wetlands, floodplains, critical watershed lands, and other resources.
- Goal 3. Agriculture – South Central CT's thriving agri-businesses not only provide residents with access to locally grown foods and recreational opportunities, but also contribute to the regional economy.
- Goal 4. Coastal Resilience – The Region is continuously evolving to establish long-term resilience to sea level rise and the impacts of flooding and storm damage.
- Goal 1. Land Use – Development in the region is focused in existing urban/town/village centers and developed corridors that transportation, employment and utility infrastructure while conserving land areas that are integral for maintaining the region's unique natural resources.
- Goal 2. Transportation – The Region's transportation network supports regional land use objectives, enhances the economic competitiveness of the region, and maximizes transportation choice for the region's residents.
- Goal 3. Community and Cultural Assets, Public Institutions – South Central CT's rich portfolio of cultural, historical and archaeological resources attract and retain residents and businesses and contribute to the overall vibrancy of the region.
- Goal 4. Economic Development – South Central CT capitalizes on its locational, transportation, natural, economic and human assets to position itself as a vibrant and attractive region.
- Goal 5. Energy consumption– The Region minimizes energy consumption through conservation and environmentally sensitive development practices and facilitates the use of renewable and reliable energy sources.

The draft East Haven Plan of Conservation and Development is fully consistent with the Draft Regional Plan. The East Haven plan is intended to provide the implementation mechanisms of the Regional Plan for the Town.

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## 11. IMPLEMENTATION MATRIX

<b>RECOMMENDATION NUMBER</b>	<b>ACTION</b>	<b>IMPLEMENTATION AGENCY</b>	<b>TIMING</b>
<b>Overall – Chapter 2.2</b>			
2.	Internal connections of commercial properties	PZC	Ongoing
3.	Special Development District Zoning	PZC	ASAP
4.	Enhance walkability of center areas	DPW, PZC, Staff, Town Council, Town Engineer, State	Short Term
6.	Mixed-Use Developments	PZC	ASAP
7.	Other modes of Transportation	PZC, DPW, Town Engineer, Staff, State	Short Term
8.	Zoning Incentives for upgrade of Commercial properties	PZC	ASAP
11, 12,13	Renewable Energy	Staff, Town Council	Ongoing
10.	Revise Zoning to permit renewable energy	PZC	ASAP

RECOMMENDATION NUMBER	ACTION	IMPLEMENTATION AGENCY	TIMING
<b>DIA 1 – Foxon Rd. Corridor- Chapter 3.2</b>			
1.	Improvement of streetscape and traffic	State, Staff	Long Term
2.	Rezoning of Res. Areas	PZC	ASAP
3.	Rezoning of Triangle between Foxon & High	PZC	ASAP
4., 5.	Redevelopment & Rezoning of area on S. side of Foxon, e of NH line	PZC, Staff, Town Council	ASAP Opportunity
6.	Rezoning, Redevelopment of Retail Plazas	PZC, Staff, Town Council	ASAP Opportunity
7.	Corridor E of High St.	PZC	ASAP
8.	Use of Trolley Line	Staff, Town Council, State	Opportunity
10.	Redevelopment of targeted properties	Staff, Town Council, Private sector, State	Opportunity



RECOMMENDATION NUMBER	ACTION	IMPLEMENTATION AGENCY	TIMING
<b>DIA 2- Main St. West – Chapter 4.2</b>			
2.	Consolidation of properties	Staff, PZC	ASAP Opportunity
3.	Com., Res uses	PZC	ASAP Opportunity
4.	Rezone Columbus Rd. Doran St. area	PZC	ASAP
5.	Maximum Setbacks	PZC	ASAP
6.	No parking in front of building	PZC	ASAP
7.	Reduce parking requirements	PZC	ASAP
8.	Continue Streetscape improvements	Staff, State, Town Council	Ongoing
9.	Zoning requirements for streetscape	PZC	ASAP
10.	Rezoning to protect res. Areas	PZC	ASAP
11.	Assure transit	NH Transit District, Staff	Ongoing
12.	Prohibit Drive-Throughs	PZC	ASAP
13.	Incentivize MU Development	PZC	ASAP
15.	Redevelopment of targeted properties	Staff, Town Council, Private sector, State	Opportunity
16.	Redevelopment of targeted properties	Staff, Town Council, Private sector, State	Opportunity

