

**TOWN OF EAST HADDAM**  
**PLAN OF CONSERVATION AND DEVELOPMENT**

**Approved at Town meeting - August 27, 2008**

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## **CHAPTER 1 - INTRODUCTION**

This Plan of Conservation and Development (hereinafter referred to as the Plan) was prepared by the East Haddam Planning and Zoning Commission with information and assistance from the Town's boards and commissions, community groups, and the public. An index to the minutes of these public hearings is included in Appendix XVIII, and the minutes themselves are available at the Town Clerk's Office. The Planning and Zoning Commission also used numerous sources and previous reports and surveys to create this plan. These sources are listed by chapter under "Resources by Chapter" at the end of the document. Each chapter is broken down into "Background", "Goals", "Policies" and "Recommendations".

The Plan, by Statute, requires that the "Growth Management Principles" of the State Plan of Conservation and Development be incorporated in the Plan. Chapter 13 (Statutory Requirements) explains how this plan incorporates these principles.

### **Background**

In 2006, a professionally administered, statistically reliable public opinion survey asked a representative sample of townspeople to rate their quality of life in East Haddam. Ninety-nine percent (99.0%) of all respondents reported their quality of life in East Haddam is either "very good" (47.0%) or "good" (52.0%). The Town should consider conducting a survey every ten years to track what residents value.

In the same survey, townspeople were asked to describe the reason(s) for their decision to live or continue to live in East Haddam. The 2006 responses to this question were nearly identical to the responses received in a public opinion survey and series of focus groups and public forums conducted in 1997 in which townspeople were asked what they liked best about East Haddam. The 1997 survey had a sampling size of 259 with a statistical accuracy of +/- 6%, while the 2006 survey had a sampling size of 300 also with a statistical accuracy of +/- 6%.

The values endorsed by East Haddam residents in 1997 and 2006 are:

- Rural character
- Environment and natural resources
- Sense of community and volunteerism
- Historic character
- Cultural life and recreation
- Quality education
- Economic strength

The 2006 and 1997 survey results are summarized in Appendix I.

This revision of East Haddam's Plan of Conservation and Development takes as its basic premises:

1. East Haddam residents wish to maintain the quality of life with which they are so satisfied, not only for themselves, but also for future generations;

2. This quality of life is dependent upon preserving the natural resources and rural character its citizens value about East Haddam;
3. Therefore, this Plan of Conservation and Development revision seeks to maintain and further those values; and
4. Each of the goals, policies, and recommendations set forth in this Plan is designed to maintain and further those values.

Based on the seven community values documented by the 1997 public opinion survey, public forums, and focus groups, the Community Planning Group (a volunteer citizen group) created a Project Evaluation Checklist. This checklist was designed for individuals, community groups, and municipal entities considering projects in the Town of East Haddam. The checklist is located in Appendix II. This checklist can be used to assess projects and measure their compatibility with East Haddam's community values. A satisfactory project should achieve balance when weighed against all of the values. If the project goes through a comprehensive evaluation using the shared community values and the project is in "balance" with the values, the project should have greater public acceptance.

In addition to these community values, this plan addresses population trends, housing, transportation, and municipal facilities as required by State Statute.

### **Implementation of Recommendations**

The overall purpose of the Plan of Conservation and Development is to recommend goals and policies to guide the Town's decision making concerning the use of land throughout the town. The value of this plan is that it attempts to recognize and integrate considerations that affect the Town's population, overall character, natural environment, recreational opportunities, social fabric, educational system, and economic well being. While the plan is an advisory document only, because of its comprehensive scope and the broad citizen input it represents, it should provide valuable guidance to the decision making process of the various Town boards and commissions.

Each policy and recommendation of this plan indicates which part of town government has responsibility for that item. The task of evaluating how (and whether) the recommendation should be implemented, developing an implementation schedule, estimating any financial costs and benefits involved, and bringing the proposal forward through the appropriate approval process, including where required voter approval, rests with the responsible town boards and commissions.

To facilitate implementation:

1. The Planning and Zoning Commission will conduct an annual review at its second February meeting with boards, commissions, and community groups to review the plan to see if recommendations are being followed and implemented. If changes are proposed to the Plan of Conservation and Development, then a public hearing has to be scheduled. (See Section 13 - Statutory Authority) At this time, amendments could be made based on changing conditions or updated information. To facilitate this process, a commission and board checklist has been created from the policies and recommendations of this document. This checklist can be found in Appendix XVIII.

## **CHAPTER 2 - RURAL CHARACTER**

### **Background**

The policies and recommendations below list seven aspects that are important factors in maintaining a rural community. It should be noted that the goal of preserving the rural character is tied to other chapters throughout this document. The photos that separate the chapters are just some examples of what makes East Haddam rural. The scenic survey conducted in 1977 of East Haddam's views and vistas needs to be updated. The survey included scenic views, cultural landscapes, geological formations, important scenic natural resources, historic sites, and views, vistas, and unique features. The debate as to what is "rural" is one that will go on forever, and will continue to change as residents change. To further document what is considered rural, it may be beneficial for the Planning and Zoning Commission to send out a questionnaire, similar to the Town of Salem's, that asks the residents what they consider rural, and to keep a baseline of information. This questionnaire should be sent out every ten years along with the "values" survey mentioned on page 3 to determine if ideas and attitudes are changing or remaining the same.

### **Goals**

Of the things they value about East Haddam, residents most frequently mention East Haddam's rural character. It is a goal of this Plan to preserve East Haddam's rural character. East Haddam's rural character involves several elements. The most important of these are enumerated below and are specifically addressed in the following chapters of this Plan.

### **Policies:**

1. An important aspect of rural character is population. Population size is what distinguishes a rural community from an urban or suburban community. As of the 2006 census, East Haddam's population was 9320, or 171 persons per square mile. East Haddam grew by 24.8% from 1990 to 2000. From 2000 to 2006, it has grown another 12%. Given the current land use regulations, combined with an aggressive open space acquisition program, East Haddam's population density could be held below 14,000, or 250 persons per square mile. If housing is appropriately located to develop cohesive neighborhoods while leaving open spaces, East Haddam can maintain its rural charm. [Chapters: Housing, Environment, Transportation]
2. Another important aspect of rural character is population distribution. It shall be a recommendation of this plan to ensure that population is centered in and around the villages that have been East Haddam's historic centers of population and commerce, and that development is confined to those areas of town where it is appropriate. [Chapters: Housing, Economic Strength, Transportation, Environment]

3. A high proportion of diverse, undeveloped open space, including interconnected expanses of woodlands, meadows and wetlands providing habitat that supports the continued existence of a large variety of native wildlife, bird and plant species is another important aspect of East Haddam's rural character. This includes the significant forest cover along the hillsides of the Connecticut River. Excessive tree clearing for the purpose of development is seen as contrary to the retention of East Haddam's rural character. It shall be a policy of this Plan to preserve East Haddam's open spaces. [Chapters: Environment]
4. East Haddam's rural character also includes the scale and architectural styles of its many older buildings and the archeological evidence of its past, such as older structures, barns, cemeteries, stonewalls, and abandoned stone foundations. It shall be a policy of this Plan to protect these aspects of rural character. [Chapters: Historic Character]
5. East Haddam's rural character includes its farms and agricultural enterprises. Many agricultural fields have been built upon or have been allowed to be converted to forest. The existing fields should be inventoried, and methods to protect and preserve them should be explored. It shall be a policy of this Plan to facilitate the recruitment and promotion of new, and the continued existence of operating farms and agricultural activities. [Chapters: Environment, Sense of Community, Economic Strength]
6. East Haddam's rural character also includes its narrow, winding, shaded country roads. Some of these roads are still unpaved. The Town has approved seven scenic roads (Baker Lane, Beebe Road, Creek Row, East Shore Drive, Juda Lane, Sims Road, & Wickham Road). The State has designated one section of Rte 149 (Main Street and East Haddam Moodus Road) as a Scenic State Highway. It shall be a policy of this Plan to protect this aspect of East Haddam's rural character. [Chapters: Transportation, Historic Character, Environment]
7. The type and scale of East Haddam's commercial and industrial activities are appropriate to East Haddam's small town, rural character. It shall be a policy of this Plan to maintain this appropriateness in terms of the location, architecture, and scale of commercial and industrial buildings and their supporting infrastructure, hours of operation, etc. [Chapters: Economic Strength, Transportation]

## CHAPTER 3 - THE ENVIRONMENT

### Background

East Haddam's rich and diverse environment has drawn attention from many private and government agencies. East Haddam's environment is recognized for its diversity of wetlands and watercourses and the high percentage of forest cover that still exists.

- **Connecticut River Gateway** In 1973, the State of Connecticut enacted the Lower Connecticut River Conservation Zone, and formed the Connecticut River Gateway Commission (Chapter 477a - CGS Section 25-102). The stated mission of the Lower Connecticut River Gateway Commission is "that the lower Connecticut River and the towns abutting the river possess unique scenic, ecological, scientific and historical values contributing to public enjoyment, inspiration and scientific study, that it is in the public interest that the provisions of this chapter be adopted to preserve such values and to prevent deterioration of the natural and traditional riverway scene for the enjoyment of present and future generations of Connecticut citizens."

Implicit within the adopted Standards, last revised in 2004, is the policy to insure that the visual and environmental impacts of riverfront development are minimized to the greatest extent possible through the use of Special Permit review, which includes additional standards developed for the purpose of such protection. The Planning and Zoning Commission's use of the Special Permit tool insures that residential structures of significant size and/or location, and their potential for adverse visual and environmental impact are reviewed with the goal of minimizing such impacts, including those associated with significant and unnecessary tree removal on the Connecticut River hillsides. The "Conservation Zone" in East Haddam, as designated by this Act, generally runs from the east bank of the Connecticut River to the high points along the river to the east. This area includes important natural areas in East Haddam such as Salmon River Cove, Machimoodus State Forest (Mt. Tom / Echo Farm), Chapman's Pond, Rich and Lord Island, Brainerd Homestead State Park, and Gillette Castle State Park.

- **The Ramsar Convention on Wetlands** is an intergovernmental treaty which provides the framework for conservation and wise use of wetlands and their resources. In 1994, the Connecticut River Estuary and Tidal Wetlands Complex was listed as a Wetlands of International Importance by the Ramsar Convention.
- **The Nature Conservancy** has declared Chapman's Pond and the Lower Connecticut River as a "Last Great Place". Only forty ecosystems in the western hemisphere have been given this designation. The Nature Conservancy Connecticut Chapter has committed to a long-term initiative to protect the rare plants, animals, and fragile natural habitats of the Lower Connecticut River, of which East Haddam is a part.
- In 1993, the **Silvio O. Conte National Fish and Wildlife Refuge Act** authorized the U.S. Fish and Wildlife Service to study the entire Connecticut River watershed to determine the possibility of establishing a new national fish and wildlife refuge. Presently, the U.S. Fish and Wildlife Service is developing a comprehensive conservation plan for the refuge. The comprehensive conservation plan will establish management

goals and objectives for wildlife refuge management, habitat protection, and public use programs for the next 15 years.

- **Eightmile River Watershed Management Plan** - The Eightmile River Watershed lies mainly in the Towns of East Haddam, Lyme, and Salem. Since 1995, a broad group of citizens, conservation groups, and government agencies have been working to protect the Eightmile River and the watershed. The Eightmile River Watershed covers 62 square miles of area in the three towns with a rolling forested landscape with over 150 miles of pristine rivers and streams, large areas of unfragmented forest habitat, an array of rare and diverse wildlife, beautiful vistas, high water quality, unimpeded stream flow, and significant cultural features. Most notable is that the overall watershed system is healthy and intact throughout virtually all of its range.

On November 6, 2001, the United States Congress and the President enacted Public Law No. 107-65 which authorized a study for consideration of a Federal Wild and Scenic Designation for the entire watershed. The locally-led Eightmile River Wild & Scenic Study Committee published the ***Eightmile River Watershed Management Plan*** in May of 2006. This Management Plan was endorsed by official vote and letter of endorsement by the following boards and commissions: Planning and Zoning Commission, Inland Wetlands and Watercourses Commission, Conservation Commission, and the Board of Selectmen. The Management Plan was endorsed by the Town of East Haddam through a Town meeting vote attended by over four-hundred residents on January 23, 2006. The ***Eightmile River Watershed Plan*** is incorporated as part of this Plan of Conservation and Development.

"The Eightmile River Watershed Management Plan goal is to preserve the resources of the Eightmile River Watershed and support achievement of Wild & Scenic designation by developing a management plan that is guided by three fundamental principles:

- (1) Resource conservation and protection should be fully integrated with traditional patterns of use, ownership, and jurisdiction, relying on existing authorities.
- (2) Management of the Eightmile River Watershed should be based on a cooperatively developed plan that establishes resource protection standards, and identifies key actions accomplished through cooperation among all public and private organizations with an interest in the river.
- (3) Any land conservation initiatives related to a Wild and Scenic designation will be based solely on voluntary, willing seller arrangements. There will be no acquisition of lands through federal condemnation in conjunction with a Wild & Scenic River designation."

- The Connecticut Department of Environmental Protection in October of 2005 published ***Connecticut's Comprehensive Wildlife Strategy***. This document identified the distribution and abundance of wildlife and pinpointed the threats affecting the species of greatest concern. The document also outlined Connecticut's twelve key habitats and the problems facing them. In short, they concluded that the most significant threats to Connecticut's land and waterscapes include habitat loss, degradation, and fragmentation from development; changes in land use; and competition from non-native, invasive species. East Haddam is home to many of these key habitats. The combination of



identified key habitats such as large upland forest, forested inland wetlands, shrub inland wetlands, large rivers and streams, and their associated riparian zones, and vernal pools are critical to wildlife diversity and success. These areas are prime candidates for open space preservation.

- ***The State of Connecticut's Conservation and Development Plan (2005-2010)*** includes six growth management principles to make the Plan more prescriptive for municipalities and regional planning agencies. The management principles were designed to slow down the effects of sprawl while strengthening the regional centers such as Hartford, New London, and Middletown. Growth Management Principle #4 is to "Conserve and Restore the Natural Environment, Cultural and Historical Resources, and Traditional Rural Lands". It states the "goal of this plan is to preserve diverse landscapes that offer outdoor recreation, preserve fragile natural communities, agricultural lands, and habitats for plants and animals, protect and enhance water resources, and offer green spaces accessible to residents, both in the country and in the cities. These natural, scenic, recreational, and historic areas of the state are essential to the quality of life, are important economic assets in Connecticut, and must be maintained and protected from adverse effects. Preserving this heritage is a challenge in such a small, densely populated state with a limited land and water resource base. Future development must occur in careful balance with the protection of these resources."

The State Plan of Conservation and Development set several objectives under this management principle. The State Plan has designated areas as either development areas or conservation areas. East Haddam has over ninety-five percent (95%) of its land designated as a conservation area.

The Conservation Areas are broken into four main categories:

- (1) **"Existing Open Spaces"** The State has an overall goal of preserving 21% of the State's land. East Haddam is home to several State forests and parks such as Devil's Hopyard State Park, Machimoodus State Park, Babcock Pond Wildlife Management Area, Eightmile River Wildlife Management Area, and Gillette Castle State Park, along with properties owned by the Town of East Haddam, The Nature Conservancy, and the East Haddam Land Trust.
- (2) **"Preservation Areas"**, which include wetlands, floodplains, lake resources, and Long Island Sound resources. Due to the critical nature of their resources, the goal for "Preservation Areas" is to manage the areas to the greatest degree feasible as no-build areas and no-net-loss areas. The Connecticut, the Salmon, and the Eightmile Rivers, along with the Upper Moodus Reservoir, are some of the most scenic areas in the State and contain valuable natural resources. The Connecticut River and the lower section of the Salmon River are also part of the Gateway Conservation Zone. The riparian zones around our rivers, streams, and lakes need to be protected if the management goals are going to be met.
- (3) **"Conservation Areas"** Conservation Areas are areas that have not been protected and include prime agricultural lands, contiguous forest blocks, significant sand and gravel resources, historic areas, trap rock ridges, greenways, the fringe of the 100-year flood plain, scenic and recreation river corridors, and areas protected by conservation

easements. The State has identified those areas that link the "Existing Open Space" and "Preservation Areas" as areas that should be given consideration for conservation measures. This includes vast contiguous forest areas of the Eightmile River and the Salmon River Watersheds, riparian corridors around the smaller streams and brooks that feed our major streams, and the unprotected agricultural lands that are still under farm use.

(4) **“Rural Areas”** "The State Plan seeks to properly scale responses to identified economic and social issues and to concentrate development activities within, or adjacent to, traditional village areas in order to maintain rural character and to protect environmentally sensitive places. Techniques such as open space development (cluster development with its primary aim being the preservation of open space), regulations to encourage new development that meshes with historical development, mixed use development in community centers, and traditional street networks are some of the methods recommended to maintain rural character and the resources that define that character. Additional guidelines include the use of best available design practices and control methods to non-point water pollution sources; encouraging greenway projects; vigorously pursuing sewer avoidance programs and limiting development to those uses and densities that ensure indefinite, functioning on-lot systems (septic and water)."

The East Haddam Zoning Regulations have several options available which allow village designs and cluster development.

- a. East Haddam has adopted one of the State's first Village Districts in the East Haddam Village area which allows mixed use with specific design controls.
- b. The Floating Zone regulations allow for the creative reuse of resort properties in planned residential developments.
- c. The Historic Parks regulation allows development that recreates a single period of time in American history.
- d. The Conservation Subdivision regulation allows clustering to preserve open space.

- **Wetlands and Watercourses** Wetlands and watercourses are prominent parts of the East Haddam landscape. Wetland soil groups are distributed fairly evenly throughout the Town. Wetland soil types are soils designated poorly drained, very poorly drained, alluvial, and flood plain by the National Cooperative Soils Survey. The term “watercourses” encompasses rivers, streams, brooks, waterways, lakes, ponds, marshes, swamps, bogs, and vernal pools.

The East Haddam Inland Wetlands and Watercourses Commission is the main local regulatory authority charged with the protection of these areas. Wetlands and watercourses are protected by the Inland Wetlands and Watercourses Act pursuant to Connecticut General Statutes Section 22a-36 to 22a-45, as amended. "The protection, preservation, maintenance and proper use of wetlands and watercourses prevent damage from erosion, turbidity or siltation; prevent loss of fish and other beneficial aquatic organisms, wildlife and vegetation and the destruction of the natural habitats thereof; deter and inhibit the danger of flood and pollution; protect the quality of wetlands and watercourses for their conservation, economic, aesthetic, recreational and other public and private uses and values; and protect the state's potable fresh water supplies from the

dangers of drought, overdraft, pollution, misuse and mismanagement by providing an orderly process to balance the need for the economic growth of the state and the use of its land with the need to protect its environment and ecology in order to forever guarantee to the people of the State, the safety of such natural resources for their benefit and enjoyment and for the benefit and enjoyment of generations yet unborn."

The Conservation Commission and the Planning and Zoning Commission also have advisory and regulatory roles that can assist in the protection of wetlands, watercourses, and waterbodies. The Standards of the Lower Connecticut River Gateway Commission have been adopted as part of the East Haddam Zoning Regulations, and it is the goal of this Plan, to protect to the greatest extent possible, the significant tree cover in East Haddam, especially within the Gateway Conservation Zone along the Connecticut River.

There are several tributary streams that have significant wetland soil concentrations along their banks. Succor Brook, Hungerford Brook, Hemlock Valley Brook, Roaring Brook, Cranberry Meadow Brook, Lake Hayward Brook, Early Brook, Pine Brook, and Molly Brook are the tributaries with the highest wetland soil concentrations. The Moodus River, the Eightmile River, the Salmon River, and the Connecticut River all are within the boundaries of East Haddam.

The riparian protection or "buffering" from watercourses and wetlands is an effective way of protecting water quality and of providing wildlife habitat. Riparian buffers protect water resources by improving water quality through the infiltration of pollutants and sediments, stabilization of stream bank slopes and riverbeds, and improvement in abundance and diversity of wildlife habitat by providing travel corridors and improved aquatic habitat. The riparian buffer required for protection varies depending on the existing land cover, soil type, slope, and intensity of a proposed use. Buffering mechanisms are considerations in reviews by the East Haddam Inland Wetlands and Watercourses Commission and the Planning and Zoning Commission.

East Haddam has three lakes: Bashan, Hayward, and Moodus Reservoir. Bashan Lake is a natural lake raised by a dam built around 1860 to a depth of 48 feet, and has a surface area of 276 acres. Lake Hayward, (formerly Shaw Lake), is also a natural lake raised by a dam in 1877. The lake has a maximum depth of 37 feet and a surface area of 189.9 acres. The Moodus Reservoir is an artificial waterbody created with a dam in 1882. The dam was created to provide water power to twelve mills along the Moodus River. The Reservoir is divided by a causeway into the Upper and Lower Moodus Reservoirs. The Reservoir has a total area of 451, acres and a maximum depth of 10 feet. A very small section of East Haddam borders Pickerel Lake, which is located in Colchester.

- **Forest Land** East Haddam is fortunate to have a very high percentage of its landmass in forest cover. This forest cover is a third generation of forest cover that has had a chance to mature since the agricultural times of pre-1920. The Eightmile River Watershed has forest cover over 85% of the landmass, while the rest of the watersheds average between 60% to 80% forest coverage. These contiguous forested areas provide habitat for a vast array of wildlife.

- **Open Space Preservation** The Open Space Committee has created a protocol for property purchases and has developed a format which prioritizes the various watersheds and specific areas throughout the Town. The Eightmile River Watershed and the Upper Moodus Reservoir were given the highest value. Next was Whale Bone Creek Watershed (Roaring Brook and Hemlock Valley Brook), then areas that drain directly to the Connecticut River (Chapman's Pond and Succor Brook), followed by the Salmon River stream belt, and finally, the Moodus River stream belt. This goal of open space preservation is in conformance with the various state and local agencies' plans. The Town also voted to authorize a \$5 million dollar bond for open space acquisition purchases. It should be noted that the efforts of the Town, the State of Connecticut, the East Haddam Land Trust, and The Nature Conservancy, and through the acceptance of conservation easements have preserved over 2000 acres since 1995.

Connecticut General Statutes Section 7-131a designates the Conservation Commission as the steward of all municipally owned open space. The Commission also oversees any municipally held conservation easements.

See Appendix IX & X – Open Space Ordinance, Protocol, & Priorities

- **Protection of Ground Water Resources** East Haddam contains two major types of water-bearing materials: unconsolidated deposits and bedrock aquifers. An aquifer is a geological deposit or formation that contains sufficient saturated permeable material to yield usable quantities of water to wells. Stratified drift (layers of sand, gravel, and silt) is the most productive source of ground water for individual wells in the Town. The highest yields are generally obtained from thick coarse-grained deposits located near the larger rivers. Unfortunately, stratified drift deposits generally conduct water and pollutants easily and are thus highly susceptible to contamination. The Department of Environmental Protection recommends that high-risk uses such as industrial and commercial sites be prohibited over aquifer recharge zones. They also recommend that protection be provided by land acquisition or low-density development.

For areas designated as Existing Preserved Open Space, Preservation Areas, Conservation Areas, and Rural Lands, the State Plan recommends that each municipality encourage new land uses that are either low-density development or preserved open space. A general density guideline for potential water supply watersheds requires a minimum lot size of one dwelling unit per two acres of "buildable" area, and encourages cluster style development to lessen impervious surfaces and avoid development in more sensitive areas. The State also recommends that septic systems be designed to function indefinitely, and for the avoidance of sewage collection systems, except when it is essential to solve existing area-wide problems.

The Town has four identified aquifer areas. The identified aquifers are the Eightmile River Aquifer, the Moodus River Aquifer, the Salmon River Aquifer, and the Moodus Reservoir Aquifer. All contain stratified drift and are zoned for residential use. Although the Moodus River, Salmon River, and Moodus Reservoir Aquifers are zoned as R1 (1 acre minimum areas), due to the presence of wetlands, watercourses, slope, and ledge, the overall buildout potential is less than one unit for every two acres.

The East Haddam Water Pollution Control Authority has regulatory authority to protect ground and surface waters. The Authority serves the community in four main capacities. One is the oversight of the operation and maintenance of the East Haddam Village sewer treatment plant and collection system. The second function is to review septic systems for large facilities that produce flows of over 5,000 gallons per day. It is the Authority's charge to ensure proper measures are in place for the continued proper operation and maintenance of these facilities. The third function is to work in conjunction with the other Commissions and Boards to review plans and proposals, along with analyzing existing systems for their impact on East Haddam's natural resources. The Authority has endorsed a sewer avoidance program that is consistent with the State's Plan of Conservation and Development. Sewer avoidance programs have been considered a useful and necessary tool to avoid urban sprawl inconsistent with historical or desired development patterns. The Authority concluded that sewer avoidance is appropriate as a policy for the entire Town, but in particular, the many important ecological and recreational water resources areas including the Salmon, Eight Mile and Connecticut Rivers, Lake Hayward, Bashan Lake, Moodus Reservoir, and Pickerel Lake. The fourth duty of the Authority is its membership in the Southeastern Connecticut Water Utility Coordinating Committee process. This Committee's charge, as designated by Connecticut Public Act 85-535, is to insure a safe and adequate supply of water for all residents and to develop plans that meet the community's needs. The Town of East Haddam has been awarded an Exclusive Service Area Declaration. The Authority, with assistance from the State, will oversee the development of a water supply plan that covers the next fifty years.

- **Development Design** The East Haddam Planning and Zoning Commission has adopted the Four Step Development Process. Any future development project designated by the State Plan of Conservation and Development as Preservation Areas, Conservation Areas, and Rural Areas shall continue to use the "Four Step Development Process" that is part of the East Haddam Subdivision Regulations. This design process identifies historical, cultural and natural resources, potential open space corridors, views and vistas, sensitive wildlife areas, conservation areas, and other areas that should not be adversely impacted by development. This process is set up for the purpose of gathering information from the public and other boards and commissions. Information on environmental, historical, and archeological factors can assist the applicant and the Land Use commissions in the decision making process. The Planning and Zoning Commission may make referrals to other municipal, State, or Federal agencies for review and comment.

#### Step One: Identifying Conservation Areas

Conservation Areas limited to regulatory jurisdiction such as wetland and floodplains; and Conservation Areas including those unprotected elements of the natural landscape such as steep slopes (20% or greater); mature or productive forestland; potential contiguous open space or connective green belts; prime farmland; land that protects critical or threatened species or communities of special concern as identified by the Department of Environmental Protection; areas that have recreational value as

recommended in the Recreation and/or Open Space Plan component of the Plan of Development; wildlife habitats, and cultural features such as historic and archeological sites; and scenic views and vistas. This phase will require the property boundary to be located, the wetland areas to be delineated, and the services of professionals such as a biologist and/or a landscape architect to determine the potential Conservation Area.

#### Step Two: Locating Developable House Sites

The second step involves locating approximate house sites on suitable soils outside of the Conservation Areas. Random soil testing throughout the property, in a grid of approximately 200 feet apart, will give a general indication of the area's suitability for development.

#### Step Three: Aligning Streets and Driveways

The third step consists of tracing a logical alignment for the location of streets to serve the house sites, and which street pattern is in harmony with the natural topography to minimize cuts and fills.

#### Step Four: Drawing in the Lot Lines

The final step is to draw in the lot lines.

#### **• Use of Best Management Practices for Stormwater Management, Soil Erosion and Sediment Control.**

The Planning and Zoning Commission and Inland Wetlands and Watercourses Commission have committed, through their regulations, to the implementation and enforcement of the 2002 Connecticut Guidelines for Soil Erosion and Sediment Control as amended, and the 2004 Connecticut Stormwater Quality Manual.

#### The guiding Stormwater Management Principles are:

1. Preserve predevelopment site hydrology (i.e. runoff, infiltration, interception, evapotranspiration, groundwater recharge, and stream baseflow) to the extent possible.
2. After construction has been completed and the site is permanently stabilized, reduce the annual total suspended solids loading by 80 percent (80%).
3. Preserve and protect wetlands, stream buffers, natural drainage systems and other natural features that provide water quality and quantity benefits.
4. Manage runoff velocity and volume in a manner that maintains or improves the physical and biological character of existing drainage systems, and prevents increases in downstream flooding / streambank erosion.
5. Prevent pollutants from entering receiving waters and wetlands in amounts that exceed the system's natural ability to assimilate the pollutants and to provide desired functions.
6. Seek multi-objective benefits (i.e. flood control, water quality, recreation, aesthetics, habitat) from stormwater control measures.

#### The basic principles of effective soil and erosion control include:

1. Use effective site planning to avoid sensitive areas such as wetlands and watercourses;
2. Keep land disturbance to a minimum;
3. Stabilize disturbed areas;

4. Phase land disturbance on larger projects by starting subsequent phases after disturbed areas are stabilized;
5. Keep runoff velocities low;
6. Protect disturbed areas from stormwater runoff;
7. Properly install perimeter control practices;
8. Limit construction during months when runoff rates are higher;
9. Implement a thorough maintenance and follow-up program;
10. Assign responsibility for the maintenance.

All new applications and construction projects are required to conform to these guidelines.

- **Taxation of Open Land** Public Act 490 is the Connecticut law (Connecticut General Statutes Sections 12-107a through 107-f) that allows farm, forest, or open space land to be assessed at its use value rather than at its fair market or highest and best use value (as determined by the property's most recent "fair market value" revaluation) for purposes of local property taxation. Without the lower use value assessment, many landowners would have to sell the land because they would not be able to afford the property taxes on farm, forest, or open space land. When the legislature passed Public Act 490 in 1963, it included (and still includes) in the law's wording that "it was in the public interest to encourage the preservation of farm, forest, and open space land." Even with the lower property taxes collected, towns do not sacrifice property tax revenues because of Public Act 490. Studies done across the nation, and closer to home by the American Farmland Trust, have conclusively proven that property tax revenues generated by farm, forest, or open space land are far greater than expenditures by the town to service that land. The Planning and Zoning Commission clarified the intent of the Town's use of Public Act 490 in November 10, 1998 with the following intent statement:

*"It is recognized by this Commission that open spaces contribute to preserving the Town's rural character, increase property values, and help restrain the cost of municipal services, and it is the intent of the Commission to encourage the preservation of open spaces by the means of open space designation under the provisions of Section 12-107e of the Connecticut General Statutes. The Town of East Haddam for the past twenty five years has established a fair and equitable method of assessment on lots subdivided but not built upon or separated by deed. This method of assessment should continue. Whether part of a subdivision along an existing road or one created with the construction of a new road, it is understood that lots not built upon do not bear any additional burden on the taxpayers. The Commission's intent is to allow for the creation of neighborhoods that meet the intent of the owner, rather than force the owner to immediately develop lots due to fiscal concerns. If these subdivided lots are designated as open space lots, the financial burden is lessened, and the owner may lengthen the actual time to build out all of the lots. Part of the function of the Planning and Zoning Commission as prescribed under the Connecticut General Statutes - Section 8-2 is to provide "adequate provision for transportation, water, sewerage, schools, parks, and other public requirements"; "and encourage the most appropriate use of land throughout such municipality." Allowing an owner the flexibility to deed out parcels over an extended period of time also allows for the municipality to provide infrastructure improvements in an orderly fashion.*

*The designation of these subdivided lots as open space lots benefits the owner and the Town of East Haddam. In the case of vacant subdivided lots, only lots that have been deeded out shall be declassified from the open space designation.”*

***“Pursuant to the provisions of Section 12-107e of the Connecticut General Statutes, as amended, all land that is vacant or portions of land not built upon that is in excess of the minimum zoning requirement for area is eligible for open space designation.”***

- **Natural Resource Mapping** In 2000, the Town of East Haddam invested in a Geographical Information System (GIS) program. This electronic mapping system includes many features unavailable to previous plans of conservation and development. As advanced as the mapping may seem, the mapping layers are still general in nature and do not replace field investigation and survey work. The program is also based on aerial photography that should be updated every five to ten years to maintain a current inventory of the Town's natural resources, new structures, and changing land use patterns. Additional information is available through the University of Connecticut Community Resource Inventory website. Natural Resource Maps in this inventory are included in Appendix XVIII.