<b>RECOMMENDATION NUMBER</b>	<b>ACTION</b>	<b>IMPLEMENTATION AGENCY</b>	<b>TIMING</b>
<b>DIA 3- Central Business District – Chapter 5.2.</b>			
1.	Include Architectural design in zoning	PZC	ASAP
2.	Comprehensive Pedestrian circulation system	Staff, State	Short Term
3.	Include bicycle facilities	Staff, Town Council	Short Term
4.	High Street Bike Path	Staff, Town Council	Short Term
5.	Prohibit Drive-Throughs	PZC	ASAP
6.	Increased landscaping on median strips	Staff, Town Council, State	Short Term
7.	Traffic Calming	State, Staff	Short Term
8.	Redevelopment of targeted properties	Staff, Town Council, Private sector, State	Opportunity

<b>RECOMMENDATION NUMBER</b>	<b>ACTION</b>	<b>IMPLEMENTATION AGENCY</b>	<b>TIMING</b>
<b>DIA 4-Hemmingway Ave. Corridor – Chapter 6.2</b>			
1.	Permit conversion of Hemmingway Ave. houses by SP	PZC	ASAP
2.	Adjustment of side yard requirements	PZC	ASAP
3.	Access easement for redevelopment of Hemmingway Ave. properties	PZC	ASAP
4.	Map wetlands boundaries	Property owners, Town	Opportunity
5.	Change LI-3 zoning over wetlands	PZC	ASAP
6.	Permit 2 or 3 Family be Special Permit	PZC	ASAP
7.	Development to be consistent with residential character	PZC	ASAP
8.	Additional retail, office and MF Residential, zoning	PZC	ASAP
9.	Redevelopment of targeted properties	Staff, Town Council, Private sector, State	Opportunity
<b>DIA 5 -Industrial Tweed New Haven Airport – Chapter 7.2</b>			
1. 2.	Consider development of additional lands, in accordance with all environmental regs.	PZC, IWWC, Staff	Opportunity
1.	Review zoning to provide for emerging industries	PWC	ASAP
2.	Continue to foster growth of local business	Staff, Town Council	Ongoing
3.	Continue to work with employers and GNHTD to ensure transportation for employees	Staff, SCCCOG	Ongoing
4.	Evaluate landfill sight for future ind. Development	Staff, State	Long Term

<b>RECOMMENDATION NUMBER</b>	<b>ACTION</b>	<b>IMPLEMENTATION AGENCY</b>	<b>TIMING</b>
<b>DIA 6 – Shoreline – Coe Avenue – Chapter 8.2</b>			
1.	Extend Town Beach	Staff; Town Council	Short Term
2.	Publicize that Four Beaches are for public	Staff	Short Term
3.	Establish Coe Ave. as Blvd. to beach	Staff, Town Council, State	Short Term
4.	Beach to CBD Bicycle Path	Staff, Town Council, State	Short Term
5.	Shoreline Greenway Trail - Work w/other shoreline towns	Staff, other towns, SCCCOG	Ongoing
6.	New development should be small scale, env. Compatible & resist storm damage	Staff, PZC	Ongoing
7.	Acquire shoreline property	Town Council, State	Short Term
<b>Coastal Resources – Chapter 8.3</b>			
1.	Request FEMA to consider purchasing certain storm-damaged properties	PZC, Town Council	Short Term
2.	Recognize that State has more authority to address coastal impacts from climate change	State	Ongoing
3.	New development shall be infill and redevelopment near shore	PZC	ASAP
4.	Continue implementation of Coastal Management Plan	PZC, Staff	Ongoing
5.	Storm Drainage regulations	PZC, Staff	Ongoing
6.	Use alternatives for construction activities	PZC, Staff, State	Short Term
7.	Expand Town Beach	Staff, Town Council	Short Term
8.	Formulate Sea Level Affected Marshes Model w/State funding	State	Long Term
9.	Comprehensive plan for entire wetland area	State,	Short Term

RECOMMENDATION NUMBER	ACTION	IMPLEMENTATION AGENCY	TIMING
<b>Housing</b>			
1.	Consider zoning which would require 20% Affordable housing units	PZC	ASAP
2.	Continue CDBG Housing Rehab	Staff	Ongoing
3.	Permit common interest housing on		
4. 5.	Review regs. For converting SF to 2F with AH		

## 2007 IMPLEMENTATION MATRIX

<b>Action</b>	<b>Implementing Agency</b>	<b>Timing</b>	<b>Notes</b>
Continue open space fund, with contributions from Town and Subdivision payments	Town Council	Ongoing	
Require Conservation Easements	PZC	Ongoing	Requires Change in Zoning & Subdivision Regs.
Improve and Expand Library	Library Commission, Town Council	Long Term	
Upgrade Reggie Hatch Community Center	Town Council	Long Term	
Evaluate Town Space Needs	Town Administration	Long Term	
Redevelopment of Old High School	Administration, Town Council	Short Term	
Implement Beach Erosion Control	DEEP, Army Corps of Engineers	Ongoing	
Improve Thompson Street - Foxon Hill Road	Town Council, Department of Public Works	Short Term	
Encourage Re-Use of Brownfields	Staff and Town Council	Opportunity	Cooperate with Regional Growth Partnership
High Street Interchange Improvements	State Department of Transportation	Short Term	Not included within current program of I-95 improvements
Greenway - Farm River - Shoreline	DEP, Town Council	Short Term	Town should request that it be included in regional TIP
Neighborhood Preservation – Code Enforcement	ZEO; Building Inspector	Ongoing	Neighborhood Preservation – Code Enforcement
Residential Rehabilitation	Urban Renewal Agency	Ongoing	Continuance of current program
Establish hiking trails w/in open space	Staff, Parks & Rec.	Ongoing	
Create Gateway Features at entrances to Town	Staff	Short Term	

# 12. 2007 PLAN OF CONSERVATION AND DEVELOPMENT

The review of the 2007 Plan of Conservation and Development led to the determination that the 2018 Plan Update is intended to provide more detail and specificity in the planning of the six Development Improvement Areas. The rest of the 2007 Plan remains valid today, and by reference is hereby incorporate within the 2018 Update.

The 2007 Plan included an appendix which contained the background data used to formulate the goals, policies and strategies. Much of the data is still valid, but Section 9 of the 2018 Plan updated the demographic and housing data characteristics, to properly assess contemporary economic, demographic and housing trends. Therefore, we have included within this update, the relevant goals, policies and strategies from the 2007 Plan.

As with the 2018 update, the 2007 Plan was based on goals, policies and strategies. The goals, policies 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. However, there are a few situations where these were amended.

The changes are indicated by italics font.

- 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.

## 12.1 OVERALL GOALS AND POLICIES

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.

### 12.1.1 Primary Goals of the Plan

- **Open Space and Environmental Goal**

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.

- **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.

- **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.

- **Transportation**

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.

- **Central Business District Redevelopment**

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

- **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.

### 12.1.2 General Goals 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. Utilize and update the Municipal Coastal Program as necessary.
9. Provide adequate technical support to the Town's land use boards utilizing available resources, within the budgetary constraints of the Town.

## 12.2 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.

### 12.2.1 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.

### 12.2.2 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 act 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.

### 12.2.3. 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 based on 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. 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.
  4. 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.
  5. 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.
  6. Beach erosion control measures should be implemented as necessary to maintain the recreational and aesthetic quality of the Town's beaches.
  7. 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 where feasible.

## 12.3. 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.

### 12.3.1 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.

### 12.3.2 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. 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.
10. Encourage the Town and State to address transportation issues in a coordinated manner.
11. Provide facilities for non-motorized transportation, such as walking and bicycling.
12. Design transportation facilities to be as compatible as possible with nearby land uses.