## **Goal**

East Haddam’s natural environment, including its forested areas, geological features, agricultural lands, lakes, rivers, streams, wetlands, and their various ecosystems, supports a wide diversity of plant and animal species, and is vital to the quality of life in East Haddam. Taking direction from East Haddam’s citizens, as expressed in the 1997 and 2006 public opinion surveys, a major goal of this Plan is to (a) conserve East Haddam’s natural environment and traditional agricultural lands and (b) protect and ensure the integrity of East Haddam’s environmental assets and natural beauty, while (c) managing growth according to the best environmental practices available.

## **Policies and Recommendations:**

### **1. Maintain a comprehensive natural resource inventory, including mapping.**

a. The Conservation Commission, with the assistance of the Land Use Office, Department of Environmental Protection, related public agencies, and private organizations shall continue to update and enhance the existing natural resources inventory.

b. The Geographical Information System (GIS) should be updated by the Land Use Department every five to ten years in order to maintain a current inventory of the Town's natural resources, new structures, and changing land use patterns. See Maps - Appendix XX.



## **2. Aggressively pursue open space preservation in accordance with East Haddam's Open Space Ordinance.**

a. The Town, with assistance from State and private organizations, shall continue to pursue open space acquisitions of properties that meet the criteria of the ordinance. Efforts should continue to be made with the Conservation Commission, the East Haddam Land Trust, the State of Connecticut, The Nature Conservancy, and other conservation organizations to educate the public about various options and resources available to preserve land as open space. See Appendix VIII - Parks and Preserves with Public Access.

b. If East Haddam is going to remain rural, then one-half of the potential buildable (undeveloped and unprotected) land needs to be transferred into protected lands through easements and acquisitions. Future bonding or other fund dedication will be necessary to continue the goal of open space preservation. Over the next 15 to 25 years, the Town should explore every mechanism available to set aside ten thousand of the twenty thousand acres of undeveloped land. While this seems like an ambitious goal, it should be noted that the efforts of the Town, the State of Connecticut, the East Haddam Land Trust, and The Nature Conservancy, and through the acceptance of conservation easements, have preserved over 2000 acres since 1995.

**3. Encourage the preservation of existing farmlands and forestland, existing farm operations, agricultural soils, and farm architecture.** The preservation, whether through acquired development rights or outright purchase, is important on a local and State level. Local Farms and forestland provide for a diverse local economy, provide locally grown and raised products, preserve open space and wildlife habitat, and retain a rural quality of life.

a. The Town, through the Open Space Committee, Conservation Commission, Planning and Zoning Commission, and East Haddam Land Trust, and in coordination with other partners such as State and Federal agencies, should actively pursue the preservation of prime farmland, farmland soils, and forestland.

b. The Board of Finance and the Board of Selectmen should research the statutes for any possible tax relief available to help existing or new farm operations. The preservation of farmland through acquisition or development rights and the tax relief of Public Act 490 may not be enough to preserve operating farms. The "land" is not a farm. Farming is the act of tilling and caring for the land. Farms can include farm animals. A farm owner who cannot afford to operate his/her farm will likely sell it or let it revert to brush and ultimately forestland. A farm that does not operate as a farm will not contribute to the rural character that so many residents of East Haddam appreciate and want to preserve.

**4. Farmland, Forestland, and Open Space Property is to be assessed and taxed at its use value.**

a. The Town, through the Boards of Selectmen and Finance, along with the Planning and Zoning Commission, shall keep in effect the present tax incentives through Public Act 490 for excess property.

**5. The Town shall protect wetlands, watercourses and waterbodies.**

a. The Town, through the Land Use commissions, shall continue to protect wetlands, watercourses, and waterbodies. The protection of watercourses is also dependent on proper riparian zone management.

b. The Land Use commissions shall request appropriate funding to protect wetlands and watercourses not only for enforcement, but also for continued education to understand the importance of these valuable resources.

**6. Preserve areas of special importance, which includes areas designated on the Connecticut Natural Diversity Database, the State Historic Preservation Office, and other significant areas.**

a. The Open Space Committee, the Conservation Commission, the Inland Wetlands and Watercourses Commission, and the Planning and Zoning Commission through the application process shall continue to review areas of special importance and preserve these areas. Prior to the approval of any public or private project, (i) coordination shall be made with the State of Connecticut Natural Diversity Database and the State Historic Preservation Office, and (ii) the review shall use the biodiversity study conducted by the Eightmile River Watershed Committee to further biodiversity protection.

**7. Use of the Four Step Development Process.**

a. The Land Use Commissions shall continue to use the Four Step Development Process that is part of the East Haddam Subdivision Regulations.

**8. The Town should continue to enhance the stewardship program for open space which is preserved under the town's auspices.**

a. An asset inventory of all areas should be completed by the Conservation Commission, and guidelines should be established to protect unique or fragile natural areas and habitat, including mature and old growth forest.

b. The Conservation Commission, with assistance from other commissions and boards, should develop management plans for all town-owned parcels and parcels held in conservation easements that the Town controls. The management plan should balance the environmental integrity of the parcel with the recreational needs of the community.

c. The Conservation Commission should also review town-owned lands for potential implementation of forestry practices. Forestry products are a renewable resource, and if conducted as a selective harvest, causes little overall disruption. A long-term plan should be developed to provide the highest possible level of assurance that forest practices will

protect ecological values and scenic qualities. The Conservation Commission should recruit professionals (a forester and a biologist to balance views) to assist in the process of designating specific properties where harvesting would be allowed.

d. The oversight of Town owned properties and conservation easements requires monitoring and enforcement that requires hours of volunteer time and/or adequate staffing. Funds derived from forest product sales should go back to the open space acquisition fund and to fund stewardship projects.

## **9. Continue to support the efforts of the Lower Connecticut Gateway Commission**

a. The Town, through the East Haddam Planning and Zoning Commission, will continue to support the efforts of the Lower Connecticut River Gateway Commission, embraced and adopted by the Town of East Haddam in 1973.

b. The Town will continue to act in partnership with the Lower Connecticut River Gateway Commission through its two appointed Gateway Commission members.

c. The Planning and Zoning Commission shall continue the implementation of Gateway Standards adopted as a part of the East Haddam Zoning Regulations. Such implementation will ensure the continued long-term protection and enhancement of the treed hillsides along the Connecticut River waterfront in East Haddam.

## **10. Fulfill East Haddam's commitments under the Eightmile River Watershed Management Plan.**

a. The Town supports designation of the Eightmile River Watershed as part of the National Wild and Scenic Rivers system.

b. The ***Eightmile River Watershed Management Plan*** is incorporated as part of this Plan of Conservation and Development.

c. The Town will act in partnership with the Eightmile River Wild and Scenic Stewardship Committee in implementing the Eightmile River Watershed Management Plan in order to achieve the long-term protection and enhancement of the watershed's outstanding resource values.

d. The Eightmile River Watershed Management Plan identified four Priority Management Issues, which East Haddam has also endorsed, as the key issues that will be most effective in preserving the Eightmile River Watershed. The Watershed Management Plan also outlines Tier One and Tier Two management tool solutions for each of these issues (See Appendix III for a full list by implementing entity along with notes on current implementation status for East Haddam.) These Priority Management Issues and the primary Tier One Tools are outlined as follows:

1. Riparian Corridor Protection- *Recommended Action*: Adopt a River Protection Overlay Zone for all perennial streams and rivers in the Eightmile River Watershed that provides a 50-foot setback on small headwaters streams, and a 100-foot setback on larger streams.

2. Habitat Fragmentation - *Recommended Action*: Commit to making protection of important habitat blocks an open space conservation priority, and be a partner in pursuing federal funding to support such types of acquisitions.

3. Increase in Impervious Surfaces - *Recommended Action*: Each community commits to a maximum impervious surface goal of 10% for any local watershed, and 4% for the Eightmile River Watershed as a whole. (Additional details in Appendix III).

4. Stormwater Management- *Recommended Action*: Three actions have been identified including:

(i) Require the design, implementation and maintenance of all new stormwater systems to be consistent with the 2004 CTDEP Stormwater Quality Manual;

(ii) Complete a Stormwater Management Plan for each municipality's stormwater system, as described in the State's General Permit for Small Municipal Stormwater Systems;

(iii) Adopt The University of Massachusetts guideline for watercourse crossings, an approach that is used by the Army Corps of Engineers (New England Region).

e. Some of the Tier 1 and Tier 2 Tools have been implemented, and this has been noted in Appendix III. Some of these tools have been incorporated into the zoning and subdivision regulations, so the implementation is for several watersheds. Others have been incorporated with an overlay regulation for the Eightmile River (Section 10.1.3.2 of the East Haddam Zoning Regulations). The tools that have been implemented should remain in place unless science driven research determines that changes should be made.

f. In collaboration with the Eightmile River Wild and Scenic Coordinating Committee, the Planning and Zoning Commission, the Inland Wetlands and Watercourses Commission, and the Conservation Commission should review the Tier 1 and Tier 2 Tools from time to time and work to complete adoption of all appropriate management recommendations.

g. The Planning and Zoning Commission, the Inland Wetlands and Watercourses Commission, the Conservation Commission, and the Open Space Committee should review these management tools to determine if some or all of the mechanisms could be used in other watersheds in East Haddam.

See Appendix III – Eightmile River Watershed Tier One and Tier Two Management Tools, and Appendix IV Planning and Zoning Regulations – Section 10.1.3.2 – Eightmile River Overlay District.

**11. Protect Ground Water Resources, including identified aquifer protection areas.**

a. The Planning and Zoning Commission, with assistance from the Department of Environmental Protection, will continue to insure such permitted uses will protect identified aquifers.

**12. Continue to implement Best Management Practices for stormwater management, soil erosion and sediment control.**

a. The Planning and Zoning Commission and Inland Wetlands and Watercourses Commission have committed, through their regulations, to the implementation and enforcement the 2002 Connecticut Guidelines for Soil Erosion and Sediment Control as amended, and the 2004 Connecticut Stormwater Quality Manual.

b. All new applications and construction are required to conform to these guidelines.

**13. Septic System Disposal and Well Water Consumption shall be monitored.**

a. In accordance with existing Water Pollution Control Authority (WPCA) policy, all of East Haddam except those areas now serviced by the sewer treatment plant shall remain as a designated sewer avoidance area.

b. The State Plan of Conservation and Development and the Department of Environmental Protection stress that for those areas designated as Conservation Areas, towns should avoid the introduction of sewage collection systems or water lines except to solve existing area wide problems, and only after all feasible alternatives have been explored. It will be the policy of the Town of East Haddam boards and commissions to follow these procedures.

c. The WPCA, with the assistance of the Chatham Health District, is in the process of developing a protocol to investigate potential pollution problems in lake watersheds, grouped by minor drainage areas.

d. The WPCA shall review alternative systems

**14. Support the East Haddam Lakes Association's efforts to protect the lakes as environmental and recreational resources.** The protection of our lake resources will require the combined efforts of the East Haddam Lakes Association, the Conservation Commission, the Inland Wetlands and Watercourses Commission, the Planning and Zoning Commission, The Water Pollution Control Authority, the Board of Selectmen, the Chatham Health District, and the Department of Public Works.

a. The Lakes Associations and the Chatham Health District shall continue water monitoring programs of the lakes for sources of pollution (i.e. septic systems, residential nonpoint sources, stormwater, and other potential sources).

b. Continue to explore and implement methods of prohibiting, mitigating, and eliminating invasive species. The Department of Environmental Protection and the University of Connecticut Extension Service provide updated publications about identifying and controlling invasive species. The Department of Environmental Protection has developed a Non-Native Invasive Plant Species Policy. They also maintain a list of non-native invasive species.

c. Support education programs for property owners in the lake watersheds. The programs should include, but not be limited to, retention and creation of buffers along water bodies, proper lawn care practices to reduce fertilizers, and septic system maintenance.

d. Work with the Public Works Department and the private lake associations to implement Best Management Practices on existing storm water facilities.

e. Require that all new projects (public or private) shall conform to the Connecticut Stormwater Quality Manual and the “Best Management Practices” available. The Planning and Zoning Commission shall continue to review mechanisms to limit the amount of impervious surfaces created.

f. Potential pollution sources should be analyzed on a subwatershed basis with the assistance of the local health district, the Water Pollution Control Authority, and the Land Use Office.

## **15. Develop and implement mechanisms to reduce the effects of pollution on the environment.**

### **a. Promote energy conservation**

i. Travel - The State of Connecticut Plan of Conservation and Development stresses the need to reduce the number and length of daily vehicle trips generated from our residents. Development patterns should continue to be concentrated within, or adjacent to, the village centers. This is a key Smart Growth Initiative. Concentrating the Town’s schools, recreational facilities, entertainment entities, and commercial centers allows the community to gather in common areas to communicate and strengthen the sense of community, creates efficiency in travel distance and time, and continues to strengthen existing commercial centers.

ii. Energy Efficient Design Standards - The Town, through new public projects or rehabilitation of existing public facilities, should incorporate energy efficient design standards as a construction standard. The private sector should be able to demonstrate how new construction or rehabilitation projects are energy efficient. This would include the use of energy efficient material, solar orientation, solar assisted forms of heating and

electricity, geothermal, or other sources of energy conservation. The Planning and Zoning Commission shall monitor energy conservation technologies, and when proven effective, shall encourage the application of appropriate technologies by incorporating them as regulatory requirements where possible.

**b. Light Pollution**

i. The Planning and Zoning Commission, through the site plan review process, shall approve plans that implement the effective management of outdoor lighting. These lighting plans shall maximize energy conservation, control glare and “skyglow” through shielding, and prevent light trespass, without sacrificing safety or security.

ii. The Board of Selectmen and the Board of Education should inventory existing Town use of outdoor lighting and determine if there is a possibility to reduce lumens, shield existing lighting, and set lights on timers or motion detectors. This would reduce energy consumption, extend bulb life, and minimize impacts on the wildlife and the neighbors.

iii. The Town as a whole should look for methods to incorporate the usage of subdued lighting. The Board of Selectmen, with assistance from the Planning and Zoning Commission, should explore the need for a lighting ordinance.

iv. The International Energy Conservation Code, (part of the Building Code), requires that commercial and industrial buildings use full cutoff luminaires for exterior lighting. This code shall be followed through reviews of the Planning and Zoning Commission and the Building Inspector. To prevent light trespass, the Planning and Zoning Commission shall continue to use the Best Management Practices for exterior lighting.

**c. Recycling**

i. The Town shall continue to implement the Best Management Practices for recycling. The State’s Plan of Conservation and Development has targeted the removal of 40% of the waste stream through recycling.

ii. The Town should continue to educate the residents of East Haddam about the positive environmental and fiscal benefits of recycling. These educational programs should be coordinated between the Board of Selectmen, the Public Works Department, and the Conservation Commission.

**d. Noise Pollution** – The Connecticut General Statutes, under the Control of Noise Regulations (Title 22a Section 22a-69-1 to 22a-69-7.4), identify the limits of sounds that can be emitted from a specific premises, and what activities are exempt from the Noise Regulations.

i. The Planning and Zoning Commission, through the site plan review process, shall use the State's Noise Regulations as a guidance document in reviewing proposed

projects. The Commission should review the State standards and compare these standards to what is appropriate for a rural community.

ii. The Board of Selectmen should re-explore the need for a local noise ordinance.

iii. The Board of Selectmen, with assistance from the State Police and the Department of Motor Vehicles, should vigorously enforce existing State Noise Regulations concerning motor vehicles that exceed noise limits.

**e. Invasive Species** – Every effort should be made by citizens, volunteer groups, and associations to eliminate invasive species, while not harming indigenous species.

i. The Department of Environmental Protection and University of Connecticut Extension Service provide updated publications for identifying and controlling invasive species. The Department of Environmental Protection has developed a Non-Native Invasive Plant Species Policy and maintains a list of non-native invasive species.

**f. Air pollution**

i. East Haddam has a unique problem with the regular opening of the East Haddam Swing Bridge over the Connecticut River. The Board of Selectmen should request the State of Connecticut Department of Transportation to install signs stating “Please turn engines off when traffic is stopped for the bridge”. Such a sign exists in Mystic, and would improve air quality for other motorists, pedestrians, and residents.

ii. The Board of Selectmen should also request some form of signage that would alert the public if a lengthy delay is expected at the East Haddam/Haddam Swing Bridge.

**g. Littering and streetside blight**

i. Greater public educational and enforcement efforts need to be made by the Public Works Department, the Board of Selectmen, and the Conservation Commission to reduce littering. Whether littering occurs due to wind blown trash from the back of a vehicle on the way to the transfer station, or by the careless acts of a few, the presence of trash on our streets detracts from the rural character.

**16. The Town should be proactive with educating the public on sound environmental practices.**

a. The Conservation Commission, the Planning and Zoning Commission, the Inland Wetland and Watercourses Commission, the East Haddam Land Trust, and the Eightmile River Wild and Scenic Committee should cooperate in selecting or developing a pamphlet or articles for distribution in the Town newsletter to individual property owners/homeowners with information on sound environmental practices.



## **CHAPTER 4 - SENSE OF COMMUNITY & VOLUNTEERISM**

### **Background**

East Haddam's sense of community is a function of the fact that East Haddam is a small town; it is possible to know many of one's neighbors. Our sense of community is evidenced by the more than 75 active community organizations, including religious, athletic, arts, environmental, civic, etc. (see Appendix V - Local Community Groups, Boards, Committees, and Commissions).

Because of the smaller population and the way town government is organized, it is possible for individual citizens and community groups to participate directly in the decision-making processes of our Town's government. Many of the East Haddam Town government's needs continue to be met largely through the volunteer efforts of its citizens. Hundreds of hours are dedicated through non-profit organizations, public safety organizations, recreational programs, after school programs, clubs, boards, and commissions. Without this volunteer spirit, the Town would not function as it does.

### **Goal**

It is the goal of this Plan to maintain and nurture East Haddam's sense of community and volunteerism by promoting a community culture that encourages and facilitates community involvement from citizens of all ages and interests.

### **Policies and Recommendations**

The Policies and Recommendations in this section might apply to several groups and organizations; therefore, specific responsibility for particular tasks may not be designated.

#### **1. The Town shall provide for appropriate pedestrian access where needed.**

**a. Commercial and Public Areas.** The Planning and Zoning Commission shall require that new development located in established centers of population and commerce to include adequate, accessible and inviting public gathering spaces with pedestrian access to adjacent commercial and residential development. With respect to existing commercial areas, the following actions are recommended:

- i. Moodus Center recently completed Phase I of a multi-phase sidewalk improvement program. The remaining phase(s) of this program should be completed by the Board of Selectmen.
- ii. The Town should integrate the recommendations of both the Mobility Study and the Town Offices Site Re-Use Study to improve traffic flow, parking, public green spaces, and river access in East Haddam Village.

iii. Bike racks should be made available in the villages and at the libraries and schools. See Chapter 12- Municipal Facilities for more details.

**b. Residential Areas.** In the areas of greatest population density (R1/2 zone), the Planning and Zoning Commission shall require new development to include public sidewalks that connect in a logical progression to facilitate pedestrian travel to and from community centers.

**2. Promoting Inclusiveness in Our Community.** Town government, through the Board of Selectmen, the Recreation Commission, the Economic Development Commission and other groups, should encourage and facilitate organized social and special events open to all. Those events should build upon the cultural, historical, and environmental resources that provide the foundation to our rural community. The following recommendations should be considered:

a. Work actively to develop a community culture that supports all young people, enables them to thrive, and encourages them to become involved in the community in meaningful ways. This task is directed to all groups, but specifically to the Board of Education, the Board of Selectmen, and the Recreation Commission.

b. The Board of Education should look into the possibility of expanding after school programs for elementary, middle, and high school aged young people. This includes investigating after school transportation.

c. Expand substance abuse prevention efforts and counseling services, including involving community-wide resources.

d. Improve the Town's ability to deliver social services to its citizens. Transportation should be provided to seniors (and possibly others), when needed for elections, town functions, doctor visits, etc.

e. Town government should continue to maintain and enhance the Town Events Magazine and the Town web site. Both provide an opportunity for volunteer organizations to continue to communicate their goals (see Chapter 6 – policy 3).

f. Develop an internship program that enables interested, motivated young people to assist town boards and commissions to complete needed projects, by performing meaningful work (e.g., helping develop a digitalized database of historic sites and properties, updating the survey of scenic views and vistas, assistance with the Town web site and newsletter, etc.)

## **CHAPTER 5 HISTORIC CHARACTER AND PRESERVATION**

### **Background**

East Haddam's historic past is well documented. Prior to contact with Euroamericans, the Connecticut Valley was occupied by Native Americans as early as 12,000 B.C. and there are several distinct clusters of prehistoric sites in East Haddam. In 1662, a tract of land, including Haddam and East Haddam, was purchased from the Wangunk tribe by 28 young men from the Hartford vicinity. They paid thirty coats of a value not exceeding one hundred dollars and some reservation land in Chester.

Originally, East Haddam and Haddam were one community. The first settlement on the east side of the Connecticut River was on Creek Row, around 1670. East Haddam was incorporated as a separate society in 1704. The first Euroamerican settlers concentrated on agriculture as a means of living. Agriculture was soon followed by small mills, tanneries, and blacksmithing. Ship building along the Connecticut River followed, and the importation of cotton allowed the development of cotton mills. At one time, over a dozen cotton mills were located along the Moodus River. As the cotton mills declined in the 20<sup>th</sup> century, up to 49 resorts became destinations for vacationers from the New York and Boston areas. Much of this varied historical past is still visible throughout the Town.

Before the most hurried traveler even crosses the Connecticut River into East Haddam, the view from the Haddam side of the river must evoke the memory of an earlier, more peaceful time in history. If the traveler is "fortunate" enough to be greeted by the open swing bridge, the brief interlude will offer a glimpse of a slowly approaching river vessel against a unique backdrop of Victorian splendor amidst a traditional Connecticut Riverway scene. After the bridge is crossed, the Goodspeed Opera House, flanked on one side by the Gelston House, sets the stage for a journey through historic East Haddam Village. Carefully restored Colonial and Victorian era houses and other buildings lie nestled along both sides of Norwich and Moodus Roads, and continue to thrive today as dwellings, shops, offices and eating places. The Nathan Hale School House, in which the Revolutionary patriot taught for a brief time, is set on a hilltop overlooking the River just off Moodus Road. All together, more than 50 historically and architecturally significant structures contribute to this important historic district.

This sense of history continues in other parts of East Haddam as well. The Little Haddam Village area, centered around the East Haddam Town Hall, the Emmons tavern and the First Church of Christ Congregational at the junction of Town Street and East Haddam-Colchester Turnpike, preserve the flavor of the Town's Colonial past. Further north on Town Street, along the Moodus Green, the Amasa Day House highlights a remarkable cluster of significant buildings. The green in Millington is also the focal point for several faithfully restored historic buildings. The former Schmitt property in Johnsonville is a unique example of an individual's attempt to recreate a traditional New England Village.

These are but a few of the most significant areas where historic preservation is actively practiced in Town. East Haddam has four Historic Districts, several buildings and places listed on the National Register of Historic Places and Connecticut Historical Commission Inventory, and has conducted a survey of East Haddam's historical buildings and sites. This information can be found in Appendix VI.

## **Goal**

Preserve and enhance the historical, architectural, archeological and cultural heritage of East Haddam.

## **Policies and Recommendations**

**1. Continue to support the work of the historic organizations.** This includes, but is not limited to, the East Haddam Historic District Commission, the East Haddam Historian, the East Haddam Historical Society, the Sons of the American Revolution (Nathan Hale School House), and the Connecticut Landmarks Society. As can be seen from the foregoing discussion, East Haddam has been very active in efforts to retain as much of its historical heritage as possible. The Town is indeed fortunate to have so many volunteers devoted to preservation. Their continued work needs to be supported through regulations that will preserve historical character, fiscal backing from the Town to continue their efforts, and the participation of the citizenry to continue to learn about our rich past.

**2. Prepare and maintain a comprehensive data base of all of East Haddam's historic assets.**

a. Using the *Survey of the Architectural and Historical Resources of the Town of East Haddam - Parts I & II* as a base document, the East Haddam Historic Commission should develop a comprehensive, digital inventory and mapping of East Haddam's historic buildings and the archeological evidence of its past, including Native American sites, past settlements, industries, commerce and agricultural practices. Mapping from 1700 to 1900 is available in what seems to be several random locations, e.g. - the Town Clerk's Office, the Rathbun and East Haddam Libraries, the State Library, various web search engines, and other historic references. These maps locate the structures and the owners of the time. East Haddam also had several school districts but the exact location of these building sites is known by only a few. It would be beneficial if the location of the maps and map titles could be catalogued for public use. The work of the Eightmile River Study should be incorporated into this inventory.

b. Stonewalls, old foundations, barns, and mill sites need to be further identified and protected. East Haddam and Moodus once depended on water power to run the mills. These sites need to be located, identified, and preserved, if feasible. This could be a combined effort of the Historic District Commission and the Conservation Commission.

c. The Historic District Commission should conduct additional surveys of properties and neighborhoods that may qualify as additional historic districts or to be designated as historic properties or sites.

d. The Town's remaining unpaved roads should be given consideration for preservation since they represent the highways of our past. See Chapter 11 - Transportation

e. East Haddam has twenty-three known cemeteries spread throughout the town. These cemeteries are a direct connection to our past, serve as a source of historical information, and incorporate a varied assortment of artistic styles. The sites and their access points need to be better defined and mapped. The East Haddam Public and Rathbun Libraries have detailed maps of some of East Haddam's cemeteries. The Town Clerk's Office and the individual places of worship are also sources of information. The Historical District Commission should add this to the inventory. See Appendix VII for a list of cemeteries in East Haddam, and Appendix XVIII for map of these sites.

f. Town records - In order to preserve and maintain East Haddam's history as it relates to documents, the Town Clerk shall take appropriate action, as determined by the State Public Records Administrator, for conservation and preservation. In addition, it is the long-term goal of the Town Clerk that land records be imaged to the land records system's computer and indexed to Volume 1, page 1. (As of this time, such information is available back to 1984.)

### **3. Protect and preserve East Haddam's historic character through the regulatory process and by facilitating the preservation and maintenance of historic structures and sites.**

a. This includes incorporating architectural standards for nonresidential structures, strengthening protection of archeological sites, facilitating adaptive reuse of historic structures, and requiring regulatory review before demolishing or significantly altering identified historic structures or archeological sites. The East Haddam Historic District Commission and the Planning and Zoning Commission oversee the regulatory process. Recently, the Town adopted Village District Zoning for East Haddam Village (See Appendix XIV), and included architectural standards in the zoning regulations governing the junction of Town Street, Mount Parnassus Road, and Norwich Avenue to better preserve the historic and architectural character of those neighborhoods.

b. Investigate/establish financial programs to assist in the maintenance and restoration of identified historic structures. Again, the Historic District Commission could take the lead on this.

c. The Historic District Commission should update and revise Historic District Guidelines to a digital format so they may be distributed to individuals residing in historic districts, interested in historic preservation.

d. There is a need for better protection and care of East Haddam's Town-owned cemeteries. The Board of Selectmen should have the Cemetery Committee evaluate the existing condition of the ten Town-owned cemeteries, and to make recommendations for their long-term viability.

e. New buildings will be the heritage of tomorrow and every effort should be made to ensure that contemporary architecture is of the highest quality. For public projects, all parties involved should understand this concept. For private projects, the Planning and Zoning Commission will bear the majority of the oversight and approval.

**4. Continue to educate the public about the benefits of historic preservation.** The Town's architectural and archeological heritage will survive only if it is appreciated by the public. Historic preservation protects hundreds of years of historic and architectural achievements. It enhances real estate values. It serves as a destination for individuals who seek to see preserved New England villages.

a. The Historical Society, Town Historian and Historic District Commission should continue their efforts to make the public aware of the benefits of historic preservation.

b. Consideration should be given to expanding mechanisms in the school system to better educate our young residents about East Haddam's rich history. The Board of Education is encouraged to enhance the existing American History curriculum to incorporate a greater appreciation of East Haddam's past.

## **CHAPTER 6 - CULTURAL LIFE AND RECREATION**

### **Background**

From the nationally acclaimed musicals produced at the Goodspeed Opera House and the historic landmarks, structures, and sites throughout East Haddam, to the ancient beat of drums from the Moodus Drum and Fife Corps, East Haddam offers a variety of cultural opportunities that are not found in most rural communities. As for outdoor activities, one would have to devote a substantial amount of time to enjoy all of the opportunities. Whether one decides to canoe on the Connecticut River to Chapman's Pond Nature Preserve, or hike through Babcock Wildlife Management Area, the adventure could be as short as an hour, or as long as the entire day. Outdoor activities enjoyed by many include hiking, jogging, biking, boating, fishing, hunting, outdoor photography, and wildlife observation. The Town has many other recreational opportunities available. The Connecticut River and the lower Salmon River, for example, are underutilized recreation resources. Only a small percentage of the population takes advantage of the magnificent scenery whether traveling by boat, canoe, or kayak. A quiet morning trip offers views of diverse habitats, mammals, waterfowl, birds of prey, and reptiles. What most don't realize is that these bodies of water are exceptional fisheries. During the right seasons, it is not uncommon to catch a 5-pound catfish, a 10-pound northern pike, or a 20-pound striped bass.

### **Goal**

East Haddam should encourage opportunities for recreational, cultural/artistic activities, and social interaction that take into account the range of interests of all citizens and the vast amount of cultural and outdoor resources we have. The Town should work to create a large, diverse, and sustainable program of activities.

### **Policies and Recommendations**

**1. Outdoor Recreation.** Town government, through the Board of Selectmen, the Recreation Commission, the Conservation Commission, the Open Space Commission, and other groups, should encourage and facilitate outdoor recreation. The following recommendations should be considered:

a. Provide improved facilities for Parks and Recreation, including office and storage space, and increased recreational space for all ages. This could be accomplished by developing a recreation complex or by enhancing existing facilities on Town-owned parcels. The Recreation Commission, the Board of Education, the Commission on Aging, and Youth and Family Services should each prepare a multi-year plan identifying recommended facilities, programs and staffing. Further discussion can be found in Chapter 12 - Municipal Facilities. A list of existing and proposed recreational facilities is found in Appendix XI – Recreational Facilities.

b. The Conservation Commission conducted a survey of East Haddam's scenic views and vistas in 1977. This survey should be updated, and a map indicating their locations on accessible parcels should be prepared. These sites, and others, could be photographed digitally, preserved in a user-friendly format, and incorporated into a guide booklet.

c. The Conservation Commission, in coordination with the Open Space Commission, Planning and Zoning Commission, and the Recreation Commission, should make provisions for as many forms of passive recreation as are suitable on Town-owned open space or town controlled conservation easement areas. They should continue to educate the public about passive recreational opportunities that exist on properties controlled by the Town, the State of Connecticut, the East Haddam Land Trust, The Nature Conservancy, and other non-profit entities.

i. The East Haddam Walking Trails booklet, produced by the Conservation Commission, is an excellent example of providing beneficial information to the public at a nominal cost. It may be possible to expand the East Haddam Walking Trails booklet to include other outdoor opportunities such as canoeing and kayak destinations. This would take a combined effort from the Conservation Commission, the Recreation Commission, the East Haddam Land Trust, and sportsmen's groups that frequent these areas.

ii. The State of Connecticut Department of Environmental Protection has initiated a "No Child Left Inside" program to reconnect families with the outdoors. This initiative can be expanded on a local level in even greater detail. The Town should make the public aware of the variety of outdoor opportunities that exist within ten minutes of our homes.

iii. The Planning and Zoning Commission, with assistance from the Recreation Commission and the Conservation Commission, should assess the availability and location of recreational areas, parks, and open space for each neighborhood. Are there recreational opportunities nearby, or should areas be designated to form mini parks or open space areas open to the public? The existing subdivision regulations do allow the Planning and Zoning Commission to consider the preservation of land for active recreation or open space. The active recreational use may be as simple as a community garden, or more elaborate, such as a playground. In the review of possible open space acquisition, subdivision applications, and special exception review applications, the Planning and Zoning Commission shall attempt to preserve scenic views and vistas and to provide for public access when feasible.

iv. In the 1981 Plan of Conservation and Development, the Conservation Commission recommended a study of the feasibility of establishing a linear park along the banks of the Moodus River. This study was to combine the efforts of the Conservation Commission, East Haddam Historical Society, the East Haddam Recreational Commission, the Planning and Zoning Commission, and interested citizens for this purpose. Most recently, the East Haddam Land Trust has expressed interest in creating such a park. Fortunately, after twenty-five years, the opportunity



still exists. These groups should explore the potential of forming a linear park that would allow access to some undisturbed natural areas and historic mill sites.

v. Other opportunities for trails should be explored. Recently, the public has brought up other trail possibilities. One is to connect East Haddam Village to Gillette's Castle, and the second is to connect trails from Hamburg Cove in Lyme, through the Eightmile Watershed in Lyme and East Haddam, to the Salmon River Watershed in East Haddam, East Hampton, and Marlborough. Some of these opportunities could be considered regional destinations because some of the greenways and waterways extend through several towns.

vi. East Haddam has many individuals who enjoy horseback riding but do not know what areas are available for public use. East Haddam has unpaved roads, Town parcels, and State parks and forest, but there is no single document that covers which trails are available to the public for horseback riding. The Conservation Commission should consider adding horseback riding trails into a future expanded trails booklet.

d. A study committee should be formed by the Board of Selectmen to determine what the long-term use of the field area (former Tyrsek property) at the Senior Center should be. Should it become a Town green? Should it remain as an open field to serve as a natural backdrop? If there are any plans to create a building in the front area, consideration should be given to reconstructing a replica of the barn that once occupied the site. These decisions will take considerable public input and should not be taken lightly.

e. Even though East Haddam has many acres of land in agricultural use, there is no centralized farmers market for the sale of local food and plants. Such a market would provide for increased farm income and provide local produce for residents. The Economic Development Commission should support local producers to see if such a market can be created. The Connecticut Farm Bureau Association and Agricultural Extension Service may be of assistance.

A list of existing open space recreational opportunities is contained in Appendix VIII- Parks and Preserves with Public Access.

**2. Educational, Cultural, and Artistic Activities.** Town government, through the Board of Selectmen, the Board of Education, the Library boards, and other groups, should encourage and facilitate the pursuit of educational, cultural, and artistic activities. The East Haddam Board of Education and the Town should continue to support opportunities that encourage a well rounded array of recreational and cultural activities throughout all stages of our citizens' lives. The following recommendations should be considered:

a. East Haddam, through the Board of Selectmen and the Board of Education,

should explore forming, and providing initial funding and space for an arts council to encourage, facilitate, and coordinate the efforts of groups and individuals, both adults and young people, for whom the arts are an important interest.

b. The Town should support the East Haddam Historical Society, the Sons of the American Revolution, and the Moodus Drum and Fife Corps in their efforts to keep the Town's past alive. See Appendix VI-Historic Preservation Efforts.

c. A study committee of East Haddam Public Library and Rathbun Library staff, board members, and patrons, should be formed to propose ways in which the public libraries can coordinate efforts to serve patrons better and to use resources more effectively. The study committee should report if there is a need for building facility and site upgrades, future expansion, or the desire to create satellite facilities.

d. Expand the after school hours of operation at the East Haddam Public Library.

e. The Board of Education, the Conservation Commission, the East Haddam Land Trust, the East Haddam Historical Society, and the Historic District Commission should strive to better educate our citizens of all ages about East Haddam's history and natural environment.

**3. Communications.** Communication has always been a difficult task. Town government, through the Board of Selectmen, should continue to enhance the Town newsletter and the Town web site. Both sites provide an opportunity for volunteer organizations to continue to communicate their goals. The Town should continue to provide a centralized, coordinated calendar of events on the Town web site, incorporating all events of town-wide interest. Other opportunities, such as centralized sign notices, should be reviewed.

## **CHAPTER 7 - QUALITY EDUCATION**

### **Background**

East Haddam has one of Connecticut's smallest school districts. The citizens of East Haddam take great pride in their children and in the school district, which is composed of three schools: East Haddam Elementary School located on Joe Williams Road, Nathan Hale-Ray Middle School located on Plains Road, and Nathan Hale-Ray High School located on School Lane. A new middle school to replace the Plains Road school has been completed on Clark Gates Road. The total student population in 2007 for grades PK-12 is approximately 1450. The schools are staffed by 121 certified teachers, 70 support staff, and 8 administrators.

### **Goal**

The goal of the East Haddam School District is expressed in the District's mission statement: "The mission of the East Haddam School District, where people are our greatest resource, is to develop a community of life-long learners through a rigorous instructional program delivered by a caring, competent staff dedicated to preparing productive citizens for our diverse and changing society".

### **Policies**

The District has its own strategic planning process which addresses:

**Curriculum**, including both educational programs and professional development.

**Relationships** between students, staff, teachers and administrators, parents, Board of Education, Town government, and community members aimed at creating a supportive learning environment.

**Facilities**, including modifications to present facilities and plans for new facilities in order to support the changing needs of the Town's children and to provide for the delivery of community-based programs. This includes the completion of the new middle school, renovation of the existing middle school into centralized district offices, renovation of the existing elementary school, and expansion and reconfiguration of the high school. A more detailed description can be found in the Municipal Facilities Chapter.

The East Haddam Public School System maintains a comprehensive web page that covers every aspect of the operation of our schools. This includes curriculums and plans, testing results, budgets, and facilities plans. The East Haddam Public Schools Strategic Planning Report, updated annually, is available at the Superintendent's office or at <http://www.easthaddamschools.org>.

## **CHAPTER 8 - ECONOMIC STRENGTH**

### **Background**

East Haddam has a multitude of strengths upon which we can capitalize. It starts with our world class natural resources (the Connecticut, Salmon, and Eightmile Rivers, Chapman's Pond, large undeveloped areas including 2,000 acres of State parks and forest, and a diversity of animal and plant life). Added to that is a rich historical setting (4 historic districts and 17 sites and structures listed on the National Register of Historic Places), the Town's resorts, golf courses, inns, specialty shops, and the cultural foundation of the Goodspeed Opera House and other cultural venues. A 2004 report published by the Connecticut Commission on Cultural Tourism, stated "Arts, film, history, and tourism together accounted for over 14 billion dollars in economic activity and 170,000 jobs in Connecticut". East Haddam has all of the components for Resource Based Tourism (cultural – Goodspeed Opera House and the arts, historic – historic structures and villages, environmental – State parks and forest). Presently, 500,000 tourists visit East Haddam annually. Finally, the Town's centralized location makes East Haddam accessible to many. Hartford, New London, and New Haven are only a thirty minute drive. Lower Fairfield County is within ninety minutes, while New York, Boston, and Providence can be reached within two-and-one-half hours.

As of 2007, East Haddam's tax base is overwhelmingly residential and dependent on individual property owners for more than 90% of its tax revenue. East Haddam is also a growing community, and with growth comes the increased need for investment in infrastructure (school, roads, etc.). In 2007, 6.1% of the Property Grand List was commercial or industrial property. It is common for rural communities to have lower percentages in non-residential tax base, but East Haddam is well below other local communities. Chester is around 18%, Essex was 14% in 2006, and Deep River is around 11%. Moderate and effective changes are possible.

East Haddam Village is part of a sewer district. That opens up the opportunity for development that could not be permitted before. The East Haddam Planning and Zoning Commission revised land use regulations for East Haddam and Moodus Village to allow flexibility in uses while preserving the historic and cultural integrity of the villages. From 2002 to 2005, the Planning and Zoning Commission participated with village residents and business owners to develop a vision statement for East Haddam Village aimed at preserving the neighborhood and architectural character, scale, scope, and views and vistas that have historically characterized the village. See Appendix XIV.

The future development of East Haddam Village and the Town Office site, in conjunction with expansion and renovation of Goodspeed Opera House Foundation housing facilities, could create the critical mass that would sustain significant economic growth.

Moodus Center has recently implemented Phase I of a multi-phase sidewalk improvement program, and has significant opportunities for further growth and improvements resulting from development of the Banner Lodge property and possible

development of Johnsonville. The Gristmill Market Complex still has room for expansion, along with vacant land on WF Palmer and Rae Palmer Roads. Plains Road has the potential to convert existing residential buildings for commercial uses. The Brownell facility, a building with 80,000 square feet of floor space, is available for some form of reuse, whether it is as one, or a combination of businesses.

Residential development has seen a moderate change from strictly single family homes to more second homes. Banner Village, Fox Hopyard Golf Community, and remodeled lake structures are being sold primarily to individuals who tend to be "empty nesters".

## **Goals**

### **Economic Development:**

Promote compatible, sustainable economic development that utilizes East Haddam's untapped tourism industry, maximizes its industrial zones, and capitalizes on the Town's resident-driven market potential. Development should be consistent with East Haddam's historic character, quality of life, and natural environment.

### **Fiscal Strength:**

Continue to exercise fiscal restraint, while providing the necessary funding to provide high quality education and town services (public safety, roads, infrastructure, open space acquisition, etc.).

## **Policies and Recommendations**

### **Economic Development:**

1. **Support existing businesses** - The Town, through promotion of the Economic Development Commission, will support existing businesses, including retail, service, manufacturing, and home occupation businesses by developing a program of regular contact and visitation, and introduce programs to assure their growth and success.
2. **Promote new businesses** - The Economic Development Commission and other Town agencies will work toward bringing appropriate new businesses to town by identifying and recruiting businesses that:
  - a. Will have a positive impact on the Town's fiscal strength;
  - b. Will have a synergistic effect on other town businesses;
  - c. Are environmentally and economically sustainable;
  - d. Encourage opportunities for local ownership
3. **Work cooperatively with stakeholders** - Recognizing our mutual interdependence, The Board of Selectmen, the Economic Development Commission, and the Land Use Commissions should work cooperatively with the Goodspeed Opera House Foundation and other stakeholders to improve the economic vitality of East Haddam Village.

**4. Capitalize on existing economic resources -** The Economic Development Commission should capitalize on existing economic resources, for example:

a. Promote the Town's natural recreational resources and other existing arts, cultural, historical, agricultural, and resort assets to enhance public awareness of the Town as a tourism destination. Create destination "packages" (historic sites, farm tours, outdoor activities, Goodspeed shows and galleries, antiques, shopping, etc.), giving visitors a reason to travel to East Haddam and suggestions for how to explore the many resources when they arrive.

b. Promote visitor-related services so that visitors can remain in East Haddam for a longer period of time, enabling the Town to capture a larger portion of the tourism spending.

c. Support and encourage local agriculture entities (e.g., specialty farming, organic farms, equestrian, dairy, hay production, community supported agriculture, maple syrup production, farmers markets, honey, fruit, wine production, harvest of timber products, etc.). Connecticut has the largest equestrian populations per acre in the nation. The Connecticut Farm Bureau can be of assistance in many agricultural endeavors. These agricultural practices could also be folded into an "agricultural experience" tourism package.

**5. Direct new non-residential development in existing commercial zones -** The Planning and Zoning Commission shall concentrate new non-residential development in existing commercial zones (i.e., Moodus and East Haddam Village) and industrial uses in the existing industrial zones (i.e., appropriate IG zones and Moodus).

**6. Increase the existing tax base. -** The Town has many available opportunities to capitalize on its strengths wisely and increase the ratio of tax revenue from commercial development. It would be beneficial to increase the overall non-residential tax base to be around 15% to 20%. The Economic Development Commission should explore opportunities to increase the tax base, while maintaining the rural character and the values of the Town.

**7. Explore opportunities to improve our commercial centers -**

a. East Haddam Village - The Town, with the guidance of the Board of Selectmen, the Economic Development Commission, the Planning and Zoning Commission, the Inland Wetlands and Watercourses Commission, and the Historic District Commission, should integrate the recommendations of the Mobility Study and Town Office Site Reuse Study to improve traffic flow, parking, public green spaces, and river access in East Haddam Village. The Town should continue to work with the Goodspeed Opera House Foundation and the Rotary Club to explore opportunities for transforming the existing Lumberyard Road area into a scenic asset that could attract even more visitors to the village. This could include riverside boardwalks, landscaped islands and park areas, and a decorative lighting system that could be implemented throughout the village. The

properties of the Rotary, Goodspeed Opera House Foundation parking area, and the Town boat launch area are untapped resources that could provide scenic, historic, and cultural value to the community and to the region.

b. Continue to improve Moodus streetscape - The Board of Selectmen should continue to improve the Moodus streetscape and pedestrian access.

**8. Improve permitting processes** - The Planning and Zoning Commission, the Economic Development Commission, and the Board of Selectmen should continue to improve the user-friendliness of the business permitting processes.

**9. Promote sustainable economic development and open space planning** -

a. It is recognized that sustainable economic development and open space planning should be aggressively pursued to improve our economic base. Sustainable development is defined as balancing the fulfillment of human needs with the protection of the natural environment so that these needs can be met, not only in the present, but in the indefinite future. The Planning and Zoning Commission and the Economic Development Commission should work closely to ensure this balance is met.

**Fiscal Strength:**

**1. Diversify the Grand List** consistent with East Haddam's fundamental values to maintain a stable and predictable tax rate. This can only happen with a balanced approach towards issues under local control, such as open space planning, comprehensive review and implementation of compatible economic initiatives, and slowing the rate of residential growth.

**2. Continue to maintain a favorable bond rating.** Some of the components which control bond ratings are the following:

- a. Structure and effectiveness of management
- b. Economic and demographic characteristics (unemployment rates, housing values, per capita income, equalized grand list, commercial to residential tax ratio, etc.)
- c. Financial performance (fund balance amount and consistency, percent of total fund balance compared to the general fund revenues, tax collection rate)
- d. Debt management (debt per capita, debt to assessed value)

**3. Continue long range fiscal planning** - The Board of Finance should explore ways of improving the Town's long-range fiscal planning to minimize increasing expenditures.

**4. Explore grant opportunities** - All Town agencies shall aggressively explore the availability of, and make application for, grant funds. The Board of Selectmen, Board of Education, and Board of Finance should investigate the benefits of a grant writer.

**5. Improve the property tax system** - The Town, through the Board of Selectmen and Board of Finance, should lobby for improvements to the property tax system, work with

the State to reduce negative impacts, and seek to develop an alternative system for local government funding.

**6. Continue tax relief programs** - The Boards of Selectmen and Finance should evaluate tax relief opportunities for senior citizens and emergency service volunteers. The Board of Selectmen, Board of Finance, and the Economic Development Commission should investigate tax relief programs for businesses.



## CHAPTER 9 - POPULATION AND DEMOGRAPHICS

### Background

An important aspect of rural character is population. Population size is what distinguishes a rural community from an urban or suburban community. Over the past forty years, Connecticut has experienced a very rapid shift in population from its urban to its rural and suburban communities. This uncontrolled growth, better known as sprawl, has had an increasingly adverse impact on the urban, as well as on the rural and suburban communities.

As of the 2006 census, East Haddam's population was 9320, or 171 persons per square mile. East Haddam's growth in percentage (24.8%) from 1990 to 2000 was one of the highest in the State. From 2000 to 2006, it has grown another 12%. Many surrounding towns have also felt the effects of sprawl as people have migrated to suburban and rural areas. *It should be noted that Connecticut's overall population growth was just 3.6% from 1990 to 2000.*

#### Population Growth of East Haddam and Surrounding Towns 1990 – 2006

| Town         | 2006 Census | % change 2006 - 2000 | 2000 Census | 1990 Census | % change 2000 -1990 |
|--------------|-------------|----------------------|-------------|-------------|---------------------|
| Colchester   | 14,803      | 2%                   | 14,551      | 10,980      | 32.5%               |
| East Haddam  | 9320        | 12%                  | 8,333       | 6,676       | 24.8%               |
| East Hampton | 14,431      | 31.7%                | 10,956      | 10,428      | 5.1%                |
| Haddam       | 7732        | 1%                   | 7,157       | 6,769       | 5.7%                |
| Lyme         | 2101        | .4%                  | 2,016       | 1,949       | 3.4%                |
| Salem        | 4269        | 10.6%                | 3,858       | 3,310       | 16.6%               |
| Connecticut  |             |                      | 3,405,584   | 3,287,116   | 3.6%                |

#### East Haddam Population and Change from the previous ten years 1960 – 2010

| 1960 Pop. | 1970 Pop. | 1980 Pop. | 1990 Pop. | 2000 Pop. | 2006 | 2011 Estimate* |
|-----------|-----------|-----------|-----------|-----------|------|----------------|
| 3,637     | 4,676     | 5,621     | 6,676     | 8,330     | 9320 | 10,115 ??      |
| 42.4%     | 28.5%     | 20.2%     | 18.8%     | 24.8%     | 12%  | 8.5%??         |
| +1083     | +1039     | +945      | +1055     | +1654     | +990 | +795??         |

\* Based on historical average growth since 1980

#### Age Distribution (2006)

| Age     | 0-4 | 5-17  | 18-24 | 25-49 | 50-64 | 65+   | TOTAL |
|---------|-----|-------|-------|-------|-------|-------|-------|
| Persons | 565 | 1,674 | 548   | 3,579 | 1,906 | 1,048 | 9,310 |
| %       | 6%  | 18%   | 6%    | 38%   | 20%   | 11%   | 100%  |

For a more expanded Town profile and demographics, see Appendix XIX.

## **Goals**

The impact of sprawl on rural communities like East Haddam includes loss of forest land, farmland, and open spaces, increased traffic congestion on local and state road systems, school overcrowding, increased tax burdens, and increased noise, light, and air pollution. Since all of these constitute important aspects of this Plan of Conservation and Development, it is an essential goal of this Plan to establish policies and programs that will enable the community to influence its population growth.

## **Policies and Recommendations:**

The Planning and Zoning Commission currently estimates that existing land use regulations, combined with an aggressive open space acquisition program, might result in an eventual population density of around 14,000 persons (250 persons per square mile). While it is difficult to know with any certainty, what population level will leave our community with its rural character intact, this level represents a reasonable starting point for the purpose of planning and monitoring long term policies. As with all aspects of this Plan, our maximum population density target is subject to future review and revision.

Given the direct dependence of population growth on housing growth, further policies and specific actions appear in the following chapter dealing with housing.

## CHAPTER 10 - HOUSING

### Background

In East Haddam, housing has, and will continue to be, predominantly single-family homes. Residential development has seen a slight shift from strictly single-family homes to second homes, and some response to growth in the empty nester market. Banner Village, Fox Hopyard Golf Community, and remodeled lake structures are being sold primarily to individuals who have been attracted to East Haddam as a vacation or a retirement destination.

East Haddam's growth has been primarily through the construction of single family homes on approved subdivision lots. On the next page are two tables which track the lots approved and the single-family unit starts per year. A comprehensive revision of the subdivision regulations was approved and implemented in September 2003.

**Subdivision Lots Approved Per Year - Table**

| 1996 | 1997 | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 |
|------|------|------|------|------|------|------|------|------|------|------|------|
| 45   | 4    | 23   | 45   | 18   | 83   | 81   | 46   | 20   | 35   | 6    |      |

**Building Starts Per Year – Single Family Units – Table**

| 1996 | 1997 | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 |
|------|------|------|------|------|------|------|------|------|------|------|------|
| 46   | 61   | 73   | 91   | 77   | 66   | 59   | 50   | 65   | 41   | 46   |      |

East Haddam's existing housing and building stock is defined by use and age. Tables for both categories are provided below.

| Building Use        | Units |
|---------------------|-------|
| Single Family Units | 3603  |
| Seasonal Cottages   | 530   |
| Multi family Units  | 286   |

| Existing Building Age | # of Units | Percentage |
|-----------------------|------------|------------|
| 2000 to Present       | 404        | 9.1%       |
| 1990 to 1999          | 704        | 15.9%      |
| 1980 to 1989          | 612        | 13.8%      |
| 1970 to 1979          | 518        | 11.7%      |
| 1960 to 1969          | 375        | 8.5%       |
| 1940 to 1959          | 880        | 19.9%      |
| Pre 1939              | 926        | 21%        |

In 2000, the U.S. Census Bureau reported that approximately 500 out of the 4000 housing units in East Haddam were rentals. Based on the actual number of "true" rental units, approximately 200 of these 500 units are considered in-law/accessory apartments. East Haddam has very few buildings that are set up exclusively as apartment or rental units.

**Current Land Use** East Haddam's natural environment, including its forested areas, agricultural lands, lakes, rivers, streams, wetlands, and their various ecosystems, supports a wide diversity of plant and animal species and is vital to the quality of life in East Haddam. It is these resources that are continually diminished through uncontrolled growth.

East Haddam has 56.7 square miles of area. That is 36,257 square acres of land. Of this 1,257 +/- acres are under water (lakes, rivers, streams, and ponds). The percentages in the table below are based on the approximately 35,000 acres of "dry" land.

**Present (2007) Land Use by Acreage – Table**

| <b>Land Use</b>                      | <b>Acres</b>  | <b>Percent of Total</b> |
|--------------------------------------|---------------|-------------------------|
| <b>Developed</b>                     | <b>6750</b>   | <b>19.3%</b>            |
| <b>Undeveloped /<br/>Unprotected</b> | <b>22,304</b> | <b>63.7%</b>            |
| <b>Undeveloped Protected</b>         | <b>5946</b>   | <b>17%</b>              |
| <b>State of<br/>Connecticut</b>      | <b>2804</b>   | <b>8%</b>               |
| <b>Town of<br/>East Haddam</b>       | <b>555</b>    | <b>1.5%</b>             |
| <b>The Nature<br/>Conservancy</b>    |               | <b>3.6%</b>             |
| <b>East Haddam<br/>Land Trust</b>    | <b>230</b>    | <b>.6%</b>              |
| <b>Agricultural Easements</b>        | <b>594</b>    | <b>1.7%</b>             |
| <b>Conservation Easements</b>        | <b>495</b>    | <b>1.4%</b>             |

**Future Projections and Build-out** In 2007, The Planning and Zoning Commission enlisted the assistance of Mr. Sandy Prisloe, Geospatial Technology Specialist to utilize GIS (Geographical Information System) software to develop a buildout analysis for the Town. Mr. Prisloe is part of a comprehensive staff for the NEMO (Nonpoint Education for Municipal Officials) Program conducted by the University of Connecticut in cooperation with the University of Connecticut Cooperative Extension System.

This buildout analysis provides an estimate of the number of new homes that could be constructed on buildable land in East Haddam. Land considered not buildable in this analysis would include any areas that are wetlands or are within the 100-foot upland review area, areas greater than 25% slope, areas that are permanently protected open space, areas within the 100-year flood zone, and areas of shallow depth to bedrock soils. This criteria replicates existing zoning practices. The software calculates the number of houses that could be built and randomly places houses on vacant buildable land based on current zoning densities. The analysis also included a determination of the amount of existing impervious surfaces within each DEP drainage basin and an estimate of future impervious surface area within each DEP Basin under buildout conditions. For both estimates it is agreed that additional work and unknown factors like family subdivision,

open space acquisitions, and conservation easements control the final buildout. This buildout is based on assumed factors and does not represent the actual yield of each parcel. Only on-site analysis will determine the actual potential of a property.

The buildout analysis does not take into account the following:

1. Properties that have physical limitations in reaching buildable soils, such as slopes that are too steep to access, or properties with depths that exceed current subdivision road lengths.
2. Deed restrictions that can only be found through title searches.
3. The difference in impervious surface when the subdivision is approved as a Conservation Subdivision versus a Conventional Subdivision. The software applied Conventional Subdivision standards and ratios.
4. Potential Open Space Acquisitions or Conservation Easements in the future.
5. Family subdivisions that do not attempt to maximize the potential lot yield.

The analysis was conducted on a watershed basis. The major basins and the potential buildout are in the table below.

**Potential Buildout of Single Family Homes by Drainage Basin - Table**

| <b>Subregional Basin</b>   | <b>Acres</b>  | <b>Existing Buildings</b> | <b>Future New Buildings??</b> | <b>Percent increase??</b> |
|----------------------------|---------------|---------------------------|-------------------------------|---------------------------|
| <b>Connecticut River</b>   | <b>4001</b>   | <b>587</b>                | <b>293</b>                    | <b>67%</b>                |
| <b>E. Branch Eightmile</b> | <b>398</b>    | <b>4</b>                  | <b>21</b>                     | <b>525%</b>               |
| <b>Eightmile River</b>     | <b>12,102</b> | <b>954</b>                | <b>1434</b>                   | <b>150%</b>               |
| <b>Moodus River</b>        | <b>9577</b>   | <b>2043</b>               | <b>1091</b>                   | <b>54%</b>                |
| <b>Salmon River</b>        | <b>1850</b>   | <b>230</b>                | <b>384</b>                    | <b>167%</b>               |
| <b>Whalebone Creek</b>     | <b>7669</b>   | <b>595</b>                | <b>868</b>                    | <b>146%</b>               |
| <b>Totals</b>              | <b>35,597</b> | <b>4413</b>               | <b>4091</b>                   | <b>93%</b>                |

**It is clear from the above table that the potential buildout supports more residential development than is consistent with East Haddam’s current population growth target.**

**Smart Growth Initiatives.** The Town of East Haddam has been exploring and implementing “Smart Growth Initiatives” to lessen the effects of sprawl. Under a “Smart Growth” approach, land and resources are used wisely to allow for healthy growth. Attractive, compact development is encouraged where it can happen best, while sprawl and destruction of habitat is avoided. Schools, parks, open space, transportation, and other commuter needs are planned so that many people, regardless of income, can benefit. Businesses can thrive while the air and water can remain clean.”

"Smart Growth Initiatives" utilize some basic concepts. They are as follows:

- a. Mix land uses
- b. Take advantage of compact building design
- c. Create a range of housing opportunities and choices
- d. Create walkable neighborhoods
- f. Foster distinctive, attractive communities with a strong sense of place
- e. Preserve open space, farmland, natural beauty, and critical environmental areas
- g. Strengthen and direct development towards existing communities
- h. Provide a variety of transportation choices
- i. Make development decisions predictable, fair, and cost effective
- j. Encourage community and stakeholder collaboration in development decisions

The State's Plan of Conservation and Development Growth Management Principle #2 is to "Expand Housing Opportunities & Design Choices to Accommodate a Variety of Household Types and Needs."

The State Plan recognizes that considerable variables exist between urban, suburban, and rural communities. Development initiatives are not treated the same for each community when trying to balance the need to strengthen urban centers and reduction of travel time. "Continued growth at the outside boundaries of urban and growth areas will only serve to reinforce existing population and housing disparities, abandon existing infrastructure, strain transportation systems, and increase environmental risks. Strategies must be developed to create new opportunities within our existing development areas that will revitalize our regional centers, sustain older suburban communities, and give more residents the ability to secure housing across regional areas." (From the State Plan of Conservation and Development)

The Report of the Blue Ribbon Commission to Study Affordable Housing and the Department of Economic and Community Development stated "Increasing numbers of municipalities across Connecticut are finding that they cannot house those who were raised in the community and those who serve the community. Recent college graduates earning entry-level salaries cannot afford the cost of single-family homes, even with two incomes. Teachers and municipal employees cannot afford to live in the towns where they work, and the elderly and those on fixed incomes cannot compete in the housing market. To help ensure the prosperity of a community, all population groups need to be represented. If adequate housing choices and opportunities are not available for all residents, regardless of age and income, the community will eventually wither due to its own exclusionary practices."

A report produced by Partnership for Strong Communities stated that in 2005, in 157 out of 169 towns (93%) the median income for the particular town could not qualify for a mortgage to buy the median priced home in that community. East Haddam is one of those communities. One item of note is that while in the 1970's the median priced house was only 1,200 square feet, while the median priced house now is double that size.

## Goals

An important element of East Haddam's Plan of Conservation and Development is to provide affordable and diverse housing opportunities, now and in the future, while ensuring that housing development conforms to other important community goals including:

- (1) conservation of East Haddam's natural environment and traditional agricultural lands,
- (2) protection of East Haddam's environmental assets and natural beauty,
- (3) preservation of our rural small-town atmosphere,
- (4) managing growth according to the best environmental practices available,
- (5) adoption of policies and guidelines that will enable East Haddam to achieve its population growth targets.
- (6) continuation of the implementation of Smart Growth Initiatives

## Policies and Recommendations:

**1. Use and update the best technology available** - The East Haddam Planning and Zoning Commission will continue to use the best technology available to determine the potential buildout of the Town of East Haddam. This analysis will assist in overall population projection and the impacts to the Town's infrastructure needs, school projections, and fiscal obligations. These tools can also be used to manage growth through open space preservation and alternative land use regulations that follow Smart Growth principals. The buildout analysis model should be updated every five years to be used as a tool to measure the effect of past and present policies and regulations.

**2. Direct development within or adjacent to existing villages** - The Planning and Zoning Commission should continue to direct development within or adjacent to East Haddam and Moodus Village Centers in an effort to facilitate community centers, reduction of travel time and conservation of energy, and to strengthen existing commercial entities. Allowing development without proper planning has led to fragmented forest areas, excessive distances between homes and service areas, and a general degradation of the rural settings in most towns. The East Haddam Zoning Regulations have several options available that allow village designs and cluster development within or adjacent to the Village Centers.

a. East Haddam has adopted one of the State's first Village Districts. The East Haddam Village District allows mixed use with specific design controls.

b. The Floating Zone regulations allow for the creative reuse of resort properties in planned residential developments.

c. The Historic Parks regulation allows a development that recreates a single period of time in American history.

d. The Conservation Subdivision regulation allows clustering of homes to preserve open space.