### 12.3.3 Strategies

*Several strategies from the 2007 plan have been removed as some have been implemented and others are no longer relevant.*

1. Future improvements to Main Street should be oriented towards improving aesthetics and pedestrian circulation, as called for within the downtown revitalization plan.
2. 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.
3. 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.

4. 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.
5. 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.
6. Bicycle racks should be installed within the central business district, park and ride lots, and at major transit stops.

## 12.4 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.

### 12.4.1 Goal

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



#### 12.4.2. 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 to minimize conflicts with surrounding residential uses.
8. Protect commercial and industrial land from residential encroachment *unless otherwise called for in the 2018 Update*.
9. Encourage the modernization and upgrade of industrial facilities that are not consistent with contemporary requirements.

#### 12.4.3. Strategies

1. *Implement an economic development strategy to encourage the growth and attraction of emerging industries in East Haven.*
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. 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. 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.
  7. Promote the re-use of brownfields and contaminated sites for economic development to return them to productive tax generating use with all available programs.

## 12.5. HOUSING

*Several of the Housing goals, policies and strategies have been omitted or changed because of the update in Section 9.*



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.

### 12.5.1 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.

### 12.5.2 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 aid 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.

### 12.5.3. 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 are potentially “at risk” for physical deterioration and need vigilant and concentrated efforts to maintain and improve the quality of the housing stock. 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 *unless otherwise indicated within the POCD*.
  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, to minimize the need for variances within these areas.
  5. Monitor the existing condominium developments within East Haven to protect against blighting influences.

## 12.6. 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.

### 12.6.1 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.

### 12.6.2 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.
2. Provide the widest possible range of educational, recreational and social facilities consistent with population to be served and located 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. Continue 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. Continue cooperation with the Regional Water Authority to provide an adequate supply and pressure of potable water to all developed areas of Town.
11. Program capital improvements based on a priority system carefully related to the needs of the community and fully integrated with the Plan of Conservation and Development.
12. 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.
13. Encourage adult education, to expand/upgrade general knowledge, vocational skills and cultural endeavors at times and locations that are easily accessible to potential enrollees.
14. Encourage programs of education in health care, housing care and maintenance, personal growth and other "non-academic" subjects for all Town residents
15. Encourage the establishment of programs and facilities that address the needs of the Town's homeless families and individuals.

### 12.6.3 Strategies

*Several strategies from the 2007 plan have been removed as some have been implemented and others are no longer relevant.*

1. Facilitate the use of school facilities by community groups.
2. The library should be improved and expanded as needed at its current location, as it is an important component of the central business district.
3. There *may* 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.
4. The current program of maintenance of the sanitary sewer system should be continued.
5. *If the Town government requires additional space, it should be provided with expansion at the current location.*
6. The Town should continue to encourage energy conservation and the use of renewable energy sources, where feasible, through the operation of Town facilities and the encouragement of private efforts.
7. The Town should continue the process of reuse of the former high school as a community center and private redevelopment.



## 12.7 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.

### 12.7.1 Goal

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

### 12.7.2 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.

### 12.7.3. Strategies

*Certain strategies have been altered or removed based upon the contemporary situation.*

1. 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.
2. Continue to use available resources to preserve the residential integrity of the older, historic residential neighborhoods of the Town.
3. 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 *if feasible*.
4. Recognize the historic importance of the Town Green in the redevelopment of East Haven Center.

## 12.8 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 amount of parkland has increased since the 2007 Plan, with the establishment of Farm River State Park. The 2007 Plan recognized the need for additional parkland in East Haven but acknowledged that there are few available sites remaining.*

### 12.8.1 Goal

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

### 12.8.2. 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.

### 12.8.3. Strategies

*Strategies have been altered or eliminated based upon the contemporary situation.*

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. *If additional recreation facilities are needed, the use of land at the Joseph Mellilo Middle School should be used as a recreational campus, with playing fields and passive recreation.*

## 12.9. 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.

### 12.9.1 Goal

Preserve the remaining significant open space resources of East Haven 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.

### 12.9.2. 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:
  - Protection of watersheds of water supply facilities.
  - Protection of environmentally sensitive areas.