**3. Work with the natural capacity of the land** - The East Haddam Planning and Zoning Commission shall discourage higher density land use in rural areas where existing infrastructure is not adequate to support such development. They shall encourage lower density land use development in rural areas, which is consistent with the natural capacity of the land in terms of traffic, storm water management, habitat loss, and on-site septic. While each parcel needs to be looked at individually as to the holding capacity in terms of storm water management and septic renovation, it is also understood that most of our residential roads cannot withstand major traffic increases. Most of the parcels in the eastern third and in the lower half of the town contain limiting factors that should limit higher density development.

**4. Consider alternative development patterns** - The Planning and Zoning Commission shall continue to devise land use techniques that preserve open space and retain rural character.

a. The Planned Residential Unit Development (PRUD) at the Fox Hopyard Golf Course is a prime example. The PRUD approval granted the construction of 53 residential units, clubhouse, and accessory buildings on 70 acres, while preserving 180 acres of land as a golf course (recreational open space), and 230 acres as permanent open space.

b. Conservation Subdivisions also allow flexible land use designs while preserving open space.

c. The Commission should investigate the feasibility of “Transfer of Development Rights” as a means of preserving open space, historic sites, and agricultural lands.

**5. Explore affordable housing mechanisms**- The Planning and Zoning Commission shall continue to pursue policies that accommodate a range of housing alternatives for all income and age levels without sacrificing Town character.

a. The Commission should consider incorporation of specific low and moderate-income provisions for larger subdivisions and Planned Unit Residential Developments.

b. The Commission should create a subcommittee to explore potential options to address our housing needs. This includes exploring the Town of Trumbull's accessory apartment regulations.

**6. Provide for adequate senior housing** - Explore ways to provide for an adequate number of housing units for senior citizens, including planning for land acquisition, staffing for administration, and counseling of our seniors. This task is to be a combined effort of the Committee on Aging, Board of Selectmen, and the Planning and Zoning Commission.

**7. Review policies in the Zoning Regulations** - The Planning and Zoning Commission should continue to refine policies that provide for flexible setbacks and frontages and common driveways, where physical characteristics are appropriate to preserve rural and village character.

**8. Rehabilitate existing units** - The Town, through the Board of Selectmen, should participate in programs that use older existing housing stock as a major resource for affordable homeownership with renovation or rehabilitation.



a. The Town should support efforts to reduce the cost of rehabilitation and to reduce the regulatory barriers to low-cost, affordable rehabilitation.

**9. Continue coordination of programs, grants, and other opportunities** - The Town, through the Board of Selectmen and the Board of Finance, should explore methods of taking advantage of the State/Federal funding opportunities for land use management.

a. Increased staffing could be shared through many departments, or through the use of outside consulting firms that have expertise in specific areas of concern. Present staffing does not allow time to research the possible grant programs available to smaller communities; therefore possible funding that would contribute to the community is lost.

**10. In-law/accessory apartments** - The Planning and Zoning Commission shall continue the permitted use of in-law/accessory apartments. These units provide a form of affordable housing while allowing families to retain the close knit bonds that existed in past generations. These in-law/accessory apartments are permitted throughout the Town, provided a particular application can meet the requirements of the East Haddam Zoning Regulations.

**11. Preservation of open space** - If East Haddam is going to remain rural and meet the target growth rate, then one-half of the potential buildable (undeveloped and unprotected) land needs to be transferred into protected lands through acquisitions and easements. Future bonding or other fund dedication will be necessary to continue the goal of open space preservation. Over the next 15 to 25 years, the Town should explore every mechanism available to set aside ten thousand of the twenty thousand acres of undeveloped land. While this seems like an ambitious goal, it should be noted that the efforts of the Town, the State of Connecticut, the East Haddam Land Trust, and The Nature Conservancy, and through the acceptance of conservation easements have preserved over 2000 acres since 1995.

## **CHAPTER 11 - TRANSPORTATION**

### **Background**

East Haddam residents and those who visit the Town are almost completely dependent on the automobile as a means of transportation.

The State of Connecticut and the Town have both recognized that policies of the past have led to undesirable results. The State, through its revised Plan of Conservation and Development (2005 - 2010), has noted several key items that small rural communities should explore. The State's Growth Management Principle #3 is to "Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options." The Plan states "that transportation planning, to provide safe, efficient and cost-effective movement of people and goods, is primarily a State and regional responsibility. Municipalities are responsible for planning and regulating land use development within their borders. The lack of integration between these two planning functions has had a cumulative effect on unintended development and the inefficient use of transportation resources."

The State recognizes that this continued sprawl has led to an expansive network of roads and suburban arterial roadways that are overloaded. The State Plan encourages clustering and mixed-use, mixed-income development in pedestrian friendly villages to reduce the number of automobile trips. In a small way, the encouragement of developing around village centers will assist with shortening daily trips.

One of the major policy recommendations from the State is to promote travel reduction programs which will reduce the rate of growth of annual vehicle miles traveled to a level that will contribute to the achievement of:

- 1) ambient air quality standards for ozone;
- 2) a reduction in carbon dioxide emissions;
- 3) energy intensity improvements and reduced petroleum reliance; and
- 4) satisfactory service levels.

There are five functional classifications for East Haddam's roads. The categories are: Arterial - State Highways; Collector - Local; Residential - moderate volume; Residential - low volume; Residential - dead end; and cul-de-sacs. A comprehensive list of East Haddam's public roads is included in Appendix XII. The Planning and Zoning Commission will continue to review these designations.

The Town also has an airport in East Haddam Village, boat traffic in the Connecticut River, and a resurrected rail line across the river in Haddam. The Goodspeed Airport is a privately owned airport located south of East Haddam Village. The runway is 2,150 feet in length, with an adjoining seaplane ramp leading from the Connecticut River, which has been designated for seaplane landings and take-offs. This airport, although limited in size, is used for smaller propeller airplanes and an occasional helicopter. Small cruise boats and pleasure boats are able to use the Connecticut River. The rail line that runs to

Essex is in the planning stage to run from Old Saybrook to Middletown along the Connecticut River. This line runs through Haddam on the other side of the East Haddam /Haddam Swing Bridge.

## **Goals**

The primary transportation goal is to provide for safe, efficient and reliable movement of persons, goods and services within and through the Town of East Haddam while preserving the Town's scenic views, natural environment and quality of life. In particular the character of existing neighborhoods should be preserved through appropriate road and transportation planning and policies.

## **Policies and Recommendations:**

### **1. Road Construction and Reconstruction.**

a. New roads and road maintenance projects should be designed and built with the least impact on the environment and East Haddam's rural character and should employ the most effective recognized traffic calming features.

b. The Subdivision Regulations for roads should continue to have flexible design standards, context-sensitive design, and traffic calming measures on roads and bridges to slow down traffic, enhance pedestrian safety, and preserve community character versus facilitating higher traffic counts and faster speeds.

c. Road construction and road improvements, whether public or private, shall include the best management practices to treat stormwater in accordance with the Connecticut Stormwater Quality Manual. The subdivision regulations shall continue to use the Connecticut Stormwater Quality Manual as part of the regulations.

d. Road construction and reconstruction over streams and wetlands shall follow the recommendations of the Eightmile River Watershed Management Plan and specifically the University of Massachusetts River and Stream Crossing Standards: Technical Guideline for all stream and wetland crossing throughout the Town.

**2. Update of the Comprehensive Road Inventory Plan.** East Haddam has a road network of 100.95 miles of improved roads and 17.75 miles of unimproved roads. The annual budget is approximately \$900,000 for road improvements and maintenance.

a. The Board of Selectmen, in coordination with the Public Works Department, has contracted engineering services for a town-wide pavement inventory, evaluation, and maintenance plan. The study should be completed in the spring of 2008. With this information, the Planning and Zoning Commission, with the assistance of the Board of Selectmen and the Public Works Department, shall update the Comprehensive Road Inventory, including the status, physical condition, functional classification and construction class of each Town road. This shall include an effort to eliminate duplicate road names. The review process should not be driven to upgrade roads that could then facilitate more uncontrolled growth. Average daily traffic counts shall be taken and the volume to capacity ratio should be identified. The actual versus intended functional

classification should be determined. The three groups can then discuss which roadways will demand the most upkeep or improvements based on existing and planned growth. The Public Works Department can then develop a maintenance plan that incorporates the information from the inventory and the consensus of the group.

b. The Planning and Zoning Commission, the Board of Selectmen, and Public Works Department should review existing unpaved roads and determine if they can remain as an unpaved road based on existing conditions, erosion, traffic counts, and estimated traffic counts. Unpaved roads have a value as a scenic and historic resource and are considered a rural component. While we recognize that unpaved roads may cost more to maintain than paved roads, the intangible aesthetic benefits are worth the extra cost. The Massachusetts Unpaved Roads BMP Manual provides guidelines for addressing common problems associated with gravel roads. Our rural roads and stone walls that line the roads also provide scenic value, wildlife habitat, and vegetation that filters stormwater.

c. The Public Works Department and the Board of Selectmen should develop roadside maintenance guidelines.

**3. Duplicate Road Names** - The Board of Selectmen, with assistance of the Planning and Zoning Commission, Public Works Department, the Assessor's Office, and Emergency Services, shall work to eliminate duplicate road names, whether public or private.

**4. Reclassification of Unused/Impassable Roads.**

a. The Board of Selectmen, with assistance of the Planning and Zoning Commission and the Public Works Department, shall work to classify unused/impassable roads as Town Recreational Trails. While the road will be discontinued for vehicle travel, the roadbed will still be owned by the Town, and the trail can be used for hiking, biking, horseback riding, and cross-country skiing. See Appendix XIII and CGS 13a-141.

**5. Scenic Roads** - The Town, through the Planning and Zoning Commission, has approved seven scenic roads (Baker Lane, Beebe Road, Creek Row, East Shore Drive, Juda Lane, Sims Road, Wickham Road). The State has also designated a section of Rte 149 (Main Street and East Haddam-Moodus Road) as a Scenic State Highway.

a. The Conservation Commission, with assistance of the Planning and Zoning Commission, the Board of Selectmen, and the Director of Public Works, shall continue to promote and encourage the designation of scenic roads for those roads which meet the scenic road standards. Neighbors may also work together to request qualifying roads be designated as scenic roads. The designation of a scenic road requires the owners of a majority of lot frontage abutting a portion of the roadway to agree to the designation.

b. The Planning and Zoning Commission should review the present Scenic Road Ordinance and State Statutes (CGS 7-149a) to determine if the ordinance wording should be modified to facilitate clarity. The Commission should also investigate which State

roads qualify for scenic road consideration, and request the State to consider such designation.

**6. Energy Conservation.** The Planning and Zoning Commission should look to reduce transportation generated pollution and energy consumption, amount of roadway length in new subdivisions, etc. (e.g., by zoning and subdivision regulations that locate population near existing commercial, governmental, and educational facilities and near arterial road systems).

**7. Bike, Footpaths, and Bridle Paths** - The Town, through the Planning and Zoning Commission, the Board of Selectmen, and the Director of Public Works shall explore options for modes of transportation other than automobiles (e.g., sidewalks in R1/2 zone subdivisions, bicycle and foot paths). Where road upgrades or major maintenance is considered, the feasibility of incorporating bike, foot, and bridle paths should be explored. Bike and footpaths are part of the Moodus Village sidewalk plan that will connect schools, the library, senior housing, and the commercial district.

**8. Promote streetscapes** - The Planning and Zoning Commission should promote streetscapes that preserve and enhance East Haddam's rural and historic character, e.g., avoid the construction of straight and direct roads within subdivisions, retain buffer zones along existing rural streets, discourage the connection of arterial roads through subdivisions, incorporate native plantings along streets, save existing specimen trees when possible). Consideration should be given to mapping large specimen trees that line our streets.

**9. Reevaluate the feasibility of a pedestrian walkway for the East Haddam/Haddam Swing Bridge** - A report was produced by Liechtenstien and Associates, Inc for the State of Connecticut Department of Transportation in 1999. The report stated it was feasible to install a cantilevered walkway. The State of Connecticut is planning to expand the railroad used in Haddam and to convert the former cruise line property into a State park. The Economic Development Commission should review the potential use of a walkway for pedestrians using the railroad and the State owned property along the Connecticut River in Haddam to facilitate potential increase in tourist visits to East Haddam Village.

**10. Establish Commuter parking lots at suitable locations.**

a. When the middle school is converted to a use other than a school, the parking demands should be reviewed. If any excess areas exist, that area could be used for commuter parking. The Board of Selectmen and the Planning and Zoning Commission should review this use.

b. Nichols Field receives little use from 7 a.m. until 4 p.m. during the week. A section of the parking lot could be designated for commuter parking. The Board of Selectmen and the Planning and Zoning Commission should review this use.

c. The Planning and Zoning Commission should review other possible sites, if the demand builds.

## **CHAPTER 12 – MUNICIPAL FACILITIES**

### **Background**

East Haddam has experienced a growth rate of over 20% per decade for the past three decades. This has caused economic stress that most small communities cannot keep up with. Many facilities are undersized and obsolete for the existing population. With the start of the construction of the new middle school, opportunities exist to alleviate overcrowding and to modernize the existing facilities.

### **Goal**

East Haddam should have the municipal infrastructure (municipal buildings, recreational facilities, equipment, data processing systems, and telecommunications facilities) necessary to serve the public safety, civic, educational, recreational, and business needs of its citizens effectively and economically.

### **Policies and Recommendations**

Each policy and recommendation of this Plan indicates which part of Town government has responsibility for that item. The task of evaluating how (and whether) the recommendation should be implemented, developing an implementation schedule, estimating any financial costs and benefits involved, and bringing the proposal forward through the appropriate approval process, including where voter approval is required, rests with the responsible town boards and commissions.

**1. Replace the existing East Haddam Village municipal offices** (Town Office Building & River House) with larger, more suitable and technologically up to date office space. Now that the new middle school has been approved and is under construction, the Selectmen have appointed a committee to determine the reuse of the existing middle school. Possibilities include Town office space, meeting rooms, storage and archive areas, adult class space, training centers, classroom, and recreational areas (gym, outside fields, and tennis courts).

If possible, all entities that deal with social service issues should have office space in one centralized area, and hold office hours that would allow all entities to communicate. Communication is key to resolving issues, but due to the existing configuration of facilities and different time schedules, solving problems efficiently can be difficult. These offices include but are not limited to the Selectmen's Office, Youth and Family Services, Park and Recreation, East Haddam Police Department, Judge of Probate, Board of Education, Chatham Health District, Building Department, Fire Marshall, Zoning Enforcement, East Haddam Food Bank, Office of Emergency Management, and Emergency Services.

**2. Provide for Emergency Services** - This will be a combined effort of the Board of Selectmen, the Board of Fire Commissioners, the Fire Department, the East Haddam

Ambulance Association, the East Haddam Police Department, and the Planning and Zoning Commission.

a. Provide an adequate, centralized emergency services communication center for emergency services (fire, police and ambulance). While all the emergency services expressed a need for additional square footage, they felt that all of the services did not have to be located in one spot, but that communication was key. The Board of Fire Commissioners stated that in most cases during an emergency, key personnel are in the field. Also look at the facilities that house equipment and training facilities.

b. Presently, there is a need for an expanded ambulance facility to properly store equipment and train volunteers.

c. The Fire Department has expressed a need for an additional facility on the eastern section of town near Millington Green, to reduce the response time to residences at that end of town. Although the eastern section of East Haddam should continue to have a low population density, it will still have some development that requires emergency services.

d. Another concern of the Fire Department is the need to locate better water supply sources for fire protection.

**3. Town Meeting Hall** - The Board of Selectmen should look into the feasibility of renovating the Town Meeting Hall on Town Street. The existing building has no restrooms, storage areas, or centralized heat. Previous studies have demonstrated that a small addition could be created to accomplish these goals without compromising its historic character. However, the central wood/coal stove and wooden benches, which constitute an essential part of the building's history and charm, can and should remain.

**4. Town Grange** - The Board of Selectmen should look into the feasibility of renovating the Town Grange on Town Street. The Grange has been renovated for handicap accessibly. Since many community groups and the public use the facility for a variety of occasions, consideration should be given to refurbishing the downstairs kitchen area, basement hall, and bathrooms.

### **5. Existing Senior Center**

a. The Board of Selectmen shall monitor the adequacy of the Senior Center to meet the needs of the growing senior population, and explore whether some senior programs can utilize space at the Plains Road Middle School.

b. Opportunities also exist to utilize the Senior Center grounds for outdoor activities for seniors.

**6. East Haddam Education Facilities** - This is a combined effort of the Board of Education, the Board of Selectmen, and the Planning and Zoning Commission.

a. Phase I: Presently, the new grade 4 - 8 middle school on Clark Gates Road is

under construction and is scheduled for occupancy in the fall of 2008.

b. Phase II: Relocate the Superintendent and Central Administrative Offices to the Plains Road Middle School (2008 – 2009).

c. Phase III: Renovate and refurbish the existing elementary school on Joe Williams Road to accommodate the Town's PK-3 student population. Media center expansion and relocation of the class presently using the cafeteria stage and hallways are key components (2009– 2014).

d. Phase IV: Nathan Hale-Ray High School, School Lane: Potential expansion of the cafeteria, instruction classroom space, music facilities, agricultural science and technology spaces will require some form of an addition. On the outside, consideration should be given to the installation of a track for school and community use, construction of tennis courts for school and community use, construction of a drainage ditch on the upper fields, and installation of a watering system for the main athletic fields.

e. The population number and distribution should be continually reviewed. Although the middle school that is currently under construction will be a new facility that will house 620 students, it is replacing a facility that houses 475 students. The population increase and the distribution has to be watched closely. The direction of education on a State level also could alter local school population totals. The Connecticut Board of Education, in its *Five-Year Comprehensive Plan for Education 2006-2011*, stated that "High quality pre-school education for all students is a Priority I goal." The need for a fourth school or additions sooner than planned is possible. If such a structure is needed, it should be located near existing school systems in the Moodus Village Area.

## **7. Recreational Facilities**

a. Review the feasibility of providing improved facilities for Park and Recreation, including office and storage space, increased gym space, more soccer/multi-purpose fields, outdoor basketball courts, a walking/jogging track, a playground and a swimming pool. This could be accomplished by developing a Recreation Complex or by enhancing existing Town facilities and Town properties. See Appendix IX for a list of existing facilities.

Proposed recreational needs through 2017 - The Recreation Commission should report to the Board of Selectmen and the Planning and Zoning Commission on the following:

i. Look at potential opportunities at the existing Plains Road Middle School for office and storage space and the use of the gym for multiple types of programs. Other programs may be held in some of the cafeteria and class space.

ii. Research the feasibility of creating a multi-purpose field at the existing Plains Road Middle School site. With the acquisition of the Brownell parcel in 2000, enough room exists to create a soccer field, or multiple smaller fields in the center



with softball and baseball fields in opposite corners. These field areas can be used by a variety of age groups.

iii. Explore creating a running/walking track around the lower high school soccer field as was originally planned. Also, consider construction of tennis courts for students and adults.

iv. Continue to search for land that can be converted into playing fields without great expense. It is good planning to set aside land for the future. Many other communities have had to expend a considerable amount of money trying to convert our Connecticut hills into flat playing surfaces. Existing youth soccer and Little League programs are stressing existing facilities. The creation of new fields at the new middle school will alleviate some of the shortfalls, but playing areas for our younger residents (under 12 years old) will still be deficient. It also should be noted that very little area is designated for adult use. Many communities have outdoor spaces specifically for adult leagues, but East Haddam has no such areas.

v. Research the costs and benefits of an indoor swimming pool. A swimming pool could be used for school teams, seniors, swimming lessons, scuba diving training, and as an open pool for the public. This facility, if built, has to be located in close proximity to, or within the school system properties.

vi. Continue to work with the East Haddam Conservation Commission, the State of Connecticut Department of Environmental Protection, and area conservation groups to promote the numerous outdoor recreational opportunities that exist.

vii. Evaluate the completion of the skateboard park on Great Hillwood Road. Is the use is still warranted, and if so, is there a more appropriate location?

viii. Consider developing an outdoor Par Course. Par Courses have exercise stations set up along a trail with directions for different types of exercises that people can do on their own. This could be developed within one of the existing municipal properties in Moodus Village.

ix. Considering the high use of existing fields, a comprehensive turf management program should be developed for all Town owned fields. This turf management program has to recognize that each field has certain holding capacities (hours of use) based on soil conditions and weather. Turf management should incorporate Best Management Practices.

b. The Recreation Commission and Planning and Zoning Commission should look into the distribution of facilities and determine if there are recreational opportunities, including passive recreation, for every neighborhood. The State of Connecticut Department of Environmental Protection has initiated a "No Child Left Inside" program to reconnect families with the outdoors. This initiative can be expanded on a local level

in even greater detail. We should make the public aware of the variety of outdoor opportunities that exist within ten minutes of our yards.

c. The Town should seek every available avenue to gain access to our waterfronts on the major rivers and lakes for public use, whether the site has the ability to support beach fronts, boat launches, or just scenic access.

## **8. Create public green spaces**

a. Create public green spaces, including river access, along the Connecticut River in East Haddam Village. This includes cooperative efforts with the Goodspeed Opera House Foundation on property south of the swing bridge, and private lands to the north of the swing bridge. The Draft Environmental Impact Evaluation and Conceptual Master Plan for East Haddam Village prepared for the Department of Economic and Community Development, and the Mobility Improvement Study for the Village of East Haddam prepared for the State of Connecticut Department of Transportation, both identified these areas for possible beneficial enhancements. The Town should continue to work with the Goodspeed Opera House Foundation and the Rotary to explore opportunities to transform the existing Lumberyard Road parking lot area into a scenic asset which could attract even more visitors to the village. This could include riverside boardwalks, landscaped islands and park areas, and a decorative lighting system that could be implemented throughout the village. The properties of the Rotary, Goodspeed Opera House Foundation parking area, and the Town boat launch are untapped resources that could provide scenic, historic, and cultural value to the community and to the region.

b. Look at possible improvements for the Moodus Green on Plains Road.

c. The Board of Selectmen should form a study committee to determine what the long-term use of the field area (former Tyrsek property) at the Senior Center should be. Should it become a Town green? Should it remain as an open field to serve as a natural backdrop? If there are any plans to create a building in the front area, consideration should be given to reconstructing a replica of the barn that once occupied the site. These decisions will take considerable public input and should not be taken lightly.

See Appendix XV Summary of the Draft Environmental Impact Evaluation and Conceptual Master Plan for East Haddam Village, and Appendix VXI Summary of the Mobility Improvement Study for the Village of East Haddam prepared for the State of Connecticut Department of Transportation.

**9. Continue to improve sidewalk networks** - Continue to explore opportunities to improve the sidewalk network in East Haddam and Moodus Villages and other areas deemed appropriate for connecting. Sidewalks provide safe passage to public facilities, commercial entities, and historic sites for residents and tourists. The Board of Selectmen, the Economic Development Commission, and the Planning and Zoning Commission should continue to work on these efforts.

a. East Haddam Village - The East Haddam Mobility Study outlines proposed improvements for Main Street running to Landing Hill Road, and improvements up Norwich Road to Ray Hill Road.

b. In Moodus Center, sidewalk construction has started from the Plains Road Middle School to W.F. Palmer Road. The next phases should include connecting the following: W.F. Palmer to the elementary school, W.F. Palmer to the senior center on Great Hillwood Road, from the Moodus Green to the old Brownell Mill, North Moodus Road from the intersection of Rte 149 to the North Moodus Road cemeteries, and from the Plains Road middle school to the High School.

## **10. Septic System Disposal and Well Water Consumption**

a. The Wastewater Treatment Plant and Collection System in East Haddam Village should be upgraded with technological advancements to conserve energy and meet or exceed the pollution renovation standards of the State. The plant presently can handle 55,000 gallons per day, which includes a built-in reserve for development within the Village. The Water Pollution Control Authority (WPCA) should investigate technological advancements to increase the gallons-per-day capacity to meet future needs in the East Haddam Village District.

b. In accordance with existing WPCA policy, all of East Haddam, except those areas now serviced by the sewer treatment plant, remain as a designated sewer avoidance area. The State Plan of Conservation and Development and the Department of Environmental Protection stress that for those areas designated as Conservation Areas, towns should avoid the introduction of sewage collection systems or water lines, except to solve existing area-wide problems, and after all feasible alternatives have been explored.

i. Although the commercial center of Moodus was mentioned for possible sewage treatment needs, no specific site or failure was noted. The idea of a sewage treatment facility in Moodus does come with some complications. The Connecticut General Statutes - Section 22a-417(b) states "No person or municipality shall discharge into the Salmon River or any of its tributaries any sewage or any other effluent which is less than tertiary treated." The Moodus River is directly next to and down gradient from Moodus Center. Therefore systems that discharge into that waterway are discouraged on a State level. Any system would have to discharge into the ground. If a specific failure or need is identified, analysis should be conducted to determine if the existing site has the capacity to treat the flows or if other options such as a decentralized septic system or alternative technologies can be implemented. Decentralized septic systems can allow existing sites to expand and may be a solution to growth constraints in the Moodus Village area. The Water Pollution Control Authority and Planning and Zoning Commission would review any proposed septic system.

ii. The Water Pollution Control Authority would have a key role in any area wide septic analysis.

**11. Town-owned forestland** - The Conservation Commission should manage Town-owned forest lots. Forestry products are a renewable resource, and if conducted as a selective forest harvest, cause little overall disruption.

a. An assets inventory of all areas should be completed and guidelines established to protect unique or fragile natural areas and diverse habitats, including mature and old growth forest.

b. A long-term plan could be developed to provide the highest possible level of assurance that forest practices will protect ecological values and scenic qualities. The Conservation Commission should recruit professionals (a forester and a biologist to balance views) to assist in the process of designating specific properties where harvesting would be allowed.

c. Funding for open space parcel management should be part of the Conservation Commission's budget. It is noted that most conservation commissions lack the fiscal resources to maintain and steward open space parcels. Funds derived from forest product sales should go back to the open space acquisition fund, and toward maintenance of the existing and new open space areas owned by the Town.

**12. East Haddam Libraries** - A study committee of East Haddam Free Public Library and Rathbun Library staff, board members, and patrons should be formed to propose ways in which the public libraries can coordinate efforts to better serve patrons and more effectively use resources. The study committee should report if there is a need for building facility and site upgrades, future expansion, or the desire to create satellite facilities.

**13. Space needs for Youth and Family Services** The appointed Middle School Conversion Committee is working with Youth and Family Services to see if space is available in the existing middle school on Plains Road.

**14. Polling Station(s)** - Prior to the point when the population reaches the need for a second polling station, the Board of Selectmen, with the assistance from the Planning and Zoning Commission, shall consult with the Registrar of Voters as to what location would be desirable.

**15. Wireless technology** - The Economic Development Commission should look into opportunities to facilitate wireless networking capabilities in the East Haddam Village District, the Moodus Center District, and the Industrial General District. The Board of Selectmen and the Board of Education should look into opportunities to facilitate wireless networking capabilities for our schools, and libraries.

## CHAPTER 13 – STATUTORY AUTHORITY

This Plan of Conservation and Development has been prepared in accordance with the requirements of Section 8-23 of the Connecticut General Statutes (Preparation, Amendment or Adoption of Plan of Conservation and Development).

### **From the Connecticut General Statutes Section 8-23**

(C). In preparing such plan, the commission or any special committee *shall consider* the following:

- (1) The community development action plan of the municipality, if any,
- (2) The need for affordable housing,
- (3) The need for protection of existing and potential public surface and ground drinking water supplies,
- (4) the use of cluster development and other development patterns to the extent consistent with soil types, terrain and infrastructure capacity within the municipality,
- (5) The State Plan of Conservation and Development adopted pursuant to chapter 297,
- (6) The regional plan of development adopted pursuant to section 8-35a, as amended by this act,
- (7) physical, social, economic and governmental conditions and trends,
- (8) The needs of the municipality including, but not limited to, human resources, education, health, housing, recreation, social services, public utilities, public protection, transportation and circulation and cultural and interpersonal communications.
- (9) The objectives of energy-efficient patterns of development, the use of solar and other renewable forms of energy and energy conservation, and
- (10) protection and preservation of agriculture.

### **(D) (1) *Such plan of conservation and development shall***

- (A) be a statement of policies, goals and standards for the physical and economic development of the municipality,
- (B) provide for a system of principal thoroughfares, parkways, bridges, streets, sidewalks, multipurpose trails and other public ways as appropriate.
- (C) be designed to promote, with the greatest efficiency and economy, the coordinated development of the municipality and the general welfare and prosperity of its people and identify areas where it is feasible and prudent (i) to have compact, transit accessible, pedestrian-oriented mixed use development patterns and land reuse, and (ii) to promote such development patterns land and reuse.
- (D) recommend the most desirable use of land within the municipality for residential, recreational, commercial, industrial, conservation and other purposes and include a map showing such proposed land uses.
- (E) recommend the most desirable density of population in the several parts of the municipality,
- (F) note any inconsistencies with the following growth management principles:
  - (i) Redevelopment and revitalization of commercial centers and areas of mixed land uses with existing or planned physical infrastructure:

- (ii) Expansion of housing opportunities and design choices to accommodate a variety of household types and needs;
- (iii) Concentration of development around transportation nodes along major transportation corridors to support the viability of transportation options and land reuse;
- (iv) conservation and restoration of the natural environment, cultural and historical resources and existing farmlands;
- (v) protection of environmental assets critical to public health and safety; and
- (vi) integration of planning across all levels of government to address issues on a local, regional and state-wide basis.

(G) make provision for the development of housing opportunities, including opportunities for multifamily dwellings, consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region in which the municipality is located, as designated by the Secretary of the Office of Policy and Management under Section 16a-4a,

(H) promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs identified in the housing plan prepared pursuant to section 8-37t and in the housing component and the other components of the State Plan of Conservation and Development prepared pursuant to chapter 297. In preparing such plan the commission shall consider focusing development and revitalization in areas with existing or planned physical infrastructure.

**(E) *Such plan may show*** the commission's and any special committee's recommendation for

- (1) conservation and preservation of traprock and other ridgelines
- (2) airports, parks, playgrounds and other public grounds
- (3) the general location, relocation and improvement of schools and other public buildings
- (4) the general location and extent of public utilities and terminals, whether publicly or privately owned, for water, sewerage, light, power, transit and other purposes
- (5) the extent and location of public housing projects
- (6) programs for the implementation of the plan, including
  - (A) a schedule
  - (B) a budget for public capital projects
  - (C) a program for enactment and enforcement of zoning and subdivision controls building and housing codes and safety regulations
  - (D) plans for implementation of affordable housing
  - (E) plans for open space acquisition and greenways protection and development, and
  - (F) plans for corridor management areas along limited access highways or rail lines, designated under section 16a-27, as amended by this act
- (7) proposed priority funding areas, and

(8) any other recommendations as will, in the commission's or any special committee's judgment, be beneficial to the municipality. The plan may include any necessary and related maps, explanatory material, photographs, charts or other pertinent data and information relative to the past, present and future trends of the municipality.

**Acceptance Procedure Per CGS 8-23(f)**

(f) (1) A plan of conservation and development or any part thereof or amendment thereto prepared by the commission or any special committee shall be reviewed, and may be amended, by the commission prior to scheduling at least one public hearing on adoption.

(2) At least sixty-five days prior to the public hearing on adoption, the commission shall submit a copy of such plan or part thereof or amendment thereto for review and comment to the legislative body or, in the case of a municipality for which the legislative body of the municipality is a town meeting or representative town meeting, to the board of selectmen. The legislative body or board of selectmen, as the case may be, may hold one or more public hearings on the plan and shall endorse or reject such entire plan or part thereof or amendment and may submit comments and recommended changes to the commission. The commission may render a decision on the plan without the report of such body or board.