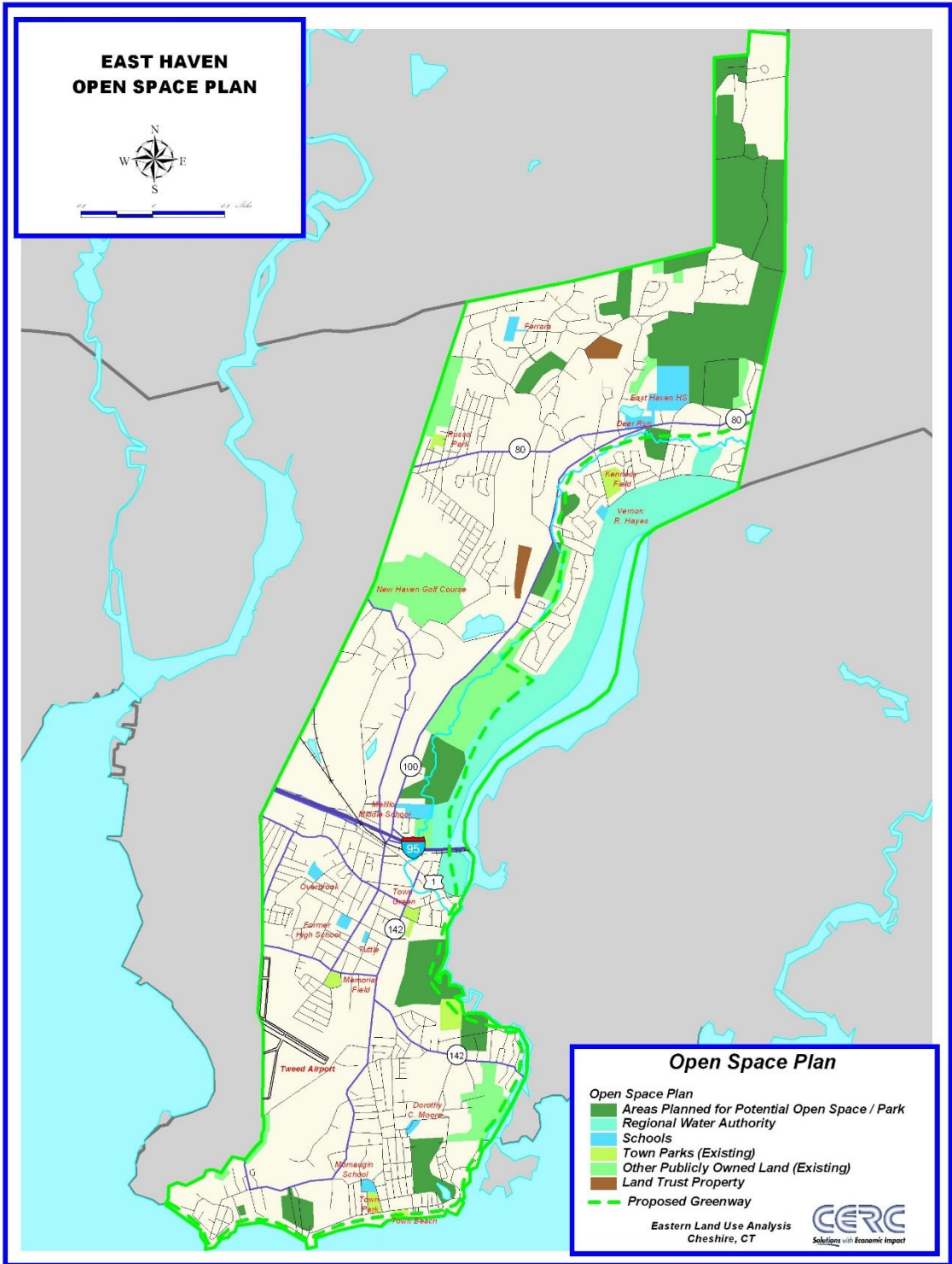
- Preservation of unique geological and environmental areas.
  - Maintenance of view sheds
  - Provision of passive recreational opportunities.
  - Creation of open space linkages
  - Prevention of damage from flooding.
  - Preservation of agricultural lands.
3. Open space protection and acquisition 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.

### 12.9.3. Strategies

*Several strategies have been altered or eliminated based upon existing circumstances.*

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. Preserve and create hiking trails and walking trails within Town open space lands.
5. All *additional* 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.
6. 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.

7. 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.
8. 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.
9. 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.
10. 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.
11. Encourage site development sensitive to the area's natural characteristics, which can integrate open space into development.





## 12.10. LAND USE - GENERAL



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.

### 12.10.1. 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.

### 12.10.2. 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 wellbeing 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.

### 12.10.3 Strategies

*Several strategies have been altered based upon contemporary conditions and clarity within the Plan.*

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. Many large signs placed close to the road tend to create a chaotic visual environment.
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.
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 more 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.
5. 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.
6. 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.

#### 12.10.4 Land Use Plan

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.

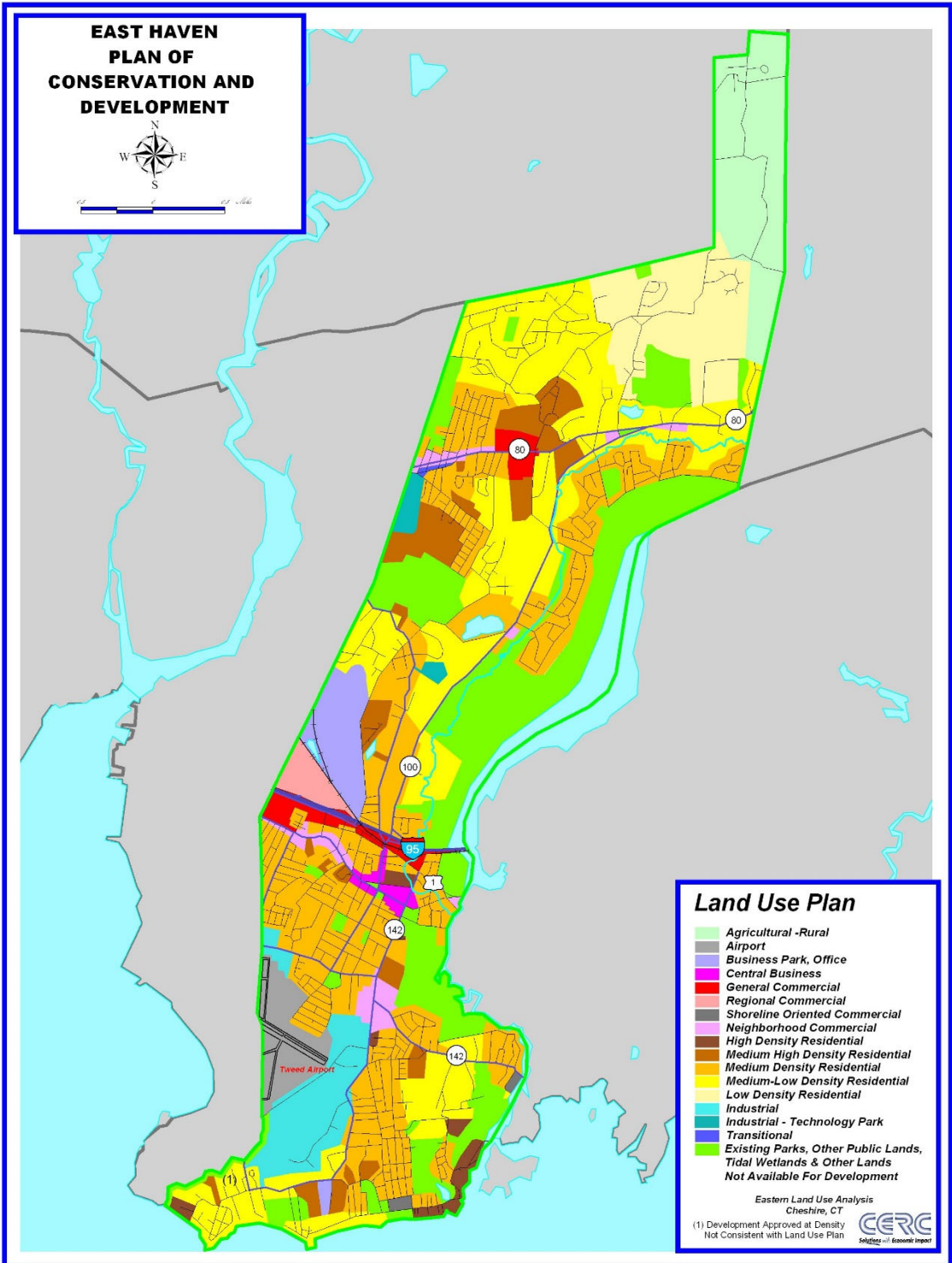
In the formulation of a land use plan for a community, it is important to identify those factors that are the major influences on land use. The following are the primary considerations in the formulation of a land use plan for East Haven:

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. The residential neighborhoods are fundamentally sound. The primary potential threat to many residential areas is adverse impacts from incompatible land uses.
4. Extensive areas of Town are subject to river or coastal flooding, including many developed areas.
5. The greatest amount of residential development potential is north of Foxon Road.
6. The water and sewer systems of East Haven can support 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.
7. 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.
8. 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. *East Haven is impacted by the stagnant Connecticut economy over the past decade, as are most of the other state municipalities.*
9. East Haven does not have a strong single dominant business center. Instead, commercial and industrial activity is in several locations within the Town.

10. 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.

#### 12.10.5 Proposed Land Use Classifications

*A system of land use classifications which were used in the 2007 POCD have been eliminated. Most of these classifications acknowledged the existing zoning and/or land uses and are not relevant to the 2018 update.*



## 12.10.6 Special Study Areas

*The 2007 Land Use Plan was based upon several Special Study Areas and census tracts. The 2018 Update's use of Development Improvement Areas updates and replaces plans for most of these study areas. The recommendations for the CBD, Main Street West and Shoreline Study areas have been removed and superseded by the Development Improvement Areas in this update.*

### 12.10.6.1. Special Study Area: Bradley Street-North Frontage Road



*The 2007 recommendations for this study area needed to be changed. Plans for the reconstruction of this stretch of the Connecticut Turnpike had not yet been finalized at the time of the 2007 Plan. The plan recommended a major redesign of the Exit 51 interchange of the Connecticut Turnpike. These changes would have included a four-way diamond interchange with a new north-south road which would bridge the railroad tracks and connect to Bradley Road. This would have created another connection between the northern and southern sections of the Town. With better access, more intensive commercial development would be generated along North Frontage Road and vacant land along Bradley Road would be viable for business park development.*

*However, the interchange was not constructed in accordance with the recommendations, so the recommendations of the 2007 Plan for this area was eliminated.*