(3) At least thirty-five days prior to the public hearing on adoption, the commission shall post the plan on the Internet web site of the municipality, if any.

(4) At least sixty-five days prior to the public hearing on adoption, the commission shall submit a copy of such plan or part thereof or amendment thereto to the regional planning agency for review and comment. The regional planning agency shall submit an advisory report along with its comments to the commission at or before the hearing. Such comments shall include a finding on the consistency of the plan with (A) the regional plan of development, adopted under section 8-35a, (B) the state plan of conservation and development, adopted pursuant to chapter 297, and (C) the plans of conservation and development of other municipalities in the area of operation of the regional planning agency. The commission may render a decision on the plan without the report of the regional planning agency.

(5) At least thirty-five days prior to the public hearing on adoption, the commission shall file in the office of the town clerk a copy of such plan or part thereof or amendment thereto but, in the case of a district commission, such commission shall file such information in the offices of both the district clerk and the town clerk.

(6) The commission shall cause to be published in a newspaper having a general circulation in the municipality, at least twice at intervals of not less than two days, the first not more than fifteen days, or less than ten days, and the last not less than two days prior to the date of each such hearing, notice of the time and place of any such public

hearing. Such notice shall make reference to the filing of such draft plan in the office of the town clerk, or both the district clerk and the town clerk, as the case may be.

(g) (1) After completion of the public hearing, the commission may revise the plan and may adopt the plan or any part thereof or amendment thereto by a single resolution or may, by successive resolutions, adopt parts of the plan and amendments thereto.

(2) Any plan, section of a plan or recommendation in the plan that is not endorsed in the report of the legislative body or, in the case of a municipality for which the legislative body is a town meeting or representative town meeting, by the board of selectmen, of the municipality may only be adopted by the commission by a vote of not less than two-thirds of all the members of the commission.

### **Consistency with the Conservation and Development Policies Plan for Connecticut 2005 - 2010**

Pursuant to statutory requirements, East Haddam's 2008 Plan of Conservation and Development has been reviewed with respect to the growth management principles contained in the Conservation and Development Policies Plan for Connecticut 2005 – 2010. The following is organized according to the State's management principles and documents the consistency of the Town's Plan with the State's Growth Principals.

#### **1. Growth Management Principle #1: Redevelopment and revitalization of commercial centers and areas of mixed land use with existing or planned physical infrastructure:**

East Haddam's Plan recommends that development and mixed use development continue to be directed to, and adjacent to, the existing village centers of East Haddam and Moodus. The plan also calls for the continuation of zoning policies that permit mixed use development in the villages to stimulate economic growth (see Chapters on Economic Strength, Housing, Environment, and Municipal Facilities).

The Town's Plan is in concurrence with the Water Pollution Control Authority's Policy and the State's Plan that towns should avoid the introduction of sewage collection systems or water lines, except to solve existing area wide problems, and after all feasible alternatives have been explored (see Municipal Facilities - Chapter 12).

#### **2. Growth Management Principle #2: Expansion of housing opportunities and design choices to accommodate a variety of household types and needs:**

East Haddam's Plan calls for a variety of options to provide expanded housing opportunities. The Plan recommends the following;

- a. All affordable housing mechanisms be explored
- b. Senior housing options and land acquisition be continued
- c. Consideration of alternative development patterns
- d. Encourage rehabilitation of existing housing units



e. Continue to research grant opportunities to assist in these endeavors.  
(See Chapter on Housing)

3. Growth Management Principle #3: Concentration of development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse:

East Haddam's Plan calls for the continued development in, and adjacent to, the existing villages to reduce travel time and to promote more foot traffic. This policy will also assist in the reuse of developed properties in and around these established villages.  
(See Chapters on Transportation, Housing, and Economic Strength)

4. Growth Management Principle #4: Conservation and restoration of the natural environment, cultural and historic resources and existing farmlands:

East Haddam's foundation is based on its environmental assets, historic resources, and cultural settings throughout the town. The Plan calls for the continued preservation of land through open space acquisition and flexible open space subdivision regulation. The Plan also continues to support low density development in the Conservation Areas designated by the State's Plan. The Plan endorses the Eightmile River Watershed Management Plan. East Haddam is one of the few rural communities that implemented the 2004 Connecticut Stormwater Quality Manual as part of the subdivision regulations.  
(See Chapters on Environment, Historic Character and Preservation, Rural Character, Cultural Life and recreation, and Municipal Facilities)

5. Growth management Principle #5: Protection of environmental assets critical to public health and safety:

Due to East Haddam's small industrial and commercial areas, the potential for adverse impacts to the environmental assets critical to public health and safety is limited. East Haddam's Plan does recognize the existing aquifers and the recharge areas which contribute to these aquifers. The Plan focuses on potential long term adverse impacts associated with improper stormwater management and sprawling development patterns.

6. Growth management Principle #6: Integration of planning across all levels of government to address issues on a local, regional, and state-wide basis:

East Haddam's Plan was prepared after consideration of goals, policies and recommendations contained in regional and State land use plans. The previous five paragraphs demonstrate in part how the Plan is in conformance with the State's Principles. The Plan also endorses the Eightmile River Watershed Management Plan which was developed as a collaborative effort by the Towns of East Haddam, Lyme, and Salem, land trusts of the respective towns, the Connecticut River Estuary Planning Agency, the Natural Resource Conservation Service, the Connecticut Department of Environmental Protection, and The Nature Conservancy.

## RESOURCES BY CHAPTER

### CHAPTER 1 – INTRODUCTION

### CHAPTER 2 - RURAL CHARACTER

### CHAPTER 3 - THE ENVIRONMENT

*Standards of the Connecticut River Gateway Commission*, CGS – Chapter 477a – Section 25-102D  
<http://www.crerpa.org/gateway.html>

*Protecting the Character of the Lower Connecticut River - The Gateway Commission's Mission* written by the Connecticut River Estuary Planning Agency

*Ramsar Convention on Wetlands of International Importance* [www.ramsar.org/index\\_list.htm](http://www.ramsar.org/index_list.htm)

The Nature Conservancy – <http://www.nature.org>

The Silvio Conte National Fish and Wildlife Refuge Act – Public Law 102 H.R. 794  
<http://www.fws.gov/r5soc>

*Eightmile River Watershed Management Plan* - <http://www.eightmileriver.org>

*Connecticut's Comprehensive Wildlife Conservation Strategy* – Department of Environmental Protection – Bureau of Natural Resources – <http://dep.state.ct.us/burnatr/wildlife>

*Conservation and Development – Policies Plan for Connecticut – 2005 – 2010*  
Office of Policy and Management – <http://www.opm.state.ct.us/igd/cdplan>

East Haddam Open Space Trust Fund – East Haddam Town Ordinance Book

Town of East Haddam Inland Wetlands and Watercourses Regulations 2005

Inland Wetlands and Watercourses Act pursuant to CGS 22a-36 to 22a-45  
CGS 7-131a – Conservation Commission

Aquifer Area Protection Fact Sheet – Department of Environmental Protection –  
<http://dep.state.ct.us/wtr/aquiferprotection>

2002 Connecticut Guidelines for Soil Erosion and Sediment Control –  
[http://dep.state.ct.us/wtr/wetlands/soil\\_erosion\\_sed\\_control\\_guidelines.htm](http://dep.state.ct.us/wtr/wetlands/soil_erosion_sed_control_guidelines.htm)

Citizens for Responsible Lighting – <http://www.crlaction.org>

Connecticut Department of Environmental Recycling Program <http://dep.state.ct.us/wst/recycle>

*Caring for Our Lakes – Watershed and In-Lake Management for Connecticut Lakes* Connecticut Department of Environmental Protection – Bureau of Water Management

Department of Environmental Protection – Control of Noise <http://dep.state.ct.us/air2/regs/noise.htm>

*Connecticut Stormwater Quality Manual* – Department of Environmental Protection  
<http://dep.state.ct/wtr/stormwater/strmwtrman.htm>

*Best Development Practices - Conserving Pool-Breeding Amphibians in Residential and Commercial Developments in the Northeast United State, Aram J.K. Calhoun, Ph.D. and Michael W. Klemens, Ph.D.*

*East Haddam Zoning Regulations – November 2006*

*East Haddam Subdivision Regulation – November 2006*

Public Act 490 – The Basics – <http://www.ct.gov/doag/cwp>

Invasive Species – <http://www.dep.state.ct.us/>

*Water Chemistry and Fertility of Twenty-three Connecticut Lakes, W.A. Norvell & C.R. Frink, The Connecticut Agricultural Experiment Station, 1975*

*A Bacteriological and Limnological Study of Three Lakes in East Haddam, Connecticut* Lawrence Battoe, undated report.

*Limnological and Bacteriological Study of Three Lakes in East Haddam, Connecticut: Phosphorous and Bacterial Loading of Bashan Lake, Lawrence Battoe, undated report.*

*Trophic Classifications of Forty-Nine Connecticut Lakes, 1991, Connecticut Department of Environment Protection*

*Nonpoint Source Pollution Watershed Survey of Bashan Lake, East Haddam, CT.* prepared Benson Environmental Inc., 1994, for The Connecticut Department of Environmental Protection

<http://www.forestguild.org>      *Ensuring Sustainable Forestry: A Forest Guild Perspective June 2006*

<http://www.ctwoods.org>      Connecticut Forest and Parks Association

[http://clear.uconn.edu/projects/cr/cr/\\_online/01\\_base.asp?listtown=41](http://clear.uconn.edu/projects/cr/cr/_online/01_base.asp?listtown=41) Critical Resource Inventory - University of Connecticut / NEMO

## **CHAPTER 4 - SENSE OF COMMUNITY**

## **CHAPTER 5 - HISTORIC CHARACTER AND PRESERVATION**

Historic Preservation: A Plan for Connecticut. Volume 17

Plan of Development –1981 - Town of East Haddam

East Haddam Historic District Regulations

East Haddam Historic District Guidelines

Historic District Report A Survey of the Architectural and Historical Resources of the Town of East Haddam, Part I by Mark Hoskin, 1977 and Part II by Karl P. Stofko and Rachel I. Gibbs, in 1980

History of Middlesex County 1635 – 1885, J.H. Beers & Co. 1884

Mills Along the River, The History of the Cotton Industry in Moodus, Connecticut by Bruce Sievers - 1985

East Haddam and Moodus History <http://www.simonpure.com>

ACS Archaeological Reconnaissance Survey, East Haddam Connecticut

National Park Service – National Register Information System [www.nr.nps.gov](http://www.nr.nps.gov)

ERA (Emergency Relief Act) Federal Work Relief Programs

National Trust for Historic Preservation <http://www.nationaltrust.org/>

National Trust's "Main Street Project" <http://www.mainstreet.org/>

National Register of Historic and Connecticut Historical Commission Inventory  
<http://www.nr.nps.gov/iwisapi/explorer.dll>

CT Trust: <http://www.cttrust.org/>

finally, a list of links from OldHouses.com

<http://www.oldhouses.com/old-house-preservation-organizations.htm>

note the reference to "rock art" which could very well cover the many walls in town

The Smithsonian <http://www.si.edu/mci/>

as a link, some connect to the national park services historic preservation program should be vital,  
<http://www.cr.nps.gov/preservation.htm>

especially since the site has copies of standards for historic preservation and restoration

<http://www.cr.nps.gov/standards.htm>

even the "abandoned shipwreck" piece may fit in our history since the remnants of both Gilette's Aunt Polly and Goodspeed's steamboat lie off our shores

## **CHAPTER 6 - CULTURAL LIFE AND RECREATION**

Connecticut Department of Environmental Protection

<http://www.dep.state.ct.us/stateparks/maps.htm>

Walking Trails of East Haddam produced by the East Haddam Conservation Commission

The Nature Conservancy – <http://www.nature.org>

The East Haddam Land Trust <http://www.besobold.net/~ehlt/preserve.htm>

A Guide of Lakes and Ponds in Connecticut published by the Connecticut Department of Environmental Protection.

Connecticut Farm Bureau Association - [www.cfba](http://www.cfba) , or [www.CtGrown.gov](http://www.CtGrown.gov)

## **CHAPTER 7 - QUALITY OF EDUCATION**

East Haddam Board of Education <http://www.easthaddamschools.org>

Connecticut State Department of Education <http://www.sde.ct.gov/sde/site>

## **CHAPTER 8 - ECONOMIC STRENGTHS**

*1994 Economic Strategy for the Town of East Haddam* Abelis, Phillips, Preiess & Shapiro, Inc. Planning and Real Estate Consultants, Lifespace Architecture, Spring 1994

Community Planning Group - Handbook for Action – 1999

Connecticut Commission on Cultural Tourism <http://www.cultureandtourism.org>  
*The Economic Impact of Arts, Films, History, and Tourism in Connecticut*

Middlesex Chamber of Commerce [www.middlechamber.com](http://www.middlechamber.com)

Connecticut Economic Resource Center [www.cerc.com](http://www.cerc.com)

Goodspeed Opera House Foundation [www.goodspeed.org](http://www.goodspeed.org)

[www.CTGrown.gov](http://www.CTGrown.gov)

Connecticut Farm Bureau [www.cfba](http://www.cfba).

East Haddam Economic Development Commission [www.easthaddam.net](http://www.easthaddam.net)

Town of East Haddam [www.easthaddam.org](http://www.easthaddam.org)

Environmental Impact Evaluation and Conceptual Master Plan - Goodspeed Opera House Foundation,  
prepared for the Department of Economic and Community Development, prepared by the Maguire Group,  
January 2001

Mobility Improvement Study for the Village of East Haddam - Conceptual Design Phase, prepared by Fuss  
& O'Niell, July 9, 2004

*Town Office Site Re-Use Study, East Haddam, CT* by Harrall – Michalowski Associates – August 2006

Town of East Haddam - Water Pollution Control Authority - Sewer Use and Pollution Control Regulation

## **CHAPTER 9 - POPULATION AND DEMOGRAPHICS**

U.S. Census Bureau Profiles of East Haddam – Tables DP-1-4  
[www.census.gov](http://www.census.gov)

Connecticut State Data Center (SDC) Program  
[www.opm.state.ct.us/pdpd3/data/SDC.htm](http://www.opm.state.ct.us/pdpd3/data/SDC.htm)

*Conservation and Development – Policies Plan for Connecticut*  
2001 –2010 Office of Policy and Management – <http://www.opm.state.ct.us/igd/cdplan>

Report of the Blue Ribbon Commission to Study Affordable Housing  
[http://www.cga.ct.gov/hsg/brctsah/BRC\\_RECOMMENDATIONS.htm](http://www.cga.ct.gov/hsg/brctsah/BRC_RECOMMENDATIONS.htm)

DECD: State of Connecticut – 2000 Consolidated Plan  
<http://www.ct.gov/ecd/cwp/view>

University of Connecticut / NEMO Program <http://NEMO.uconn.edu>

## **CHAPTER 10 - HOUSING**

*Conservation and Development – Policies Plan for Connecticut*  
2001 –2010 Office of Policy and Management – <http://www.opm.state.ct.us/igd/cdplan>

Report of the Blue Ribbon Commission to Study Affordable Housing

[http://www.cga.ct.gov/hsg/brctsah/BRC\\_RECOMMENDATIONS.htm](http://www.cga.ct.gov/hsg/brctsah/BRC_RECOMMENDATIONS.htm)

DECD: State of Connecticut – 2000 Consolidated Plan

<http://www.ct.gov/ecd/cwp/view>

HOMEConnecticut – an initiative of the Partnership for Strong Communities

[www.HOMEConnecticut.org](http://www.HOMEConnecticut.org)

Connecticut General Statutes – Chapters 128, 132, 124

[http://search.cga.state.ct.us/dtsearch\\_pub\\_statutes.htm](http://search.cga.state.ct.us/dtsearch_pub_statutes.htm)

*East Haddam Zoning Regulations – November 2006*

*East Haddam Subdivision Regulation – November 2006*

Town of East Haddam – *Plan of Development - 1981*

U.S. Census Bureau Profiles of East Haddam – Tables DP-1-4

[www.census.gov](http://www.census.gov)

Connecticut State Data Center (SDC) Program

[www.opm.state.ct.us/pdpd3/data/SDC.htm](http://www.opm.state.ct.us/pdpd3/data/SDC.htm)

Economic Development Digest – *Sprawl: Not Just an Urban Issue*

<http://www.nado.org/pubs/digest.html>

*Smart Growth* – National Association of Home Builders

[www.nahb.com](http://www.nahb.com)

*The Sprawlbusters' Workbook: What Connecticut Communities Can and Cannot Do* – Connecticut Chapter of the Sierra Club [www.sierraclub.org/chapters/ct/](http://www.sierraclub.org/chapters/ct/)

Vermont Forum on Sprawl – [www.vtsprawl.org](http://www.vtsprawl.org)

## **CHAPTER 11 - TRANSPORTATION**

1967 Plan of Development

1981 Plan of Development

Town of East Haddam Town Road Inventory and Recommendations 1980 Midstate Regional Planning Agency

East Haddam Town Road Inventory by VHB / Christman Associates

Town of East Haddam Ordinance Book

State Aid List - Department of Transportation - 1949 thru 2005

East Haddam Swing Bridge No. 1138 - Sidewalk Study Report - Prepared for the Connecticut Department of Transportation by Lichtenstein and Associates, Inc. October 1999

State of Connecticut Department of Transportation "Changes in Local Road Systems" 1948 to present.

Town Road Inventory and Policy Recommendations for 1997 - James Ventres - Land Use Administrator

Recommended Changes for Town Roads - 1997 - James Ventres - Land Use Administrator

Connecticut General Statutes Section 13a -141 bicycle paths, 7-149a Scenic Roads, 13a-55 Abandonment,

Connecticut Land Use Regulations Second Edition (1992) and cumulative supplements up to 1996- Terry J. Tondro - Professor of Law

Abandoned or Discontinued? Presentation by William A. Reynolds, P.E. & L.S.

The Highway and the Right of Way: An Analysis of the Decisional Law in Connecticut Concerning Public, Private, and Proposed Roads From Established to Abandonment By Attorneys Ellen L. Sostman and Jonathan S. R. Anderson

*Conservation and Development – Policies Plan for Connecticut – 2005 – 2010* Office of Policy and Management – <http://www.opm.state.ct.us/igd/cdplan>

*Connecticut Stormwater Quality Manual* – Department of Environmental Protection  
<http://dep.state.ct/wtr/stormwater/stmwtrman.htm>

*East Haddam Zoning Regulations* – November 2006

*East Haddam Subdivision Regulation* – November 2006

2002 Connecticut Guidelines for Soil Erosion and Sediment Control –  
[http://dep.state.ct.us/wtr/wetlands/soil\\_erosion\\_sed\\_control\\_guidelines.htm](http://dep.state.ct.us/wtr/wetlands/soil_erosion_sed_control_guidelines.htm)

*Eightmile River Watershed Management Plan* - <http://www.eightmileriver.org>

*The Massachusetts Unpaved Roads BMP Manual* - prepared by the Berkshire Regional Planning Commission - Winter 2001

## **CHAPTER 12 - MUNICIPAL FACILITIES**

Preliminary Report of the East Haddam Municipal Space Needs Study Committee – November 19, 1997

Facility Study for the Nathan Hale - Ray Middle School, Kaestle Boos Associates, Inc - May 5, 2000

East Haddam Board of Education <http://www.easthaddamschools.org>

Environmental Impact Evaluation and Conceptual Master Plan - Goodspeed Opera House Foundation, prepared for the Department of Economic and Community Development, prepared by the Maguire Group, January 2001

Mobility Improvement Study for the Village of East Haddam - Conceptual Design Phase, prepared by Fuss & O'Niell, July 9, 2004

Town of East Haddam - Water Pollution Control Authority - Sewer Use and Pollution Control Regulation

*Conservation and Development – Policies Plan for Connecticut 2001 –2010* Office of Policy and Management – <http://www.opm.state.ct.us/igd/cdplan>

Community Planning Group - Handbook for Action - 1999

Discussion with the East Haddam Recreation Director and Commission

Discussions with the East Haddam Municipal Agent for the Elderly

## APPENDICES

### APPENDIX I 1997 & 2006 Public Opinion Survey Summary

**TABLE 1**  
**2006 Survey Results**      **1997 Survey Results**  
 Reasons to live in E.H.?      What do you like best about E.H.?

|                           |                    |       |                      |       |
|---------------------------|--------------------|-------|----------------------|-------|
| <b>Rural Character</b>    | Rural Character    | 39.3% | Rural Character      | 23.1% |
|                           |                    |       | Quiet/Peaceful       | 9.5%  |
|                           |                    |       | Privacy              | 2.9%  |
|                           |                    |       | -----                |       |
|                           |                    |       |                      | 35.5% |
| <b>Environment</b>        | Environment        | 13.0% | Scenic Beauty        | 6.6%  |
|                           | CT River           | 5.7%  | Open Space, etc.     | 5.0%  |
|                           |                    |       | State Parks/Nature   | 2.0%  |
|                           |                    | ----- |                      | ----- |
|                           |                    | 18.7% |                      | 13.6% |
| <b>Sense of Community</b> | Sense of Community | 7.3%  | Friendly People      | 9.5%  |
|                           |                    |       | Small Town           | 7.2%  |
|                           |                    |       | Sense of Community   | 3.2%  |
|                           |                    |       | Town Govt/Officals   | 2.1%  |
|                           |                    |       | Safe/Low Crime       | 3.5%  |
|                           |                    |       | -----                |       |
|                           |                    |       |                      | 25.5% |
| <b>Historic Character</b> | Historic Character | 4.7%  | Historic/Quaint      | 5.2%  |
| <b>Cultural Life/Rec</b>  | Cultural Life/Rec  | 4.0%  | Cultural Opportunity | 2.1%  |
|                           |                    |       | Rec Opportunities    | 0.2%  |
|                           |                    |       | Services/Activities  | 2.6%  |
|                           |                    |       | -----                |       |
|                           |                    |       |                      | 4.9%  |
| <b>Quality Education</b>  | Quality Education  | 3.7%  | Schools/Education    | 1.4%  |
| <b>Economic Strength</b>  | Economic Strength  | 1.0%  | Local Business       | 0.9%  |
|                           | Affordability      | 21.0% | Affordability        | 3.4%  |
|                           |                    | ----- |                      | ----- |
|                           |                    | 22.0% |                      | 4.3%  |
| <b>Other:</b>             | Birthplace         | 14.7% | Family Ties          | 0.2%  |
|                           | Location           | 14.0% | Location/Region      | 5.6%  |

In both cases, % = frequency of mention



## **APPENDIX II      Project Evaluation Guidelines & Checklist Community Planning Group**

### **EAST HADDAM'S PROJECT EVALUATION GUIDELINES**

#### *Using Community Values as Policy and Goals for East Haddam*

#### **POLICY**

Per CT General Statutes Section 8-23, the Community Values and the Project Evaluation Worksheet process could be incorporated into East Haddam's Plan of Conservation and Development (revised every 10 years) facilitated by the Planning and Zoning Commission and Land Use Office.

#### **PROCESS**

What follows is the Community Planning Group's recommended process to help boards, commissions, and the public evaluate projects within the community and ensure their compatibility with the values/vision of East Haddam.

1. A project or decision that will need municipal approval (public or private development), is being considered by a board, commission, community group, business or individual (*project initiator*).
2. Early in the planning process, the project initiator volunteers to use the Project Evaluation Worksheet to discuss the proposed project within their own planning process.
  - This would help the project initiator to understand the community impact of the project and/or identify additional information that is needed. It may also serve to assist in identifying the need for project revisions before bringing it into the municipal process.
  - The worksheet is a tool for evaluation and discussion. It is not meant as a "scorecard." Each value weighs differently for each proposed project and the "balance" is the level of adherence to the values that the public deems acceptable.
3. To make the guidelines accessible to all, the current Project Evaluation Worksheets would be available at the Town Office, libraries, school offices, and from each board and commission.
4. Each town board or commission would, to the extent consistent with its statutory charge, consider each of the values when deciding on a proposed project, making decisions, and promulgating regulations.
  - The Project Evaluation Worksheet may be used to consider these values. The worksheet is a tool for evaluation and discussion. Values ratings do not affect the board or commission's standard application or approval process. Worksheet ratings do not imply a decision or signify approval.
  - Upon adoption of this process, each town board or commission would add values consideration operating procedures to its by-laws, to the extent consistent with its statutory charge.
5. Through a "review chain" process, advisory commissions (such as Historic District, Econ.Dev., Conservation, Recreation, WPCA, Open Space, Muni. Space, & Committee on Aging) would also have the ability to share their evaluation sheets with other boards/commissions by forwarding them to CPG who will manage the distribution to all other groups. Once cross-commission feedback was reviewed, the advisory commissions would have an opportunity to re-evaluate the project and forward the revision to CPG. CPG would then provide the feedback from all the boards/commissions to the regulatory commissions (Inland Wetlands, Planning & Zoning) and Board of Finance. The Board of Selectmen would also receive the cross-commission feedback.
6. The public, board or commission could ask project initiators to comment on the impact of each of the values during the application process and at public hearings. Facilitators could encourage citizens to consider the effect of the proposed project on each of the values at public hearings.
  - **The Project Evaluation Worksheet may be used to consider these values.**

### **COMMUNITY PLANNING GROUP (CPG)**

The Community Planning Group (*CPG*) would be charged with educating boards, commissions, community groups, businesses and individuals as to the use of the Project Evaluation Guidelines. CPG would be the conduit of information for the board/commission “review chain” process – receiving feedback from each group and distributing it to all the other groups for consideration. CPG would also monitor and maintain the entire Values and Project Evaluation process and facilitate any revisions, as needed. (see also CPG by-laws)

CPG would continue to work with boards and commissions to pursue formal incorporation and adoption of the Guidelines into each group’s governing documents, making use of the Values and Project Evaluation process as comprehensive and strong as possible within their statutory purview.

CPG would assist with on-going data/indicator identification and measurement to evaluate community conditions and the effect of the Values and Project Evaluation process over time. (see also CPG by-laws)

CPG would also be responsible for regularly updating the guidelines. The community Values and the Project Evaluation Worksheet would be reviewed, revised as needed and adopted every five years. This would involve a boards/commission questionnaire, town-wide public opinion survey, public meetings and forums. (see also CPG by-laws)

### **ACCEPTANCE PROCESS**

This recommended process and the mission/role of CPG may be accepted by each board or commission of the Town of East Haddam when, after review of the process, such agency prepares and signs a Letter of Agreement with the Community Planning Group which outlines how it plans to adopt the Project Evaluation Guidelines into its regulations, by-laws, or other governing documents.

For the Planning and Zoning Commission, such acceptance shall occur when the Commission prepares and signs a Letter of Agreement with the Community Planning Group which outlines how it plans to adopt the guidelines as an amendment to the Plan of Conservation and Development, and incorporate them by reference or otherwise into the Subdivision and Zoning Regulations.

For agencies under the general supervision of the Board of Selectmen, such adoption shall occur when the Selectmen approve the guidelines as Town policy. The Selectmen would be responsible for seeing that the agreed-upon process is followed. When new committees were formed, the process would be made part of that committee’s charge from the Selectmen. The Selectmen would also serve as “gatekeeper” by overseeing Town Meetings and budgets. The Selectmen could enlist the assistance of a group such as the Community Planning Group.

## East Haddam's PROJECT EVALUATION WORKSHEET

*The Community Planning Group has developed this worksheet to help townspeople thoroughly assess a project and measure its compatibility with East Haddam's community values. The values are listed in caps atop each section of the worksheet and were developed through a community process which began with a town-wide opinion survey in 1997 and continues through today. A project should achieve a suitable balance when weighed against all the values. The values weigh differently for each project and each evaluator. The suitable balance is subject to interpretation. Therefore, the worksheet is intended as a tool for evaluation and discussion. It is currently in use by town boards, commissions, and the public. However, this worksheet does not affect the usual municipal application or approval process. Value ratings do not imply a decision or signify approval.*

*Please respond to the following questions for each of the value categories below. In the first section under each value, rate the impact of this project by circling one response from -3 to 3, where -3 means "significantly negative," 0 means "no effect," 3 means "significantly positive," and "unknown" means that you do not have enough information to rate the impact. Next, consider the overall impact of the project on this value and circle your response. Then, add any comments about ways to strengthen the project relative to the value.*

| <b>RURAL CHARACTER</b>   | significantly<br>negative |    | no<br>effect |   | significantly<br>positive |   |   |         |
|--|---------------------------|----|--------------|---|---------------------------|---|---|---------|
| <b>To what extent does this project impact:</b>  |                           |    |              |   |                           |   |   |         |
| • open space and agricultural lands?   | -3                        | -2 | -1           | 0 | 1                         | 2 | 3 | unknown |
| • scenic or unimproved roads?  | -3                        | -2 | -1           | 0 | 1                         | 2 | 3 | unknown |
| • traffic volume and speed on roadways   | -3                        | -2 | -1           | 0 | 1                         | 2 | 3 | unknown |
| • development in existing villages, number of population clusters,<br>development in only appropriate sites? | -3                        | -2 | -1           | 0 | 1                         | 2 | 3 | unknown |
| <b>Overall, to what extent does this project impact</b>  |                           |    |              |   |                           |   |   |         |
| <b>East Haddam's rural character?</b>  | -3                        | -2 | -1           | 0 | 1                         | 2 | 3 | unknown |
| <b>What would strengthen this project in terms of preserving rural character?</b>                            |                           |    |              |   |                           |   |   |         |

| <b>QUALITY EDUCATION SYSTEM</b>   | significantly<br>negative |    | no<br>effect |   | significantly<br>positive |   |   |         |
|---|---------------------------|----|--------------|---|---------------------------|---|---|---------|
| <b>To what extent does this project impact:</b>   |                           |    |              |   |                           |   |   |         |
| • the facilities for the education of children?   | -3                        | -2 | -1           | 0 | 1                         | 2 | 3 | unknown |
| • learning opportunities for students and support<br>for parents and teachers?              | -3                        | -2 | -1           | 0 | 1                         | 2 | 3 | unknown |
| • the effect of the school, its facilities and programs?                                    | -3                        | -2 | -1           | 0 | 1                         | 2 | 3 | unknown |
| • on the whole town   | -3                        | -2 | -1           | 0 | 1                         | 2 | 3 | unknown |
| <b>Overall, to what extent does this project impact</b>                                     |                           |    |              |   |                           |   |   |         |
| <b>East Haddam's education system?</b>  | -3                        | -2 | -1           | 0 | 1                         | 2 | 3 | unknown |
| <b>What would strengthen this project in terms of providing a quality education system?</b> |                           |    |              |   |                           |   |   |         |

## SENSE OF COMMUNITY AND VOLUNTEERISM

### To what extent does this project impact:

|   | negative |    |    | effect |   | positive |   |         |
|---|----------|----|----|--------|---|----------|---|---------|
| • the ability to receive input and use information from all groups? | -3       | -2 | -1 | 0      | 1 | 2        | 3 | unknown |
| • the ability to bring the whole community together?                | -3       | -2 | -1 | 0      | 1 | 2        | 3 | unknown |
| • neighborhood pride, activity, and friendliness?                   | -3       | -2 | -1 | 0      | 1 | 2        | 3 | unknown |

### Overall, to what extent does this project impact

East Haddam's sense of community and volunteerism? -3 -2 -1 0 1 2 3 unknown

What would strengthen this project in terms of promoting a sense of community and volunteerism?

## ENVIRONMENT AND NATURAL RESOURCES

### To what extent does this project impact:

|  | significantly<br>negative |    |    | no<br>effect |   |   | significantly<br>positive |         |  |
|--|---------------------------|----|----|--------------|---|---|---------------------------|---------|--|
| • the environmental quality of the ecosystem<br>(air, land or water)?            | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |  |
| • the ecological diversity, biological significance, or<br>capacity of the area? | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |  |
| • the ability to allow public access, when appropriate?                          | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |  |

### Overall, to what extent does this project impact

East Haddam's environmental and natural resources? -3 -2 -1 0 1 2 3 unknown

What would strengthen this project in terms of protecting and enhancing environmental and natural resources?

## HISTORIC CHARACTER

### To what extent does this project impact:

|  | significantly<br>negative |    |    | no<br>effect |   |   | significantly<br>positive |         |  |
|--|---------------------------|----|----|--------------|---|---|---------------------------|---------|--|
| • the historic character and architectural heritage of the town's villages and neighborhoods, including the re-use of existing structures? | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |  |
| • the ability to preserve and honor historic lifestyles and occupations?   | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |  |
| • archaeological evidence, such as artifacts, stonewalls, or fossil remains?   | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |  |

### Overall, to what extent does this project impact

East Haddam's historic character? -3 -2 -1 0 1 2 3 unknown

What would strengthen this project in terms of preserving and protecting historic character?

## CULTURAL LIFE AND RECREATION

To what extent does this project impact:

- |  | significantly<br>negative |    |    | no<br>effect |   |   | significantly<br>positive |         |
|--|---------------------------|----|----|--------------|---|---|---------------------------|---------|
| • cultural life, artistic expression, recreation and social interaction, spanning the range of interests of all townspeople? | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |
| • the ability to create a critical mass of activity that can   |                           |    |    |              |   |   |                           |         |
| • be sustained over time?  | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |

Overall, to what extent does this project impact East Haddam's

cultural life and diversity of recreation opportunities? -3 -2 -1 0 1 2 3 unknown

What would strengthen this project in terms of celebrating cultural life and enjoying all forms of recreation?

## ECONOMIC STRENGTH

To what extent does this project impact:

- |  | significantly<br>negative |    |    | no<br>effect |   |   | significantly<br>positive |         |
|--|---------------------------|----|----|--------------|---|---|---------------------------|---------|
| • existing businesses and the ability to provide growth opportunities? | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |
| • the ability to bring appropriate sustainable compatible              |                           |    |    |              |   |   |                           |         |
| • business to town?  | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |
| • the ability to provide living wage jobs & opportunity for            |                           |    |    |              |   |   |                           |         |
| • local ownership?   | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |
| • the ability to capitalize on existing indigenous                     |                           |    |    |              |   |   |                           |         |
| • economic resources (tourism, theater, resorts)?                      | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |

Overall, to what extent does this project impact

East Haddam's economic strength? -3 -2 -1 0 1 2 3 unknown

What would strengthen this project in terms of maintaining and enhancing economic strength?

## OVERALL

To what extent does this project impact:

- |  | significantly<br>negative |    |    | no<br>effect |   |   | significantly<br>positive |         |
|--|---------------------------|----|----|--------------|---|---|---------------------------|---------|
| • the quality of life in East Haddam for future generations? | -3                        | -2 | -1 | 0            | 1 | 2 | 3                         | unknown |

Overall, to what extent does this project impact

East Haddam? -3 -2 -1 0 1 2 3 unknown

What would strengthen this project overall?

PLEASE ADD ADDITIONAL COMMENTS, SUGGESTIONS, QUESTIONS ON A SEPARATE SHEET.

*Again, thank you for your time and interest in this project.*

## **APPENDIX III    The Eightmile River Watershed Management Plan Tier One and Tier Two Management Tools**

### **Local Planning & Zoning - Tier One**

#### ***Water Quality***

Each community adopts a River Protection Overlay Area for all perennial streams and rivers in the Eightmile River Watershed that provides a 50 foot setback on small headwater streams, and a 100 foot setback on larger streams.

*(Approved as part of the Zoning Regulations - November 1, 2006)*

Each community adopts the University of Massachusetts River and Stream Crossing Standards: Technical Guidelines, August 6, 2004.

Require the CT DEP Stormwater Quality Manual, which is a non-regulatory guidance document, be used as the best management approach for the design, implementation and maintenance of all new and existing stormwater systems in each community.

*(Approved as part of the Subdivision Regulation - September 2003)*

Work with the local Department of Public Works to complete and implement a Stormwater Management Plan for each municipality's stormwater system as described in the State's General Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems.

#### ***Watershed Hydrology***

Each community adopts maximum impervious surface limits of 10% per local watershed and 4% for the Eightmile River Watershed as a whole.

*(Approved as part of the Subdivision Regulations - September 2003 and the Zoning Regulations - November 2006)*

Working with the Eightmile River Committee, undertake a detailed assessment of current and potential imperviousness in each local watershed for each community. *(Reviewed by the Planning and Zoning Commission)*

Analyze the implementation of different tools to manage impervious surface levels, including the East Haddam model and the use of maximum impervious cover per lot. Determine the most effective, appropriate and realistic tool for managing impervious surfaces and pursue its adoption. *(On-going process)*

#### ***Unique Species & Natural Communities***

Adopt the University of Massachusetts River and Stream Crossing Standards: Technical Guidelines, August 6, 2004.

### **Local Planning & Zoning Commission - Tier Two**

#### ***Cultural Landscape***

Work with ERWSC as lead to create an up-to-date map of the culturally and archaeologically significant resources of the Eightmile River Watershed. This should include current and potential resources.

Adopt the cultural and archaeological features map as a guidance document when reviewing potential impacts of new developments.

Adopt regulations to perform archaeological reviews associated with new development activities. *(Part of the 2003 subdivision regulations)*

Establish local scenic road programs if not already in place. Identify and pursue opportunities to add unique local roadways to the town scenic road program. *(Part of the Town Ordinance)*

Adopt conservation subdivision design standards if not already in place.  
***(Part of the Subdivision and Zoning Regulations)***

### ***Geology***

Work with the detailed slope information developed by ERWSC to identify priority areas for protecting natural topographic features such as ridgelines.

Adopt clear slope limitations in subdivision regulations that will provide for maintaining natural topographic conditions to the greatest extent feasible.

Adopt gravel extraction regulations that require site restoration conditions to be consistent with maintaining a natural topographic appearance.

Support ERWSC in the creation of an up to date map of exceptional bedrock and glacial features within each community to be used in land use decision making and open space planning activities.

Implement use of the up to date map of exceptional bedrock features developed by ERWSC to help protect unique geologic features during the permitting process.

Modify local regulations to recognize the importance of protecting exceptional bedrock and glacial features when reviewing applications for activities including gravel extraction and subdivisions.

### ***Water Quality***

Support ERWSC in implementing landowner education and outreach initiatives on the importance of riparian buffers

Incorporate riparian areas as a priority in open space planning and acquisition activities, as well as when identifying open space set asides in new subdivision applications.

***(Part of the priorities criteria under open space reviews and part of the conservation (open space) subdivision regulations.)***

If not already in place, establish and implement clear regulations regarding timber management activities ***(Part of the Zoning Regulations)***

Establish landscaping requirements that incorporate riparian buffer protection  
***(Approved as part of the Zoning Regulations - November 1, 2006)***

Implement subdivision regulations that excludes placement of new structures in the riparian corridor.

Establish suburban lawn and landscape best management requirements that minimize fertilizer and pesticide impacts to water quality

Establish and implement regulations to minimize non-point source pollution associated with timber management activities

Adopt local aquifer protection regulations to protect water quality in groundwater aquifer systems.

Establish septic system maintenance regulation

Establish Underground Storage Tank Removal Regulation

Establish and enforce slope limitations for all new construction to minimize potential erosion and sedimentation issues.

Promote best management practices for agricultural land uses that prevent non-point source pollution

Work with IWWCC to consider the potential water quality affects of activities allowed under the state agricultural exemption and determine potential strategies to minimize water quality degradation from such impacts.

***Watershed Hydrology***

If not already implemented, consider implementation of conservation subdivision design or density based zoning requirements to help manage growth in impervious cover. (***Part of the Subdivision Regulations***)

Consider implementation of aquifer protection regulations to protect groundwater resources.

Support ERWSC in establishing and implementing a capacity to map detailed landcover information and track changes on a regular basis.

Establish regulations such as maximum building coverage, maximum impervious surface or minimal landscaped area to manage change in forest and vegetative cover. (***Part of the Zoning Regulations***)

Adopt earth extraction regulations that ensure groundwater/surface water interactions are protected and aquifer storage is sustained so as to maintain natural hydrologic conditions of river, stream and wetland resources.

Support ERWSC in establishing a capacity to map detailed landcover information and track landcover changes on a regular basis.

***Unique Species and Natural Communities***

Adopt conservation subdivision design standards to support conservation of known rare species and communities and important habitat blocks. (***Part of the Subdivision Regulations***)

Implement appropriate regulations that require all landscaping, planting, and ground-cover materials be a non-invasive species and prohibit all non-native invasive species from being used in any new activity. (***Part of the Subdivision Regulations***)

**Local Inland Wetlands Commission - Tier One**

***Water Quality***

Each community adopts the University of Massachusetts River and Stream Crossing Standards: Technical Guidelines, August 6, 2004.

Require the CT DEP Stormwater Quality Manual, which is a non-regulatory guidance document, be used as the best management approach for the design, implementation and maintenance of all new and existing stormwater systems in each community. (***Part of the Subdivision Regulations***)

**Local Inland Wetlands Commission - Tier Two**

***Watershed Hydrology***

Regulate all commercial diversions under 50,000 gallons per day.

Work with local P&Z to establish suburban lawn and landscape best management requirements that minimize fertilizer and pesticide impacts to water quality

***Water Quality***

Work with P&Z to consider the potential water quality affects of activities allowed under the state agricultural exemption and determine potential strategies to minimize water quality degradation from such impacts.



**Local Conservation Commission (working with Local Open Space Committee) – Tier One**  
***Unique Species and Natural Communities***

Endorse the remaining unfragmented habitat blocks as high priority open space conservation areas through pertinent town planning documents such as the Town Plan of Conservation and Development and the Town Open Space Plan. *(Part of the Priorities Review Sheet of the Open Space Committee. - See Appendix VII)*

Establish a land protection goal for each community and the watershed as a whole.

Commit to working with other partners, such as local land trusts, the Nature Conservancy and the State to leverage resources and collaborate when opportunities arise to protect priority lands. *(Part of the Priorities Review Sheet of the Open Space Committee. - See Appendix VII)*

Endorse support for federal funding assistance to help support such open space conservation actions. While the federal government will not own or manage any land associated with a Wild & Scenic designation, a designation may create an opportunity to access federal funds that local agencies could use to support open space conservation. Clearly stating such an interest in the Management Plan will be helpful in pursuing such funding resources.

**Local Municipal Open Space Committees - Tier One**  
***Unique Species and Natural Communities***

Endorse the remaining unfragmented habitat blocks as high priority open space conservation areas through pertinent town planning documents such as the Town Plan of Conservation and Development and the Town Open Space Plan. *(Part of the Priorities Review Sheet of the Open Space Committee. - See Appendix VII)*

Establish a land protection goal for each community and the watershed as a whole.

Commit to working with other partners, such as local land trusts, the Nature Conservancy and the State to leverage resources and collaborate when opportunities arise to protect priority lands.

Endorse support for federal funding assistance to help support such open space conservation actions. While the federal government will not own or manage any land associated with a Wild & Scenic designation, a designation may create an opportunity to access federal funds that local agencies could use to support open space conservation. Clearly stating such an interest in the Management Plan will be helpful in pursuing such funding resources.

***Cultural Landscape***

Prioritize and pursue conservation of the important topographic features of the Eightmile River Watershed.

***Water Quality***

Prioritize land conservation efforts that protect riparian corridors.

**Local Municipal Open Space Committees - Tier Two**  
***Cultural Landscape***

Identify exceptional cultural landscape or archaeological features as an important conservation priority in open space planning guidance.

***Geology***

Identify exceptional topographic features, e.g. ridgelines, as an important conservation priority in open space planning guidance.

Identify exceptional bedrock and glacial features as important conservation priorities in open space planning guidance.

Implement use of the up to date map of exceptional bedrock and glacial features developed by ERWSC to help identify unique geologic features when planning open space conservation priorities.

***Watershed Hydrology***

Pursue open space planning and acquisition of key parcels associated with the hydrologic well-being of the watershed, especially those associated with important aquifer and riparian areas.

Prioritize land conservation efforts that support sustaining forest cover and natural vegetative cover.

Identify important aquifers as priority land conservation areas.

**Local Municipal Dept. of Public Works – Tier One**

***Water Quality***

Complete and implement a Stormwater Management Plan for each municipality's stormwater system as described in the State's General Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems.

**Local Municipal Dept. of Public Works – Tier Two**

***Water Quality***

Implement municipal and state road construction and maintenance standards that protect riparian buffer function

Promote municipal and state road construction and maintenance standards, including salt and sand practices, that minimize non-point source pollution

***Watershed Hydrology***

Work with the Eightmile River Committee to develop and adopt guidance and standards for addressing stream bank repairs along roadways. Includes guidance on when repairs are necessary and the preferred engineering and construction approaches to implement such repairs.

## **APPENDIX IV East Haddam Zoning Regulations - Section 10.1.3.2 Eightmile River Watershed Overlay District**

### **10.1.3.2.1 Purpose and Intent**

The Town of East Haddam desires to protect its natural resources and to control development's deleterious effects on its watersheds. The riparian and wetland features of the Eightmile River Watershed are a key component of the largely intact watersheds and natural character of East Haddam. In order to preserve a fully-functioning aquatic system in the Eightmile River Watershed, and to prevent damage to the critical buffer zone around its water bodies, the Eightmile River Watershed Overlay District is hereby established. Please note that this does not replace any obligation of the applicant to have a determination made by the East Haddam Inland Wetlands and Watercourses Commission or any other regulatory agency as whether additional reviews and permits are necessary.

Protection of a buffer around water bodies and wetlands is crucial for public health, safety, and welfare because it protects water quality, regulates flow, preserves wildlife habitat, and maintains important cultural and historical features of the Town. This buffer serves many specific functions:

Regulation of water flow:

- a. Promotes water infiltration and groundwater recharge.
- b. Reduces flooding.
- c. Reduces streambed scour.

Preservation of wildlife habitat:

- a. Provides a unique habitat that supports a diverse species assemblage.
- b. Shades, filters, and moderates stream flow, improving habitat for fish and other aquatic organisms.
- c. Provides an effective travel corridor for terrestrial wildlife.

Protection of water quality:

- a. Reduces sedimentation.
- b. Filters out pesticides, heavy metals, and biocontaminants.
- c. Removes excess nutrients that lead to eutrophication, including nitrogen and phosphorus.
- d. Prevents erosion through bank stabilization by vegetation.

Preservation of views:

- a. Provides a screen that protects privacy of riverfront landowners
- b. Enhances landscape diversity resulting in improved aesthetics

The purpose of this Eightmile River Watershed Overlay District is to maintain a continuous buffer of native forest and shrubs around all watercourses and wetlands. The most effective riparian buffers should include a mix of trees, shrubs and herbaceous plants native to the region and appropriate to the environment in which they are to be planted.

### **10.1.3.2.2. Eightmile River Watershed Overlay District - Buffer Area**

**Major Rivers and Streams** within R-2 and R-4 Districts of the Eightmile River  
(Not the (L) Lake Zone)

The buffer from all major watercourses within the Eightmile River Watershed shall be one hundred feet measured horizontally from all boundaries of the watercourse. The major watercourses are defined by the official Eightmile River Watershed Overlay District Map and includes the Eightmile River, the East Branch of the Eightmile River, Cranberry Meadow Brook, Hedge Brook, Burnham Brook, Early Brook, Muddy Brook, Strongs Brook, Malt House Brook, and Lake Hayward Brook and three unnamed brooks labeled as A, B, and C. See Appendix X

For all other streams and intermittent streams within R-2 and R-4 District the buffer from these watercourses within the Eightmile River Watershed shall be fifty feet measured horizontally from all boundaries of the watercourse. The official map does not include all intermittent streams.

#### **10.1.3.2.3 Zoning District overlap**

The Eightmile River Watershed Overlay District overlaps other zoning districts and federal, state, or municipally regulated areas and in all cases the more restrictive regulation will take precedence.

#### **10.1.3.2.4 Prohibited Activities**

Within the buffer specified in Section 10.1.3.2.2, all land-disturbing activity not specifically allowed as exceptions in subsection (d) below are prohibited unless approved following Special Exception review, in accordance with Section 14B of these Regulations. The standards and requirements of this Section 10.1.3.2 shall be in addition to those of Section 14B of these Regulations. "Land-disturbing activity" shall include any activity which involves the alteration of the surface of the earth as it existed on the effective date of these Regulations, including but not limited to; filling, removal, or regarding of earth; placement, construction, removal, or alteration of building or structures; establishment, removal, or alteration of uses of land; or planting or removal of vegetation; but not including those activities listed as exceptions in subsection (d) below.]

##### **a. Planting of invasive species**

The planting of invasive plants within the District is prohibited.

##### **b. Native plantings encouraged**

In all areas where preexisting uses or new activities result in a buffer that does not meet the standards of this regulation, native landscaping is preferred. Specifically, landowners are encouraged to create, enhance, or restore native vegetation and soil grades appropriate to the water resource being buffered. A list of suggested native plants for riparian buffers can be found in Appendix X

##### **c. Exceptions**

The following are as-of-right uses and activities within the Eightmile River Watershed Overlay District. Please note that this does not replace any obligation of the applicant to have a determination made by the East Haddam Inland Wetlands and Watercourses Commission or any other regulatory agency as whether additional reviews and permits are necessary.

1. Existing structures or continuing activities, such as agriculture, that were legally in existence before the effective date of this regulation.

2. The building of new structures, modification of existing structures, or commencement of activities that were granted all applicable permits before the effective date of this regulation.

3. Vegetation management

In general, vegetation is to be left in a natural state wherever it existed within the District before the effective date of this amendment. The exceptions to this requirement are as follows:

- a. Mowing and maintenance of lawns, gardens, or agricultural crops is allowed in the District if these uses were already in place on the effective date of this amendment.

- b. The removal or pruning of dead, dying, diseased, or invasive plants is allowed. Replanting with native trees or shrubs is encouraged if natural regeneration is not sufficient to restore vegetative cover. Leaving some downed and standing woody debris is also preferable, to provide a greater variety of wildlife habitat unless the spread of plant diseases is a concern.

- c. The clearing of one footpath per property, 5 feet wide or less is allowed. In order to prevent erosion and the creation of a channel of surface runoff, the path cannot create a straight line of sight from the outer boundary of the District to the water resource. The property owner must use erosion control measures such as waterbars or mulch to prevent erosion on slopes.
- 4. Emergency operations necessary for public safety or protection of property.
- 5. State, municipal, and utility improvements and operations for which activity within the Eightmile River Watershed Overlay District is unavoidable and necessary. This includes activities such as the replacement, rehabilitation, or creation of infrastructure such as sewer, water, and power lines, bridges, highway maintenance, drainage facilities. Any activity within the District must be undertaken only if there is no practical and feasible alternative for provision of these services, and only if all measures will be taken to minimize any adverse impacts to natural features and the functions of the watershed. These activities are subject to all other applicable regulations.
- 6. Surveying and boundary posting for the purpose of marking boundary lines, subject to any other applicable regulations.
- 7. Septic system maintenance such as pumping and inspections or repair as directed by the local health official / town sanitarian. This does not include expansion of systems for addition to structures.
- 8. Fish and wildlife conservation activities that does not require removal of native vegetation or alteration of stream beds or banks.

#### **10.1.3.5. Activities and Uses which Special Exception Review can be applied for.**

No land-disturbing activity, as set forth in Section 10.1.3.2.4 above, shall be commenced within the buffer specified in Section 10.1.3.2. unless and until a Special Exception for such activity has been granted by the Commission. In all cases of the granting of such Special Exception, the permittee is encouraged to expand the vegetative buffer in another area abutting the setback area to compensate for the total area of encroachment. Please note that this does not replace any obligation of the applicant to have a determination made by the East Haddam Inland Wetlands and Watercourses Commission or any other regulatory agency as whether additional reviews and permits are necessary.

a. If the size of a lot is such that the Eightmile River Watershed Overlay District regulations prevent the placement, expansion, or alteration of a structure in compliance with all other zoning regulations, owners may request a special exception review and approval to encroach on the District setback. Every reasonable effort must be made to minimize impacts on the functions of the watershed, and a permit will only be granted for the minimum encroachment necessary. No Building or Structure shall be permitted within 30 feet of a major watercourse boundary, as defined in this Section.

b. Conservation activities, non-commercial thinning, and commercial timber harvesting practices that aim to restore natural ecosystems or enhance wildlife habitat are allowed by special exception. As part of the application for a special exception review, the appropriateness of the vegetation removal must be verified in a written statement to the Commission by a certified forester or other expert opinion accepted by the Commission.

c. Structures used for shoreline access (docks, boathouses, stairs, etc.) may be built after granting of a special permit. The permit application must demonstrate that the construction and installation of the proposed structure does not contribute to significant flow alteration, channel modification, or create any other deleterious effects on the watercourse.

#### **10.1.3.6. Permitting process**

a. Application for permits

The applicant shall submit a Special Exception Application, as defined in Section 14B, and provide documentation demonstrating the need for a special exception approval, the efforts made to minimize disturbance to the functions of the buffer and water resources, or other documentation that may be reasonably requested by the Commission. Applicants should look at the criteria for consideration of waiver of a Special Exception hearing if they believe the impacts will be insignificant when measured by the standards of this regulation. Such waiver shall only be granted if the Commission determines the impacts are insignificant when measured by the standards of this regulation.

**b. Application fee**

Each application for a Special Exception in the Eightmile River Overlay District to be considered by the Commission shall be accompanied by a fee payable to the Town of East Haddam in accordance with the schedule adopted by the Commission.

**c. Standards**

The Commission shall consider the following standards when reviewing an application for a Special Exception Approval within the setback area:

1. The compatibility of the permitted activity with the purposes of the District, shall have an insignificant impact on the purpose of the overlay district (See Section 10.1.3.2), the Plan of Conservation & Development, and the health, safety and welfare of the public.
2. Whether strict application of the Eightmile River Watershed Overlay District regulations would deny the applicant reasonable use of the property, or whether this regulations would render the property unusable or unsuitable for development.
3. Whether there is a feasibly or prudent alternative through plan modification that will lessen the impacts and protect the buffer as intended in these regulations.
4. That the relief granted is the minimum necessary and does not conflict with other municipal, state, or federal regulations.

## **APPENDIX V - LOCAL COMMUNITY GROUPS**

### **Community Groups and Organizations**

American Legion Post 156  
American Legion Women's Auxiliary  
Boy Scout Troop #28  
Boy Scout Pack #82  
Church On the Move  
Congregation Rodfe Zedek  
East Haddam Ambulance Association  
East Haddam Civic Association  
East Haddam Community Lions  
East Haddam Community Theater  
East Haddam Democratic Town Committee  
East Haddam Education Foundation  
East Haddam Elementary Parent Teacher Organization  
East Haddam Fair Association  
East Haddam Fire Department  
East Haddam Fire Department Ladies Auxiliary  
East Haddam Fish and Game Club  
East Haddam Free Public Library  
East Haddam Garden Club  
East Haddam Girl Scouts  
East Haddam Historical Society  
East Haddam Land Trust  
East Haddam Lions Club  
East Haddam Little League  
East Haddam Music Boosters (school organization)  
East Haddam Republican Town Committee  
East Haddam Rotary  
East Haddam Senior Citizens  
East Haddam Soccer Club  
East Haddam Youth and Family Services  
East Haddam 4H Camp  
Eight Mile River Watershed Committee  
First Church of Christ Congregational  
Friends of Gillette Castle State Park  
Friends of the Rathbun Library  
Friends of the East Haddam Public Library  
Hadlyme Congregational Church  
Knights of Columbus  
Ladies Guild of St Bridget's  
Lake Hayward Association  
Local Prevention Council  
Little Noises Athletic Booster Club  
Middlesex County Advisory Committee  
Middle School Political Action Committee  
MOMS Club  
Moodus Drum and Fife  
Moodus Sportsmen's Club  
Moodus United Methodist Church  
Project Graduation  
Sons of the American Legion  
Sons of the American Revolution  
St Bridget's of Kildare Church  
St Stephen's Episcopal Church

Young Adults of St Bridget's Organization (Y.A.S.B.O.)

**Boards, Commissions, and Committees**

Board of Education

Board of Finance

Board of Fire Commissioners

Board of Selectmen

Building Code Board of Appeals

Cemetery Committee

Committee on Aging

Connecticut River Gateway Commission

Conservation Commission

East Haddam Police Department

Economic Development Commission

Emergency Management

Historic District Commission

Inland Wetlands and Watercourses Commission

Library Directors

Midstate Regional Planning Agency

Municipal Agent for the Elderly

Municipal Space Need Study Committee

Open Space Committee

Parks and Recreation Commission

Planning and Zoning Commission

School Building Committee

Senior Center Building Committee

Street Light and Safety Committee

Water Pollution Control Authority

Zoning Board of Appeals



## **APPENDIX VI - HISTORIC PRESERVATION EFFORTS**

### **East Haddam Historic Districts**

#### **East Haddam Historic District #1 – The Landings**

In 1973, the Town created a Historic District Commission and its first Historic District when the Town Meeting approved the Historic District Ordinance pursuant to the General Statutes of Connecticut. The East Haddam Historic District extends from the Landing Hill Road area southerly to Old Ferry Road, and encompasses both sides of Route 149. The western boundary is the Connecticut River, and a portion of the eastern boundary extends near the Succor Brook area. The District is governed by the Historic District Commission whose principal duty is to rule on applications for certificates of appropriateness as to the exterior architectural features of buildings and structures within the District. Any applications for construction of new buildings or reconstruction or alteration of existing ones must be reviewed and approved by this Commission. The Commission is to consider the following in determining appropriateness; historical and architectural value and significance, architectural style, general design, arrangement, texture and material of the architectural features involved and the relationship to the immediate neighborhood.

#### **Little Haddam Historic District #2**

The Little Haddam Historic District was created in 1977 and is subject to the same standards and review as the East Haddam Historic District. This District's core is the junction of Town Street and the East Haddam-Colchester Turnpike where the First Church of Christ, Congregational, Town Hall, Grange Hall and Emmons tavern house stand amidst a grouping of restored Colonial, Federal and Greek Revival dwellings. The District extends easterly to near Alger Road, southerly to the Jonathan Booge House near Boardman Road and westerly to "The Orchards", the Doctor Thomas Moseley House.

#### **Millington Green Historic District #3**

The Millington Green Historic District was created in 1984/5 and is subject to the same standards and reviews as the East Haddam Historic District. This District's core is the Millington Green, where Tater Hill Road, Millington Green Road, and Haywardville Road converge. Surrounding this 18th century green are three Colonials and two Greek Revival period dwellings, the Millington Green District Schoolhouse, a site of the Millington Congregational Church.

#### **Wickham Sawmill Historic District #4**

East Haddam is one of the few municipalities in the State with four official historic districts. The Wickham Sawmill Historic district was created in 1988/9 in the rural section of North Millington, where the roads are still unpaved and much of the surrounding land is protected from development by its owner, the East Haddam Fishing and Game Club. Located within the confines of this District are three Colonial period dwellings and the site and ruins of the Wickham sawmill. The District extends from Geoffrey Road and Peck's Meadow Pond in the north, the old Wall Street on the east, the Daniel Brainerd house property on the south and the meadows behind the Daniel Olmstead house on the west. The section of Wickham Road which passes through this District was officially designated a scenic road in 1989/90.

### **The National Register of Historic Places**

The National Register of Historic Places is the official list of the nation's cultural resources worthy of preservation. National Register properties or districts are protected by special regulations requiring Federal Advisory Council on Historic Preservation review and comment when a Federal, Federally-assisted or Federally-licensed project affects a National Register property. While the Federal government has no control over privately-funded actions affecting these properties, every effort should be made to encourage rehabilitation in accordance with the Secretary of Interior's standards for rehabilitation in order to preserve the unique historical and architectural integrity of the area.

## **National Register of Historic Places – East Haddam Listings:**

**Goodspeed Opera House** (listed July 30, 1971), built in 1876 by William H. Goodspeed, the initiator and financier of the Opera House, may be the tallest wooden structure along the Connecticut River. Set on a two story stone foundation, the Opera House has bracketed cornices, pedimented second floor and dormer windows, towers and a mansard roof. The theater auditorium occupies the two upper floors. Interior furnishings and hangings were elaborate for their time. Located in the East Haddam Historic District #1.

**Amasa Day House** (listed September 22, 1972) – this late Federal style house on the Moodus Green was built in 1816 by Julius Chapman and purchased in 1843 by Amasa Day, a local businessman. Owned by the Antiquarian and Landmarks Society, it is leased to the East Haddam Historical society. A carriage house, built in 1878, also located on the property, is now the museum of the East Haddam Historical Society.

**East Haddam Historic District** (listed April 29, 1983) – in addition to the existing East Haddam Historic District #1, the National Register District includes Lumberyard Road and Creamery Road structures as well as along Norwich Ave. as far east as Ray Hill Road.

**Little Haddam Historic District** (listed August 1, 1996) – Roughly bounded by East Haddam Colchester Turnpike, Orchard Road, and Town Street.

**Millington Green Historic District** (listed July 25, 1996) - Roughly bounded by Millington, Tater Hill, Haywardville, and Old Hopyard Roads.

**Wickham Road Historic District** (listed July 25, 1996) - A portion of Wickham Road

**Seventh Sister (Gillette Castle)** (listed July 31, 1986) – State Park; stone residence of William Gillette is actually in the town of Lyme. However, a majority of the land in the north part of this park is in the town of East Haddam.

**Warner House** (The Dunstaffnage) (listed February 19, 1987), built in the mid 18<sup>th</sup> century by Oliver Warner, 2-story frame residence, center chimney colonial; bequeathed by former owner Frederic Palmer, noted architectural historian, to the Antiquarian and Landmarks Society.

**Oriole Rock Shelter - Archaeological Site** (listed October 15, 1987)

**Roaring Brook I Archaeological Site** (listed July 31, 1987),

**Roaring Brook II Archaeological Site** (listed July 31, 1987)

**Hadlyme North Historic District** (listed December 8, 1988), consists of 36 contributing structures, 12 non-contributing structures and historic sites located on Town Street (Rt.82), Old Town Street, Bone Mill Road, Day Hill Road and Banning Road in the Hadlyme section of East Haddam. The district includes the Hadlyme Congregational Church and cemetery, the Hadlyme North School, and Grace Episcopal Chapel.

**Connecticut State Park and Forest Depression – Era Federal Work Relief Program Thematic Resource** includes Bridge 1603, Bridge 1604 and Bridge 1605 in Devil's Hopyard State Park in Millington (listed July 29, 1993), these are stone arched bridges.