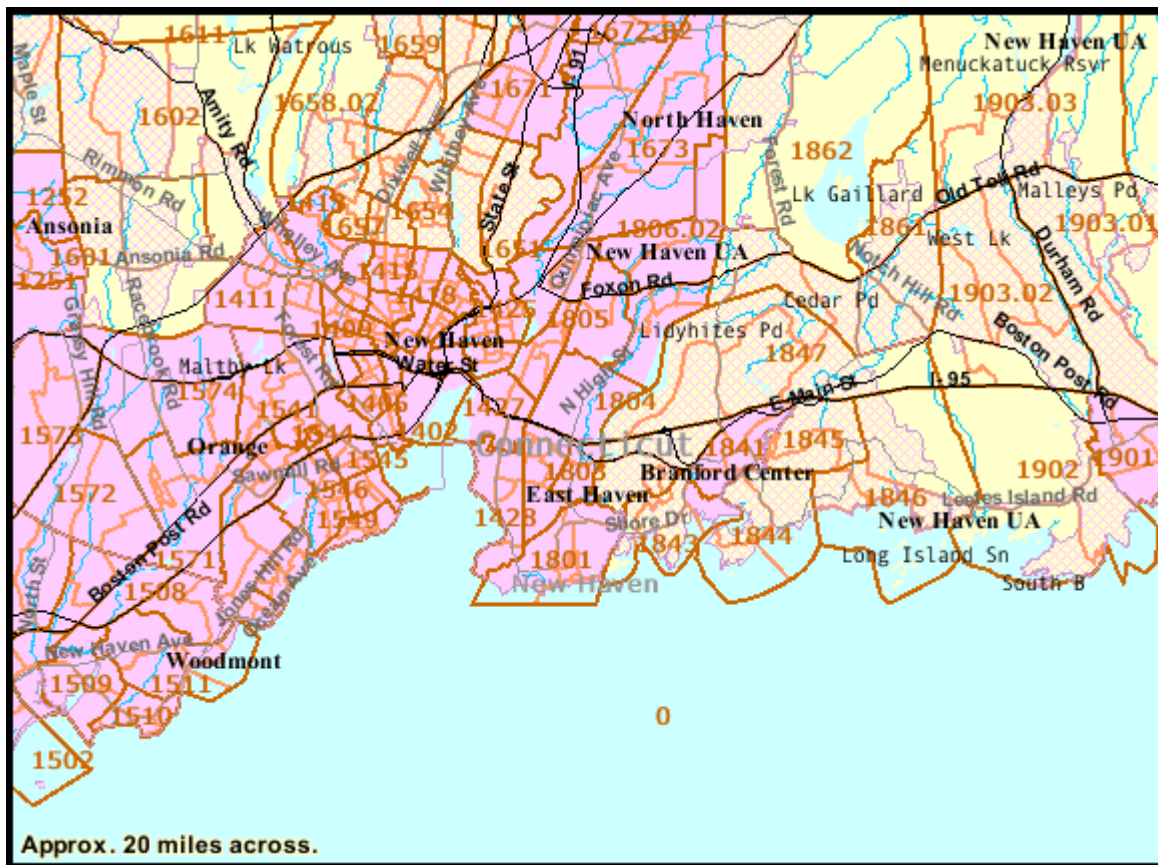
Additional commercial activity has been established along both Frontage Roads in recent years. Some properties have been redeveloped, and other have experienced new retail tenants in formerly vacant or underutilized storefronts

The following recommendations remain potentially valid as amended below:

1. Future redevelopment of the properties along North Frontage Road should be planned to utilize this area more efficiently, in the following ways:
  - Uses other than retail plazas should be considered for these properties. These alternative uses could include office, light industrial uses and any other uses that would benefit from a high visibility location.
  - Any redevelopment or reuse of the properties north of North Frontage Road 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, particularly in the eastbound direction.

12.10.6.2. Other Land Use Recommendations

The 2007 POCD included recommendations for areas of the town outside of the Special Study Areas. These recommendations were categorized by land within each of the census tracts which were not a part of one of the Special Study Areas. Some of the census tracts included no specific recommendations, in others all the recommendations were within one of the Special Study Areas.



MAP OF CENSUS TRACTS IN EAST HAVEN

**Census Tract 1801**

2018 Update, see: *Shoreline – Coe Ave. Development Improvement Area*  
*Hemmingway Ave. Corridor Development Improvement Area*  
*Industrial Area-Tweed New Haven Airport Development Improvement Area*

**Census Tract 1802**

2018 Update, see: *Main Street West Development Improvement Area*

**Census Tract 1803**

2018 Update, see: *Central Business District Development Improvement Area*

**Census Tract 1804**

1. *The open lands along the Farm River should be publicly acquired or otherwise preserved as part of a Farm River Greenway.*

**Census Tract 1805**

2018 Update, see: *Foxon Road Corridor Development Improvement Corridor*

**Census Tract 1806.01**

2018 Update, see: *Foxon Road Corridor Development Improvement Corridor*

1. The open lands along the Farm River should be publicly acquired or otherwise preserved.
2. 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.

**Census Tract 1806.02**

2018 Update, see: *Foxon Road Corridor Development Improvement Corridor*