**Working Girls' Vacation Society Historic District** (listed June 3, 1994), consists of three dwellings, three barns and one non-contributing building located on the south side of Mill Road just east of Woel Road in the Hadlyme section of East Haddam.

**Bridge No. 1603** (listed July 29, 1993) - Devils Hopyard Road over an unnamed brook, Connecticut State Park and Forest Depression - Era Federal Work Relief Programs

**Bridge No. 1604** (listed July 29, 1993) - Devils Hopyard Road over an Muddy Brook, Connecticut State Park and Forest Depression - Era Federal Work Relief Programs

**Bridge No. 1605** (listed July 29, 1993) - Devils Hopyard Road over an unnamed brook, Connecticut State Park and Forest Depression - Era Federal Work Relief Programs

## Connecticut Historical Commission Inventory

In 1974, the Connecticut Historical Commission published, *Historic Preservation: a Plan for Connecticut*. Volume 17 of the plan contains, "The Inventory of Historic, Architectural and Archaeological resources", which lists 18 structures in East Haddam considered "sensitive historic resources which should be taken into account when planning projects in the immediate vicinity of a listed site." This listing, which includes structures in the East Haddam and Little Haddam Historic Districts, appears below:

**Boardman-Lawton House** – south side of Route 82 at Goodspeed's Landing; located in East Haddam Historic District #1; 2-story, frame residence, with tower, built about 1860-1870, in eclectic style.

**Brownell Mill** – Route 149 in Moodus; 3-story, frame, industrial building, built in 1825.

**General Epaphroditus Champion House** – Landing Hill Road at Upper Landing; in East Haddam Historic District #1; 2 ½ story, frame residence, built in 1794, late Georgian style, designed by William Spratts.

**Champion House Apartments** – Main Street (Route 149) at Upper Landing; in East Haddam Historic District #1; 3-story, brick residence, built in 1782 for Samuel Phillips Lord, enlarged in 1839, 1858, and 1880, former hotel, Federal style with Victorian modifications.

**First Church of Christ, Congregational** – Town Street (Route 151); in Little Haddam Historic District #2; 2-story, frame, meeting house built in 1794, designed by Lavius Fillmore, early Federal style.

**Amasa Day House** – Plains Road in Moodus; on the National Register of Historic Places; 2-story, frame residence, Federal style, built in 1816 by Julius Chapman, original ell raised, extant rear ell built in 1878.

**Gelston House** – Route 82 at Goodspeed's Landing; in East Haddam Historic District #1; 3-story, frame hotel, built in 1853, Italianate Villa style.

**Goodspeed Opera House** – Route 82 at Goodspeed's Landing; in East Haddam Historic District #1; 5-story with towers, frame and stone, commercial structure, built in 1876, French Second Empire style.

**Nathan Hale Schoolhouse** – Route 149 at Goodspeed's Landing; in East Haddam Historic District #1; 1-story, frame, school building, built in 1768, relocated twice (in 1799 and 1899), restored, museum.

**Hurd House** – Route 151 in Moodus; 2-story, frame residence, early 18<sup>th</sup> century, center chimney colonial, un-restorable due to neglect, demolished about 1990.

**George Lord House** – Landing Hill Road at the Upper Landing; in East Haddam Historic District #1; built about 1808, 2-story, frame residence.

**Dr. Thomas Moseley House** – Orchard Road; in Little Haddam Historic District #2; 2 ½ story, frame residence, built in 1760, center chimney colonial.

**Old Emmons Tavern** – Town Street (Route 151); in Little Haddam Historic District #2; 2-story, frame residence, begun in 1693, colonial saltbox.

**William Spencer House** – Town Street (Route 151); in Little Haddam Historic District #2; 2-story, frame residence, begun in 1702, colonial saltbox.

**Ray House** – Ray Hill Road above Goodspeed's Landing; 2 ½ story, frame residence, built 1868 by Jabez Comstock, Italianate Villa style.

**Jonathan Booge House** – Town Street (Route 151); in Little Haddam Historic District #1; 2-story, frame residence, built in 1783, center chimney colonial.

**Oliver Warner House** – Town Street (Route 151) at Petticoat Lane; on the National Register of Historic Places; 2-story, frame residence, built in mid 18<sup>th</sup> century, center chimney colonial.

### **East Haddam Historical Survey**

This report, A Survey of the Architectural and Historical Resources of the Town of East Haddam, Part I by Mark Hoskin, 1977 and Part II by Karl P. Stofko and Rachel I. Gibbs, in 1980, was sponsored by the east Haddam Historic District Commission and was completed according to the standards of the Connecticut Statewide Inventory.

Site selections were based on some or all of the following criteria: age and degree of design integrity; adaptive reuse; building type; construction or style; local landmark status; involvement in local history; significance as a group; streetscape involvement; and endangerment.

This survey, one of the most ambitious of its type, contains important historical information, structural descriptions, locations and photographs of over 500 important structures and places.

### **Prehistoric Settlement in Eastern Connecticut: The South Central Lowlands and Northeastern Highlands Surveys: 1980**

This survey, completed in 1980, by the Public Archaeology Survey Team of William M. Wadleigh, Kevin A. McBride and Mary G. Soulsby of the Department of Anthropology at the University of Connecticut in Storrs, includes a considerable amount of data concerning the prehistoric settlement of East Haddam.

## **APPENDIX VII - CEMETERIES OF EAST HADDAM**

**(See map – Cemeteries of East Haddam)**

**Nearest Street Address**

More detailed maps are available for viewing at the Rathburn Library

- |  |  |
|--|--|
| 1. Basin Hill Cemetery<br>also called Leesville Cemetery   | Power House Road   |
| 2. Moodus Cemetery   | North Moodus Road  |
| 3. St. Bridget's Cemetery  | North Moodus Road  |
| 4. Congregation Rodfe Zedek Cemetery   | Moodus Leesville Road  |
| 5. Old Cove Burying Ground   | East Haddam Moodus Road  |
| 6. First Church Cemetery<br>also called Little Haddam Cemetery                                     | Town Street  |
| 7. Town Street Cemetery  | Town Street  |
| 8. Warner Cemetery   | Town Street - across from Petticoat                                |
| 9. Second Burial Yard  | Town Street -near Wolf's Den Campgrounds                           |
| 10. Hadlyme Churchyard   | Town Street - next to the Church                                   |
| 11. Hungerford Cemetery  | Mill Road  |
| 12. Parker Cemetery –<br>also called Chester Cemetery  | Mill Road - near Clark Hill Road                                   |
| 13. Harvey Family Burial Ground<br>also mapped as one small cemetery with nine burials and no name | Tater Hill Road - near Hedlund                                     |
| 14. Tater Hill Cemetery  | Tater Hill Road - near A.P. Gates Road                             |
| 15. Three Bridges Cemetery<br>also called North Plains Cemetery                                    | Three Bridges Road - west of Eightmile<br>River - off Hopyard Road |
| 16. Foxtown Cemetery   | Foxtown Cemetery Road  |
| 17. Ackley Cemetery –<br>also called the Third Burial Yard   | Ackley Cemetery Road, Town Road,<br>O'Connell Road Extension       |
| 18. Millington Cemetery  | Millington Road  |
| 19. Town Farm Cemetery   | Town Farm Road   |
| 20. Mt. Parnassus Cemetery   | Smith Road   |
| 21. Bashan Cemetery  | Oak & Dorothy Road   |
| 22. Riverview Cemetery   | Main Street  |
| 23. Nathan Hale Park Cemetery  | Main Street - behind St. Stephens Church                           |

## **APPENDIX VIII     PARKS AND PRESERVES WITH PUBLIC ACCESS**

### **(See Map - Parks and Preserves with public access)**

#### **State owned**

Babcock Pond Wildlife Management Area - 1524 acres located in East Haddam and Colchester off of East Haddam Colchester Turnpike.

Brainard State Park - 24.65 acres off of Creek Row

Devil's Hopyard State Park – 860 acres off of Hopyard Road

Machimoodus State Forest (Echo Farm / Mt Tom) – 332 acres off of Rte 151 – Moodus Leesville Road

Eightmile River Wildlife Management Area (Firestone property) - 312 acres located in East Haddam and Lyme off of Essex Turnpike.

Gillette Castle State Park – 125 acres off of River Road located in East Haddam and Lyme.

Salmon River State Forest – Multiple parcels along the Salmon River.  
Starting where the Salmon River meets the Connecticut River (East Haddam & Haddam Neck),  
Powerhouse Road – Leesville Dam Fishway, Stockburger Road, and continuing into Gulf Road into East Hampton, Colchester, and Marlborough.

#### **Town owned**

Autumn Ridge Subdivision Open Space - 39.94 acres off of Town Farm Road Extension

Davison Memorial Park - 14.5 acres off of Davison Road

Heritage Brook Open Space - 30 acres off of Schulman Veselak and Heritage Brook Roads

Lord Wellington – 28.5 Acres off of Newberry Road

Nathan Hale Ray High School - 30 acres off of School Lane

Nichols Field - 121 acres located off of Rte 149 Falls Road

Petticoat Landing Open Space - 46 acres off of Shanagan Road

Sabine Parcel - 70 acres off of Daniel Peck Road and theMoodus Reservoir

Town Beach - 56.4 acres off of East Haddam Colchester Turnpike

Urbanik Parcel – 86 acres off of Foxtown Cemetery Road

#### **Town easements with public access**

Gelston Easement Area - 46.5 acres off of Daniels Road

#### **East Haddam Land Trust**

Ayers Preserve - 6 acres off of Dolbia Hill Road

Ballahack Preserve – 11 acres off of Ballahack Road Extension

Bernstien Perserve – 16 acres along the Moodus River off of Rte 149 falls Road

Chapman’s Pond Preserve – TNC, State & EHLT – 700 acres off of River Road and the Connecticut River

Hammond Mill Preserve – 12 acres off of Dolbia Hill Road

Olde Field Preserve – 10 acres off of Parker Road

Salmon Cove Preserve – 2 acres with frontage on Salmon Cove at the end of the Moodus River off of Cove Road

Sheepskin Hollow Preserve – 119 acres off of Ridgebury Road and Sheepskin Hollow Road

William Jezek Memorial Preserve – 18.5 acres off of Beebe Road

### **The Nature Conservancy**

Burnham Brook Preserve – 924 acres off of Dolbia Hill Road

Chapman’s Pond Preserve – 700 acres off of River Road and the Connecticut River

### **Boat Launches**

Connecticut and Salmon River – Rte 149 – East Haddam Moodus Road      State

Connecticut River – Goodspeed Landing      Town

Bashan Lake – Ballahack Road      State

Lake Hayward – East Shore Drive      State

Moodus Reservoir – Lower – Mott Lane      State

Moodus Reservoir – Upper – Launching Area Road      State

### **Golf Courses   Open to the Public**

Banner Lodge Golf Course – 18 holes – Banner Road

Fox Hopyard Golf Course – 18 holes – Hopyard Road

**APPENDIX IX**  
**TOWN OF EAST HADDAM OPEN SPACE TRUST FUND ORDINANCE**  
*As amended and approved through the Town meeting of 6/25/98*

**BE IT HEREBY RESOLVED** that a new chapter, entitled "**Open Space Trust Fund**", is added to the East Haddam Code of Ordinances.

**Section 1 - Purpose**  
**Section 2 - Goals**  
**Section 3 - Benefits**  
**Section 4 - Definitions**  
**Section 5 - Types of Land**  
**Section 6 - Public Hearings**  
**Section 7 - Approval; Administrative**  
**Section 8 - Funding, mapping**  
**Section 9 - Stewardship**

**Section 1 - Purpose** - Open space areas within the Town of East Haddam have been and continue to be a diminishing resource, and such open space areas are considered a valuable asset to the community. It is recognized that there is a need to obtain additional open space areas in order to meet future recreational needs, to preserve agricultural lands, to protect natural resource areas and to maintain the Town's quality of life. In the 1980's, the State of Connecticut through its Plan of Conservation and Development made commitments to acquire open space but have fallen far short of their commitment. The Town of East Haddam can not depend solely on the State. The establishment of an Open Space Trust Fund will permit the acquisition of land and/or purchase of development rights for areas identified in the Plan of Development, Open Space Plan and other recreation and conservation planning documents.

**Section 2 - Goals - not in any set order of importance**

- a. Protect contiguous areas of open space. Assemble corridors or greenbelts, wildlife corridors and trails, and add to present open space throughout the Town and adjoining communities.
- b. Protect surface water, wetlands, watercourses, and aquifers.
- c. Protect critical or threatened species and natural communities with emphasis to areas identified in Connecticut's Natural Diversity Data Base and Endangered Species List. Preserve areas to support the existing diversity of species, species in decline, and improve habitats.
- d. Preserve farmland and productive forest land.
- e. Protect lands of cultural importance including archeological and historical sites.
- f. Develop in areas capable of supporting development without adversely impacting the environment.

**Section 3 - Benefits - not in any set order of importance.**

- a. Protects East Haddam's Rural Character and maintain and improve the quality of life for the residents.
- b. Preserve the diverse and native plants, animals and natural communities indigenous to East Haddam by protecting the open spaces they need to survive and coexist with the residents of East Haddam.
- c. Tourism is recognized as of major economic importance to East Haddam. Retaining open space will provide a long term economic base for tourism by continuing to maintain an attractive landscape for the tourism industry.
- d. Protect and enhance the value of all properties with progressive planning.
- e. Reduces the final burden on the taxpayers. It is recognized that development increases the tax base but never covers the cost incurred for Town services. Studies concluded that towns with the most commercial and industrial activity still have higher yearly tax rates. The town can preserve Open Space without sacrificing the tax base.
- f. Provides property owners with another option or devise to protect their property rather than selling the property for development..



**Section 4 - Definitions** - The following definitions shall apply in the interpretation of this ordinance:

Agricultural Land: shall mean any land in the Town suitable by reference to soil types, existing and past use of such land for agricultural purposes and other relevant factors for the cultivation of plants for production of human food and fiber or production of other useful and valuable plant products and for production of animals, livestock and poultry useful to man and the environment and land capable of providing economically-profitable farm units, which may include adjacent pastures, wood land, natural drainage areas and other adjacent open areas.

Appropriations: shall mean a legal authorization granted by the Town Board of Finance and Town Meeting to make expenditures and to incur obligations for specific purposes.

Conservation Easements The grant of a property right stipulating that the described land will remain primarily in its natural state and limiting future or additional development.

Development Rights: shall mean the right or combination of rights of fee simple owners of open, unimproved, forest and agricultural land to develop, construct on, sell, lease or otherwise develop or improve such land for uses that result in rendering such land no longer open, unimproved, forest or agricultural. The acquisition of development rights is not intended to prevent any development of the land to which the development rights relate, provided that such development is consistent with the public purpose for which such development rights are purchased and provided that such development is permitted, pursuant to a written document approved by the Town.

Greenway: is any corridor of open space that protects natural resources and/or provides recreation. By way of example, greenways can be located along a waterway or other defining feature, such as a ridgeline, or along a man-made corridor, such as an abandoned right-of-way, abandoned Town road, or a woods road. It can be a green space along a highway or around a village. Greenways can provide the vital "missing links" to connect existing protected areas and to give people convenient access to the outdoors. A greenway can be as wide as a river valley or as narrow as an abandoned roadbed.

Open Space Committee: the Board of Selectmen shall appoint a Land Preservation Committee. The membership of the Committee shall be composed of an individual or representatives from each of the following commissions, boards, and organizations; the Board of Selectman, the Board of Finance, the Board of Education, the Planning and Zoning Commission, the Conservation Commission, the Inland Wetlands and Watercourses Commission, the Historic District Commission, the Economic Development Commission, the Recreation Commission, and the East Haddam Land Trust, Inc. The membership shall coincide with terms of election or appointment from each committee or board and follow the political balance in accordance with Connecticut General Statutes. This Committee will be responsible for the preservation of agricultural and open space in Town, for the review and selection of agricultural and open space and for making recommendations to the Town for the land and for expenditures of any funds from the Open Space Trust Fund.

Open Space Land: means any area of land, including forest land, land designated as wetland under CGS Section 22a-3 and farmland, the preservation or restriction of the use which would (1) maintain and enhance the conservation of natural or scenic resources, (2) protect natural streams or water supply, (3) promote conservation of soils, wetland, beaches or tidal marshes, (4) enhance the value to the public or abutting or neighboring parks, forests, wildlife preserves, nature reservations or sanctuaries or other open spaces (5) enhance public recreation opportunities, (6) preserve historic sites or (7) promote orderly development compatible with the aforementioned goals.

Open Space Plan: a plan or plans prepared by the Conservation Commission, pursuant to Section 7-131a of the General Statutes and/or prepared/assisted by the Planning and Zoning Commission, Recreation Commission or special advisory committee.

Payment of Fee in Lieu of Open Space: funding option, pursuant to CGS Section 8-25, as amended by Public Act 90-239, Section I. The Planning and Zoning Commission may authorize a sub-divider to pay

a fee into an Open Space Trust Fund administered by the Town of East Haddam in lieu of the disposition of land, as set forth in the East Haddam Subdivision Regulations.

Plan of Development: a plan or plans prepared by the Planning and Zoning Commission, pursuant to CGS Section 8-23.

#### **Section 5 - Types of Land -**

**a.** The types of land to be considered for acquisition by the Open Space Committee must meet at least one of the following criteria:: ( not in any set priority )

- 1.** land that assembles greenbelt corridors and is adjacent to or in close proximity to present open space.
- 2.** land that is or could be agricultural land, as recommended in the Plan of Development or Open Space Plans;
- 3.** land that is productive forest land.
- 4.** land that protects critical or threatened natural communities and species as identified by the Department of Environmental Protection.
- 5.** land that has recreation value, as recommended in the Recreation and/or Open Space Plan component of the Plan of Development, or as such plans are adopted by the Town.
- 6.** land that has significant scenic, conservation, or natural resource value based on the characteristics of the land;
- 7.** land that has significant historical or archeological value, based on the character of the land and/or improvements thereon.

**b.** The types of development rights to be considered for purchase by the Open Space Committee must be consistent with the general purpose of this Article and may include one or more of the following:

- 1.** development rights which will tend to maintain and enhance the conservation of natural or scenic resources;
- 2.** development rights which will tend to protect natural topography, streams or water supply;
- 3.** development rights which will tend to enhance public recreation opportunities;
- 4.** development rights which will tend to protect historical or archeological sites;
- 5.** development rights which will tend to promote conservation of agricultural soils, particularly prime farmland soil;
- 6.** development rights which will tend to contribute towards and preservation of agriculture in Town;
- 7.** development rights which will tend to promote certain publicly-desirable uses of land, expected at the present time to include agricultural, forest and natural uses.

**c.** In considering the acquisition of a particular parcel of land or certain development rights thereto, the Open Space Committee may obtain written recommendations from:

- 1.** the Planning and Zoning Commission as to the recommendation of the Plan of Development and other open space/farmland preservation reports;
- 2.** the Conservation Commission and East Haddam Historical Commission as to the value of the land as a scenic, archeological or historic site;
- 3.** the Recreation Commission as to the recreational value;
- 4.** the University of Connecticut Cooperative Extension System as to the agricultural value;
- 5.** The East Haddam Land Trust, Inc. as to the value of the land for natural resources.
- 6.** a statement from any other advisory committee or organization whose opinion is deemed appropriate by the Open Space Committee.

#### **Section 6 - Public Hearings -**

**a.** The Open Space Committee shall hold one or more informational public hearings regarding a proposed acquisition of a particular parcel of land(s), or acquisition of the development rights thereto.

b. When a public informational hearing is to be held, the Open Space Committee shall cause notice to be published at least twice at intervals of not less than two days, the first not more than fifteen days nor less than ten days, and the last not less than two days, before such hearing in a newspaper having substantial circulation in Town.

#### **Section 7 - Approval; Administrative -**

a. Prior to final action, a referral to the Planning and Zoning Commission shall be made, pursuant to **CGS Section 8-24. Municipal improvements.**

b. Upon determination that a particular parcel of land(s) or development rights thereto is to be acquired with monies in the fund, the Open Space Committee shall, by resolution, request the Board of Selectman and the Board of Finance to consider the appropriation of funds and set a town meeting for the towns people to vote on said issue.

c. As provided in **CGS Section 7-131b Acquisition of open space and easements.** the Town may vote to accept the recommendation of the Open Space Committee.

d. The fund shall be administered by the Board of Finance.

#### **Section 8 - Funding -**

a. In preparing the annual Town budget, the Board of Finance shall consider additions to the fund as part of its "Open Space Trust Fund" or "sinking fund". The Town shall also investigate, on a continuing basis, the availability of any State and federal monies available for land acquisition and development rights.

b. Payments received in lieu of open space, pursuant to CGS Section 8-25 and as amended by Public Act 90-239, Section I.

c. Contributions to the reserve can be accepted from individuals, corporations, associations, partnerships and any other legal entities. Said contributions shall be used exclusively for the herein-stated purposes of the fund if by resolution the Board of Selectman, Board of Finance, and Town Meeting accepts the funds for the purposes intended..

d. Funds can be used for the appraisal, survey, legal research, and easements language for any acquisition of property or development rights.

#### **Section 9 - Stewardship of Acquired Properties and Development Rights**

a. As provided in Section 7-131a of the Connecticut General Statutes as amended, the East Haddam Conservation Commission shall administer the properties and rights acquired as intended.

**OPEN SPACE PURCHASE OF PROPERTY OR EASEMENTS**  
**PRIORITIES EVALUATION FORM**

Note: This document is to be used with the Open Space Ordinance and Protocol developed by the Open Space Committee August 08 revisions

LOCATION OF PROPERTY: \_\_\_\_\_

TOTAL NUMBER OF ACRES: \_\_\_\_\_

WATERSHED(S) IN WHICH THE PROPERTY IS LOCATED:

\_\_\_\_\_

DISTANCE FROM MAJOR STREAM/ WATER BODY/OR  
AQUIFER: \_\_\_\_\_

CONTIGUOUS TO OTHER OPEN SPACE:

\_\_\_\_\_

ACRES IN AGRICULTURAL USE: \_\_\_\_\_ TYPE OF AGRICULTURE USE:

\_\_\_\_\_

ACRES IN FOREST LAND: \_\_\_\_\_ ACRES IN MARSH / WETLANDS:

\_\_\_\_\_

CRITICAL OR THREATENED SPECIES:

\_\_\_\_\_

WILDLIFE HABITAT:

\_\_\_\_\_

FISHERIES HABITAT:

\_\_\_\_\_

FLORA OF CONCERN:

\_\_\_\_\_

CULTURAL IMPORTANCE - ARCHEOLOGICAL OR HISTORIC SITE(S):

\_\_\_\_\_

**DEVELOPMENT POTENTIAL:**

a. This property has development potential: Yes \_\_\_ No \_\_\_ (If Yes, approx. \_\_\_\_\_ buildable lots)

b. This property, if developed, would support sustainable development without adversely impacting the environment: Yes \_\_\_ No \_\_\_ (If No, what potential impacts would such development have on the environment:

\_\_\_\_\_

\_\_\_.

**DOES THE SITE HAVE RECREATIONAL POTENTIAL FOR THE NEIGHBORHOOD: \_\_\_\_\_,**

**FOR THE ENTIRE TOWN: \_\_\_\_\_, FOR THE REGION: \_\_\_\_\_**

**DOES THE PURCHASE PROTECT SCENIC VIEWS:**  
\_\_\_\_\_

**INTANGIBLES NOT COVERED IN THE RANKING:**  
\_\_\_\_\_

Using the several "GOALS" established within the body of the Open Space Ordinance, along with the above "Priority Values", the Open Space Committee is committed to evaluate each potential property acquisition. For the purposes of such evaluation, each "GOAL" shall be assigned a value of one to ten points with ten (10) being the highest value and one (1) being the lowest.

**GOALS:** (not in any set order of importance) – (circle a value for each "Goal")

1. Protect contiguous areas of open space. , and add to present open space throughout the Town and adjoining communities. **1 - 10 points** \_\_\_\_\_

2. Protect surface water, wetlands, watercourses, and aquifers. **1 - 10 points** \_\_\_\_\_

3. Protect critical or threatened species and natural communities with emphasis on areas identified in Connecticut's Natural Diversity Data Base and Endangered Species List. Preserve areas to support the existing diversity of species, species in decline, and improve habitats. **1 - 10 points** \_\_\_\_\_

4. Protect and assemble wildlife corridors or greenbelts. Forms contiguous riparian zones. **1 - 10 points** \_\_\_\_\_

5. Preserves farmland **1 - 10 points** \_\_\_\_\_

6. Preserves forest land. **1 - 10 point** \_\_\_\_\_

7. Protect lands of cultural importance including archeological and historical sites. **1 - 10 points** \_\_\_\_\_

8. Preserves geological features and scenic views **1 - 10 points** \_\_\_\_\_

9. Provides sites for active and passive recreation Site has **1 - 10 points** \_\_\_\_\_

*recreational potential for the neighborhood, Town, region*

10. Prohibits development in areas that if developed 1 - 10 points \_\_\_\_\_  
would adversely impact the environment. Follows the  
recommendations of the Plan of Conservation and Development

TOTAL SCORE \_\_\_\_\_

### **ACQUISITION PRIORITY GUIDELINE:**

The following areas, within the Town of East Haddam, have been designated by the Open Space Committee as **PRIORITY AREAS** for outright acquisition or purchase of development rights. The designations are based on important watersheds and potential connection to Contiguous Conservation Corridors. They were ranked as follows with #1 being the highest priority and #5 the lowest, but not necessarily unimportant.

- #1. - EIGHT MILE RIVER AND UPPER MOODUS RESERVOIR WATERSHEDS
- #2. - ROARING BROOK AND HEMLOCK VALLEY BROOK – PART OF THE WHALE-BONE CREEK WATERSHED
- #3. - CONNECTICUT RIVER – CHAPMANS POND AND SUCCOR BROOK WATERSHEDS
- #4. - SALMON RIVER STREAM BELT / WATERSHED
- #5. - MOODUS RIVER STREAM BELT

### **SUMMARY:**

SUM OF VALUES ASSIGNED TO “GOALS”: \_\_\_\_\_

WATERSHED RANKING “PRIORITY AREA” \_\_\_\_\_

**APPENDIX XI - Recreational Facilities**  
**(Including what was approved at the new middle school)**

|  |                          |   |
|--|--------------------------|---|
| <u>East Haddam Elementary School</u>             |                          | Joe Williams Road                                   |
| Gymnasium  |                          | 1   |
| Soccer Field                                     | 120' x 280'              | 1      Overlapping use with the baseball fields     |
| Baseball / Softball Fields Youth Size            |                          | 4   |
| Play ground areas                                |                          | 2   |
| Outdoor Basketball Court                         |                          | 1   |
| <u>East Haddam Middle School - Existing</u>      |                          | Plains Road   |
| Gymnasium  |                          | 1   |
| Baseball / Softball Field                        |                          | 1   |
| Multi Purpose Field small                        |                          | 1      Overlapping use with baseball/softball field |
| Tennis Courts                                    |                          | 2   |
| <u>East Haddam Middle School – New</u>           |                          | Clark Gates Road                                    |
| Gymnasium  |                          | 1   |
| Baseball Field                                   |                          | 1   |
| Softball Field                                   |                          | 1   |
| Soccer Field                                     | 200' x 320', 220' x 360' | 2   |
| <u>Nathan Hale-Ray High School</u>               |                          | School Lane   |
| Gymnasium  |                          | 1   |
| Baseball Field                                   |                          | 2   |
| Softball Field                                   | 1 lighted                | 2   |
| Soccer Field                                     | lighted                  | 1   |
| Multi Purpose (outfield of the baseballs fields) |                          | 1      Overlapping use with baseball fields         |
| Outdoor Basketball Court                         |                          | 1   |
| <u>Nichols Field</u>                             |                          | Falls Road / Rte 149                                |
| Baseball / Softball Field                        |                          | 1   |
| Soccer Field                                     | 100' x 200'              | 1      Overlapping use with baseball/softball field |
| Outdoor Basketball Court                         |                          | 1   |
| Volleyball court                                 |                          | 1   |
| Playground                                       |                          | 1   |
| <u>Town Beach</u>                                |                          | East Haddam Colchester Turnpike                     |
| Beach  |                          | 1   |
| Canoe / Kayak Portage                            |                          | 1   |
| Baseball / Softball Field                        |                          | 1   |
| Outdoor Basketball Court ½                       |                          | 1   |
| <b>Private Recreational Facilities</b>           |                          |   |
| <u>American Legion Baseball Field</u>            |                          | Neptune Avenue                                      |
| Baseball Field                                   | lighted                  | 1   |
| Rotary Skating Pond                              |                          | Rte 151 / Town Street                               |

## APPENDIX XII

### **FUNCTIONAL ROAD CLASSIFICATION: FOR EXISTING PUBLIC ROADS:**

(ADT) Average Daily Trips - 2005 counts

**1. ARTERIAL (State Highways):** **Route 82** –Norwich Road (6000), Town Street (3800), Norwich-Salem Road (2200), **Route 149**-(portion scenic)– Main Street (5100), Moodus - East Haddam Road (3600), Falls Road (3600), Sipples Hill Road (4500), **Route 151** -Moodus – Leesville Road (2600), Plains Road (3700), Town Street (4300), **Route 156** – Hamburg Road (2200), **Route 434**- Mt Parnassus Road (3700), Millington Road (1200), Hopyard Road(300 - 800), **Route 431** - River Road (500), and **Route 609** – Leesville Road (1700).

**2. COLLECTOR (Local):** Bashan Road (1000), Boardman Road (1260), Clark Hill Road (460), East Haddam-Colchester Turnpike (1590), Falls Bashan Road (1840), Haywardville Road (850), Landing Hill Road (1060), North Moodus Road (1240), Orchard Road, Smith Road (380), Tater Hill Road 1 & 2 (270).

**3. RESIDENTIAL (moderate volume):** Alger Road, Andrews Road, Clark Gates Road, Eli Chapman Road, Great Hillwood Road, Joe Williams Road, Maple Avenue, Mott Lane (810), Palmer Martin Road, Sillmanville Road, Trowbridge Road (370), Warner Road (550),

**4. RESIDENTIAL (low volume):** A.P. Gates Road (portion gravel), Ackley Cemetery Road (portion gravel), Ackley Road (portion gravel), Alexander Road, Baker Lane (Scenic Road), Baker Road, Ballahack Road (1<sup>st</sup> higher Section) Banning Road, Beebe Road (portion Scenic Road - portion gravel), Bogel Road 1 & 2 (portions gravel), Bogue Lane (portion gravels), Bone Mill Road 1 & 2, Bonfoey Road, Briarcliffe Road, Cherry Swamp Road, Cold Spring Road, Cragmere Road, Creek Row 1 & 2 (Scenic Road - portion gravel), Cross Road, Daniels Road, Day Hill Road, Desmond Road (gravel), Early Road (340), East Lane, East Shore Drive (Scenic Road - portion gravel), Ed Williams Road, Essex Turnpike, Forest Way Gristmill Road, Hall Kilbourne Road, Hedlund Road, Helon Cone Road, Hemlock Valley Road, Hillside Road, Hilltop Road, Honey Hill Road, Hungerford Road, Johnsonville Road, Jones Hill Road, Lake Shore Drive, Launching Area Road, Longwood Drive, Lookout Drive, Lumberyard Road, Mill Road, Mitchell Road (portion gravel), Neptune Avenue, Newberry Loop, Newberry Road, Old Kentwood Road, Old Millington Road, Olmsted Road, Overlook Road, O'Connell Road, O'Connell Road Extension (gravel), Petticoat Lane, Phelps Road, Porges Road, Powerhouse Road, Ray Hill Road, Ray Palmer Road, Ridgewood Road, Salem Road, Schulman Veselak Road, School Road, Scoville Landing, Silas Holmes (gravel), Stockburger Road, Stocking Lot Road, Town Road, Wickham Road (140) (portion Scenic Road- portion gravel), Wigwam Road, Wildwood Road, William F. Palmer Road

**5. RESIDENTIAL (dead ends, cul-de-sacs)** Algonquin Trail, Apple Lane, Babcock Road (gravel), Ballahack Road (portions gravel), Banner Road, Barberry Lane, Benjamin Lane, Brooke Hill Road, Broom Road, Cantrall Road, Casner Road, Cedar Meadow Road, Commerce Drive, Cove Road, Creamery Road, Daniel Peck Road 1 & 2 (portion gravel), Davison Road, Deer Run, Dock Rock, Dolbia Hill Road 1,2, & 3 (gravel), Echo Farm Road, Elaine Drive, Fay Drive, Florida Road 1 & 2 (portion gravel), Foxtown Cemetery Road (portion gravel), Geoffrey Road 1 & 2 (portion gravel), Hem Street, Heritage Brooke Road, Highland Avenue, Hood Lane, Huntington Drive, Juda Lane (gravel), Lakeside Drive, Laurel Lane, Ledgebrook Road, Long Pasture Lane, Lori Lane, Matthews Drive, Millington Hopyard Road (portion gravel), Nichols Road, Old East Haddam Road, Old Mt Parnassus Road, Old Orchard Road (gravel), Old Town Street 1 & 2, Olde Field Drive, Oriole Road 1 & 2, Parker Road (gravel), Red Mill Lane, Ridge Road, Ridgebury Road, Ridgewood Road Extension, Robbie Road, Shanagan Road 1 & 2 (portion gravel), Sheepskin Hollow 1 & 2 (portion gravel), Sims Lane (Scenic Road- gravel), Sims Road, Southwinds Road, Starr Road (gravel), Stoneybrook Road, Sunset Road, Three Bridges Road 1 & 2, Town Farm Road, Town Farm Road Extension, Valley Brook Road, West Cove Road, West Road 1 & 2 (portion gravel), Westwood Road, Whip-O-Whill Terrace, Whitewood Drive, Wool



## **1. PRIVATE ROADS BY ASSOCIATION**

### **MOODUS ESTATES**

BEACH ROAD  
BRIAR ROAD  
BIRCH ROAD  
CLEARVIEW ROAD  
CRESTVIEW ROAD  
DOCK ROAD  
DOGWOOD ROAD  
GRANDVIEW ROAD  
HILLTOP ROAD  
KNOLL ROAD  
LAKEVIEW ROAD  
LAUREL ROAD  
PARK DRIVE  
PINE TREE ROAD  
RIDGEWOOD ROAD  
SHORT ROAD  
SUNNY HEIGHTS ROAD  
TRIANGLE ROAD  
WHITE SANDS ROAD  
WHITMAN ROAD  
WOODLAND ROAD

### **SUNSET ACRES**

LAKESIDE DRIVE  
OVERLOOK DRIVE

### **MOODUS LAKE SHORES, INC.**

BERRY ROAD  
BRITAIN ROAD  
MABEL LANE  
SHADY ROAD  
PINE ROAD  
YORK ROAD

### **LAKE HAYWARD ASSOCIATION**

FOREST WAY  
GLIMMER GLEN

### **LAUREL COVE ASSOCIATION**

LAUREL COVE  
LAUREL COVE ROAD

### **MOODUS SIPPLES ESTATES**

### **SHORE ACRES PARK**

BEECH AVENUE  
BLAKE DRIVE  
DOROTHY STREET  
SHORE ROAD  
STANLEY AVENUE

## APPENDIX XIII-

### TOWN OF EAST HADDAM

#### TOWN ROAD INVENTORY AND POLICY RECOMMENDATION FOR 1997

##### A. INTRODUCTION

The Town of East Haddam has one of the most extensive road systems in the State. The East Haddam Public Works Department and the State of Connecticut Department of Transportation Inventory List (table 1) state that the Town maintains 89.18 miles of improved roads (tar or oil surface) and 25.03 miles unimproved roads (gravel) for a total of 114.21 miles. The DOT list is also referred to as the State Aid List and with some minor updating and revisions is fairly accurate. This list has been filed by the Board of Selectmen and accepted by the State of Connecticut since 1949. The problem is the miles of trails throughout East Haddam that have not been maintained by the Town and are not on the State Aid List. These trails are little more than access ways that are barely passable, subject to seasonal washouts, and in some cases covered with trees and undergrowth.

A comprehensive road inventory was done by Midstate Regional Planning Agency in 1980 as part of the 1981 Plan of Development update. One of the major recommendations to the Town was to resolve the issue with these trails since "The Town is burdened with a considerable amount of unimproved road mileage of undetermined length which is not on the Town Aid List". In many cases throughout the State, developers have argued that these trails are still Town roads and the taxpayer should absorb the cost of improvements. The lack of conclusive classification of roadways has been costly.

##### B. CONFLICTS

###### **Roads become official "Town Roads" in one of two ways:**

- (1.) The Town's legislative body (Town Meeting) votes to accept the road.
- (2.) The Town gradually takes responsibility for a road which is commonly and historically used by townspeople. Such roads are said to be "Town Roads" by "common convenience and necessity". Most of East Haddam's roads fall into this category.

###### **Roads cease to be "Town Roads" in one of two ways:**

- (1.) The Town's legislative body (Town Meeting) votes to give up responsibility of the road. This process is referred to as a "discontinuance".
- (2.) The Town can "abandon" or "discontinue" by not taking care of roads which are no longer of use for "common convenience and necessity". This "discontinuance" occurs when a road bed is not maintained for a long period of time.

Common sense would lead one to believe if the road in question was not maintained by the Town and not listed by the State since 1949, that even if it was a Town road, the roadway has been "abandoned". The legal term used for the abandonment of roads or highways is to "discontinue" a road. Merriam-Websters Collegiate Dictionary Tenth Edition second definition of discontinue is "to abandon or terminate by a legal discontinuance". A municipality can discontinue (abandon) roads it has accepted, either by a formal act or by non-use. This statement also brings into question whether the Town has accepted the road in question, but to not cloud the issue, this document will concentrate on the discontinuance/abandonment issue.

The Court, in case number 59Conn. - 250, stresses intent in holding that "Non-user of a highway by the public for many years is prima facie evidence of abandonment; but the abandonment must be voluntary and intentional".

The Court also in case number 80Conn. - 280 stated "A highway may be extinguished by direct action through governmental agencies, in which case it is said to be discontinued; or by non-user of the public for a long period of time with the intent to abandon, in which case it is said to be abandoned".

By listing only "maintained roads" in the State Aid Program since its conception in 1949, would

constitute voluntary and intentional abandonment action of the Town. The annual filing of this State Aid List could be considered a direct action of a governmental agency. Common sense would lead one to believe so, but will this be fought in the courts?

Some will argue that a roadbed has been used annually by various parties since 1949. Roads have to be of "common convenience and necessity" for the public use. The Court has stated this constitutes more than a few interested parties.

- The Court in case number 55Conn. - 405 ,an appeal from the discontinuance of an ancient Woodbury highway held "**the finding of a committee, on a application for the reversal of the action of a Town in discontinuing a highway, that the road was of common convenience and necessity only to the plaintiff, his family, and a few neighbors, held not inconsistent with a general finding that the road was not required by common convenience and necessity**".

The Town records, all difficult to read hand written script until the early 1900's, refer to a variety of terms for discontinuing roads. These terms include but are not limited to "close", "abandon", "discontinue work", and "discontinue". The location is also subject to interpretation since they refer to structures and families long since removed. The Town Ordinance Book also list roadways with these various terms and discriptions.

- In Doolittle v. Town of Preston (3585) 5 Conn. App. 448, the Town of Preston used the term "abandoned" instead of "discontinued". The Court concluded " that as long as the statutory method of discontinuing a road was strictly followed, thus providing the members of the town the opportunity to vote on the selectman's recommendation, it mattered not that the word 'abandoned' was used rather than 'discontinue'".

Would the Court rule the same for roads that were legally voted on to "discontinue work". These motions were made in the 1800's, when the world was not as technical in nature. Will the Town have to fight these issues in the future?

The possibility of future court battles do not give the Town a clear cut direction as to whether these "abandoned" or "discontinued roadways are as such.

**To complicate the issues further, the Courts have not direction provided as to who is responsible for improvements to "unimproved roads" that are listed as such. In fact they have decided on both sides of this issue.**

- The Court in Reed v. Planning and Zoning Commission of Chester and in Weatherly v. Planning and Zoning Commission of Fairfield decided that site improvements can be required, while in Gonthier v. Watertown Planning and Zoning Commission have contradicted the previous cases.
- In Property Group, Inc. v. Planning and Zoning Commission of Tolland, the Connecticut Supreme Court stated "[t]he area of public regulation of roads is spotted with inconsistencies and lack of resolution."

The Courts have left these issues wide open for debate and litigation. Attorney Terry Tondro sums it up best in his publication "Connecticut Land Use Regulations" Second Edition.

- "Control over roads primarily lies with the Board of Selectmen and ultimately with the town meeting or other legislative body. These decisions do not lie completely with the planning and zoning commission."
- "The splintered authority over the location of public roads outside a proposed subdivision complicates efforts to use control over roads as a means of controlling growth, since the planning and zoning

commission, the board of selectman, and the town legislative body must all agree on the objective. In fact, the problem raised by these statutes is the threat to smaller towns in Connecticut from the possibility that the town's statutory obligation to maintain its public roads can lead to expensive demands for upgrading the quality of little used public roads so they can support extensive development of remote land. The problem has been discussed in several cases in the past decade as a question of whether a planning and zoning commission can turn down a subdivision on the ground that the condition or road serving the site is somehow inadequate. **The Connecticut courts have hesitated to provide a clear answer."**

East Haddam's problems are compounded by having areas that do not have concise determination as to whether the road falls into one of the following categories; "town road improved", "town road unimproved", "discontinued" or "abandoned" road, or a "pathway" never accepted by the town.

### C. SOLUTIONS

While most people recognize that most of the roads in question are clearly "abandoned" or "discontinued" by non use and through a direct action of the Town by not maintaining or State Aid Listing these roads, the Town can not afford to go through litigation on each individual case. East Haddam has to step forward and straighten out this road inventory question. The ambiguity that exist now is to no one's benefit.

#### **Recommendations to correct this issue are as follows:**

1. Recognize the State Aid listed improved roads (tar and oil) as roads of "common convenience and necessity". These roads would become Town roads if they were not accepted in the past.
  2. Recognize the State Aid listed unimproved roads the Town actually maintains on a regular basis (snow plowed on every storm occurrence and is graded) as roads of "common convenience and necessity". These roads also would become Town Roads if not accepted in the past.
  3. "Discontinue" those portions of unimproved roads on the State Aid list that the Town does not maintain on a regular basis(snow plowed on every storm occurrence and is graded).
  4. "Discontinue" those portions of unimproved roads/trails/abandoned roads that are not on the State Aid list and leave the taxpayers of East Haddam subject to debate, litigation, and unnecessary cost.
- **The term "Discontinue" does not mean the Town has to lose the ownership of the roadbed or property. The enactment of Section 13a-141(b) Bridle paths; pedestrian walks; bicycle paths. of the Connecticut General Statutes, through Public Act 90-310, allows towns to retain the ownership of the land and control its use and maintenance.**

The Town through a formal act in the form of a town meeting may move to discontinue a road as prescribed in the Connecticut General Statutes (C.G.S.) as follows:

- **Sec. 13a-49. Discontinuance of highways or private ways.** The selectman of any town may, subject to approval by a majority vote at any regular or special town meeting, by a writing signed by them, discontinue any highway or private way, or land dedicated as such, in its entirety, or may discontinue any portion thereof or any property right of the town or public therein, except when laid out by a court or the general assembly, and except where such highway is within a city, or within a borough having control of highways within its limits.

This would be the first recommended step. The second, in conjunction with a motion for discontinuance, is the simultaneous enactment of Section 13a 141(b) which reads as follows:

- **Sec. 13a-141. Bridle paths; pedestrian walks; bicycle paths.**  
(b) When the selectmen of any town discontinue any highway or private way, or land dedicated as such,

pursuant to section 13a-49, they may except from the operation of such discontinuance and reserve to the town and to the public such rights in such discontinued highway, private way or land dedicated as such, as may reasonably necessary to construct and maintain a bridle path, pedestrian walk or bicycle path. Any such rights except and reserved to a town under this section shall be subject to the rights of property owners bounding a discontinued highway as are provided in section 13a-55.

By enacting section 13a-141(b) which can be referred to as passive recreational paths, the town and abutting property owners gain many advantages compared to outright discontinuance of a road as provided in Sec. 13a-49. The advantages are as follows;

- a. The Town still owns the roadbed. The taxpayers do not lose property or the right to access now or in the future. In past town meetings, it has been voiced that the town should not give away property as would occur if the road was merely "Discontinued" under Sec. 13a - 49..
- b. These trails can continue to be used by the few people who wish to have access to this remote areas, therefore still providing recreational opportunities consistent with the Town's rural character.
- c. The abutting property owners do not have to carry any additional concerns of liability. When roads were discontinued in the past, the abutting property owner owned to the center of the road after the discontinuance. The property owner would then be liable for activities that occurred in the roadbed. To attempt to protect themselves, roadways were blocked off and posted. These concerns were also brought to the town in past meetings as a reason why not to discontinue a road.

The public should also be aware that through either act of discontinuing a road, the property owners are not left land locked. Property owners and their designees are permitted to pass and repass as they see fit. The right to gain access to cut wood, hunt, and other outdoor recreational activities were always allowed. Section 13a-55 provides for such protection.

- **Sec. 13a-55. Right-of-way of property owners bounding a discontinued or abandoned highway or a highway any portion of which is discontinued or abandoned.** Property owners bounding a discontinued or abandoned highway, or a highway any portion of which has been discontinued or abandoned, shall have a right-of-way for all purposes for which a public highway may now or hereafter used over such discontinued or abandoned highway to the nearest or most accessible highway, provided such right-of-way has not been acquired in conjunction with a limited access highway.

These recommendations will assist the Town in its goal to retain its rural character, promote sensible development, and not cause undue cost to the taxpayers. By appropriately designating the Town's roadways, the Town will not have to face any unknown questions or arbitrary decisions of the court on who is responsible for road improvements.

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## **APPENDIX XIV East Haddam Village District Regulations - Intent**

From 2002 to 2005, the Planning and Zoning Commission participated with village residents and business owners to develop a vision statement for East Haddam Village aimed at preserving the neighborhood and architectural character, scale, scope, and views and vistas that have historically characterized the village. Copies of this vision statement are on file at the East Haddam Land Use Office.

Using this vision statement as a basis and with the continued involvement of village residents and business owners, the Planning and Zoning Commission developed a set of regulations for East Haddam Village creating a "Village District". Village District Zoning has only recently been made possible in Connecticut and allows local planning and zoning commissions to develop regulations that protect the character of village neighborhoods. East Haddam is only one of only a very few towns to have taken advantage of this new legislation.

The village district regulations for East Haddam village require that any new construction and any substantial reconstruction of existing structures must maintain public views and vistas and be compatible in use, scale, architecture and landscaping with surrounding buildings. These regulations make possible the future reuse of the existing town office site and provide for a possible new Goodspeed Musicals theater, while maintaining the character of the village.

### **9.5.2 Description of East Haddam Village**

East Haddam Village was originally settled as two separate villages, Goodspeed Landing and Upper Landing, which competed for commercial enterprises. Historically, the area has always supported mixed/commercial/residential use and was the location of ship building yards, docks, lumberyards, and warehouses as well as stores, shops and residences. Overtime, the separate villages grew together as one and the village supported mills along Lumberyard and Creamery Roads and east up Succor Brook to Boardman Road, and a large music school (Maplewood). Hotels and banks grew up around the merchant activity along the river as steamships and trains brought commerce, visitors and new residents to town. Ferry service operated between Haddam and East Haddam until the opening of the Swingbridge in 1913. The village once supported two local schoolhouses, and several churches and meeting halls. Many of East Haddam's influential families built grand houses in the Village District. With the decline of the river based commerce and the decline of the mills, the village, while still encouraging mixed use, went through a period when it was more residential in character. Today, with the resurgence of the Opera House and the Gelston House, the village is poised to once again become an area of vibrant economic and cultural activity.

Architecturally, the village reflects its long history including within mill buildings, framed sheds and outbuildings, and more formally, Federal, Georgia, and Greek revival, various Victorian styles (Second Empire, Carpenter Gothic, Italianate) and contemporary post World War II structures. Many structure exhibit characteristics from several periods. Archaeologically, the village retains evidence of its history in the extensive underground storm drains in the upper landing area, and the many dry rock walls and foundations of former structures which indicate that the village was more densely populated in the past.

East Haddam Village is situated on the east bank of the Connecticut River south of the mouth of the Salmon River and just north of Chapman's Pond. The Village is framed to the east by steep hills and the property from the east shore of the Connecticut River to the peaks of these hills is part of the Connecticut River Gateway Conservation Zone. This Conservation Zone consisting of 25,000 acres spread over eight towns was created to protect the natural, historic, and aesthetic values of the lower Connecticut River Valley. The lower Connecticut River is part of one of the richest and most complex ecological systems in the northeastern United States. In 1993, the International Chapter of the Nature Conservancy designated the Lower Connecticut River Tidelands as one of the "Last Great Places" in the world. The Lower Connecticut River area was designated at The Ramsar Convention as a "Wetlands of International Importance", and especially important for migratory waterfowl habitat and bald eagles. In 1998, the US Fish and Wildlife also designated the Connecticut River and its tributaries as the Silvio O. Conte National

Fish and Wildlife Refuge. The United States Council on Environmental Quality selected the Connecticut River as one of the ten “American Heritage Rivers” in the United States. The multiple designations awarded to this watershed area emphasize the unique and abundant natural resources around East Haddam Village.

### **9.5.3 Intent**

These regulations shall protect the distinctive character, landscape and historic structures within the district and may regulate, on and after the effective date of such regulations, new construction, substantial reconstruction and rehabilitation of properties within such district and in view from public roadways, the Connecticut River, and public pedestrian walkways, including, but not limited to,

- (1) The design and placement of buildings,
- (2) The maintenance of public views,
- (3) The design, paving materials and placement of public roadways, and
- (4) Other elements that the Commission deems appropriate to maintain and protect the character of the village district.

In adopting this regulation, the Commission shall consider the design, relationship and compatibility of structures, plantings, signs, roadways, street hardware and other objects in public view.

### **9.5.4 Permitted Uses, Lot Coverage, Lot Impervious Surface Coverage, Side yard, and Height**

Any new use of premises, buildings, or structures, or any Substantial Reconstruction or Rehabilitation of an existing premises, building, or structure shall require review by the Commission, the type of review being in accordance with the following table. For the purposes of this Section 9.5, the phrase “Substantial Reconstruction and Rehabilitation” is in accordance with: the meaning and use of the terms 8-2j(b) of the Connecticut General Statutes, and shall be defined as the threshold at which any and all reconstruction or rehabilitation becomes of such a degree as to likely noticeably affect the character of the structure in relation with the East Haddam Village District, as reflected through the Objective and Guidelines enumerated in Section 9.5.6 and Appendix VI.

#### **9.5.5. Historic Preservation**

These regulations shall encourage the conversion, conservation, and preservation of existing buildings in a manner that maintains the historic or distinctive character of the district. New construction shall also incorporate in the design elements that will maintain the historic or distinctive character of the district.

The conversion, conservation, and preservation of existing buildings and sites shall be consistent with:

- (A) The “Connecticut Historical Commission - The Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings”, revised through 1990, as amended:

#### **9.5.6. Site Design and Compatibility Objectives**

Applications shall provide a narrative, site plans, and design that demonstrate that the application is in compliance with subsections 9.5.5 and 9.5.6, including the approval of the East Haddam Historic District Commission where applicable, per Section 9.5.5. All development in the village district shall be designed to achieve the following compatibility objectives to the greatest extent possible. It is recognized that not all applications may be able to achieve each and every objective or in some cases a particular objective may not be applicable to the project. In cases where there is no change in the exterior appearance to the building or landscape the application shall still include a narrative and site plan of the existing conditions. These objectives are further defined in Appendix VI “*Site Design and Compatibility Objectives and Guidelines*”

1. that proposed buildings or modifications to existing buildings be harmoniously



related to their surroundings and to the terrain in the district and to the use, scale and architecture of existing buildings in the district that have a functional or visual relationship to a proposed building or modification,

- 2.** that all spaces, structures and related site improvements visible from public roadways, the Connecticut River, and public walkways be designed to be compatible with the elements of the area of the village district in and around the proposed building or modification,
- 3.** that the color, size, height, location, proportion of openings, roof treatments, building materials and landscaping of commercial or residential property and any proposed signs and lighting be evaluated for compatibility with the local architectural motif and the maintenance of views, historic buildings, monuments and landscaping, and
- 4.** that the removal or disruption of historic traditional or significant structures or architectural elements shall be minimized.
- 5.** The building and layout of buildings and included site improvements shall reinforce existing buildings and streetscape patterns and the placement of buildings and included site improvements shall assure there is no adverse impact on the district;
- 6.** proposed streets shall be connected to the existing district road network, wherever possible;
- 7.** open spaces within the proposed development shall reinforce open space patterns of the district, in form and siting;
- 8.** locally significant features of the site such as distinctive buildings or site lines of vistas from within the district, shall be integrated into the site design;
- 9.** the landscape design shall complement the district's landscape patterns;
- 10.** the exterior signs, site lighting and accessory structures shall support a uniform architectural theme if such a theme exists and be compatible with their surroundings; and
- 11.** the scale, proportions, massing and detailing of any proposed building shall be in proportion to the scale, proportion, massing and detailing in the district.

## APPENDIX XV

### Executive Summary Excerpts

#### **Draft**

#### Environmental Impact Evaluation And Conceptual Master Plan

Prepared in accordance with the  
Connecticut Environmental Policy Act

#### **Goodspeed Opera House Expansion** East Haddam Village, Connecticut

Prepared for: State of Connecticut  
Department of Economic and Community Development Prepared by: Maguire Group, Inc. January 2001

### INTRODUCTION

#### ES.1 PROJECT OVERVIEW

The Goodspeed Opera House Foundation (GOHF) is currently evaluating theater expansion opportunities within the village of East Haddam. While the Goodspeed Opera House continues to showcase first-rate musicals, draw enthusiastic audiences and sell out most performance dates, its size and current production facilities pose considerable limitations in the types of shows that can be produced and staged in the existing theater. To continue at the forefront of musical theater production, GOHF is proposing construction of a larger theater, with expanded production facilities. The new theater would be constructed in the vicinity of the existing Opera House as an adjunct facility; musical productions would continue to be staged at the existing, historic theater as well.

The existing Goodspeed Opera House, a village landmark, is an important focal point and prominent tourist attraction in East Haddam. In many ways it has come to define the character of the village. As a result, a major expansion of Goodspeed's facilities would affect the village as a whole. GOHF and the Town of East Haddam have been working cooperatively for years toward strengthening a commitment to the arts and destination tourism as important economic development pursuits for the village. GOHF's proposed new theater and associated activities are important elements in furthering this commitment.

GOHF's overall project costs are estimated at approximately \$35 million, which includes the basic components of the expansion – the new theater, production facilities, parking, actor housing, site remediation, riverfront access and roadway and infrastructure improvements in the area of the new theater. Figure ES-2 shows the limits of GOHF's proposed project site within the village of East Haddam. The \$35 million cost does not include village economic development activities, off-site roadway improvements, possible wetland mitigation activity or detailed archaeological/historic reconnaissance and mitigation that may be required.

#### ES. 2 PROJECT PURPOSE AND NEED

The fundamental purposes and needs addressed by the GOHF proposal are as follows:

- GOHF Future growth

A new state-of-the-art theater would provide GOHF with the capacity and technology to produce a show with increased marketability that could be exported to other venues across the country or internationally. Also, during the summer tourist season the Opera House does not currently have the seating capacity to meet the demand for tickets. The addition of a second venue in close proximity to

the existing theater would more than double available seating and create multi-venue opportunities with two performances running simultaneously.

- Local and Regional Economic Development

The expansion concept includes additional parking, improved pedestrian facilities, public riverfront access and additional commercial/retail space in the village center. These elements would benefit the local economy and tourism industry by enabling the area to better support specialty shops, boutiques, restaurants, and lodging, which attract tourists for all-day or multi-day visits. The expansion of the Goodspeed Opera House would benefit a growing tourist industry within the State of Connecticut and particularly in the Southeast Region.

In developing plans for new theater facilities, GOHF has been working closely with the Town of East Haddam in an effort to ensure that both parties benefit from the planned development. A Memorandum of Agreement (MOA) was drawn between the town and GOHF to solidify the commitment to design and implement a project that benefits both GOHF and the town interests. By constructing new facilities, GOHF can consider the sale of central structures in the village to make them available for future commercial enterprises. The Town of East Haddam would work with GOHF to develop the village as a pedestrian-friendly specialty shopping area that includes eateries and bed and breakfast lodging that preserves the historic village charm.

Another essential part of the plan, reiterated in the MOA, is improvements to roadway safety and the addition of public parking space within the village. This plan is considered one of the major economic development opportunities facing the Town of East Haddam over the next few years. The joint vision for planned village and GOHF expansion and improvements was made more viable by the construction of a new sewage treatment plant in 1996.

- Vehicular and Pedestrian Circulation and Safety

The existing circulation pattern throughout the village center, both for vehicular and pedestrian traffic, discourages rather than encourages visitors to regard the village as a destination and take full advantage of its amenities. In conjunction with the expansion project, GOHF is proposing certain roadway and traffic modifications; walkways and other pedestrian-friendly elements; and additional and better accessible parking. These improvements would not only benefit theatergoers, but also local businesses and the general public. Together with other future village improvement projects, these initiatives would provide a setting that invites pedestrian activity and destination tourism.

### ES.3 DEVELOPMENT CONCEPT

The basic elements of the proposed expansion program (Figure ES\_3) include:

- A new 700-seat theater housed within a single structure that will also include production and other theater-related support facilities;
- A pedestrian plaza;
- Additional and improved surface parking areas sufficient to support the existing and future forecasted theater patronage;
- Additional housing for visiting actors and other theatrical artists;
- Relocation of certain production facilities to the nearby industrial park; and
- Various infrastructure improvements.

A fundamental consideration in GOHF's expansion plan is the interrelationship of the various structures and operational features. Certain functional requirements must be met to successfully run the theater operation. In developing plans for new theater facilities, GOHF has been working closely with the Town of East Haddam in an effort to ensure that both parties benefit from the planned development. A Memorandum of Agreement (MOA) was drawn between the town and GOHF to solidify the commitment to design and implement a project that benefits both GOHF and the town

interests. The MOA recognizes the critical link between the success of the Goodspeed Opera House and the Town's economic vitality.

#### ES.4 PROJECT JUSTIFICATION

DECD participates in projects that will further its goal of supporting economic and community development that will create jobs and improve the quality of life for the residents of Connecticut. The Goodspeed Opera House Expansion project would further this goal by helping to drive both the entertainment and tourism industries of the States. The project would also generate support for the new economic development locally and regionally. The following benefits are anticipated as a result of full implementation of GOHF's expansion program, together with likely subsequent development by the Town and others.

- More than 75,000 additional visitors to the area each year
- \$23.2 million in direct private construction investment
- 399 construction period jobs
- 127 new full-time equivalent permanent jobs
- \$369,370 annually in new state tax revenues
- \$10 million annually in multiplied economic effect
- Over \$75,000 in new annual revenue for the Town of East Haddam
- 76% of new jobs absorbed by East Haddam
- Strengthen East Haddam as a destination location for the arts and culture
- New housing and specialty commercial space provided within East Haddam
- New tourist attraction for East Haddam, Middlesex County and Connecticut
- Improved market position for export of GOHF musical production
- Increased statewide, national and international visibility for GOHF
- Strengthened financial viability of GOHF

#### ES.6 AFFECTED ENVIRONMENT

East Haddam and Haddam are both characterized by rural natural beauty and historic character, and feature state parks and historic areas. The village of East Haddam is listed on the National Historic Register and Tylerville is a designated historic area, potentially eligible for listing. The study area offers picturesque views of the Connecticut River, surrounding hills, and historic architectural features, particularly the Goodspeed Opera House. Both towns have the greatest land area among the 15 towns of Middlesex County; yet have the lowest population densities and percentage of developed land. The study area in both towns is a focus for planned commercial development that will enhance the existing environment.

The major travel route through the study area is state Route 82, an east-west road crossing the Connecticut River at the historic swing bridge.

Intersections that are currently congested on an occasional basis, and are expected to be congested in the future unless traffic improvements are implemented, are Route 82 eastbound (Route 9 Connector) at Route 154 and Route 154 northbound at Route 82 (Bridge Road) in Haddam, and Route 82 (Main Street) at Lumbery Road in East Haddam. Theater patrons attending a performance at the Goodspeed Opera House primarily prefer to travel by automobile, but a small percentage take advantage of tour buses, the Goodspeed Airport, Essex Steam Train and Deep River Navigation riverboats.

Topography in the area consists of a series of hills along the Connecticut River Valley. The river is bordered by steeply sloped riverbanks, riverside plateaus, and broad floodplain. Both the proposed project site and alternative site are situated on plateaus near the river. Succor Brook, a small perennial watercourse, flows in a southwesterly direction through East Haddam Village and discharges to the Connecticut River.

## ES.6 ALTERNATIVES

- No Build Alternative

Investigation of the effect of a no build alternative is required under CEPA. Under the no build scenario, the existing Opera House would continue to operate, however, a new theater would not be built. Goodspeed actors would continue to be housed in the GOHF-owned buildings in the central village; these buildings would not be made available for commercial use. GOHF would relocate some of their production facilities and possibly upgrade their existing parking lot, but would not construct additional parking for shared use. Improvements to Lumberyard Road and intersection improvements would not occur.

## ES.7 ENVIRONMENTAL EFFECTS

It is anticipated that the proposed action would impact social, economic, cultural and natural resources. Both positive and adverse effects have been identified; where an adverse effect has been identified, appropriate mitigation has been specified.

Implementation of the proposed action is *not* anticipated to have any permanent net effect upon floodplains; topography; geology; rare, threatened or endangered species; air quality; noise; utilities; energy or environmental justice. Further reconnaissance and documentation of historical and archaeological resources will be required during final design, however, based on data collection to date, no net adverse effect is anticipated.

The proposed action would have a potential *positive* effect on several social, economic, cultural and natural resources as described below:

- Land Use: East Haddam's future land use objectives encourage development in the village area that focuses on specialty commercial enterprises and the arts, with the goal of developing a vibrant destination tourism area. The proposed action is fully compatible with the Town's development goals and plans. The proposed action also furthers the goals set forth in the statewide development plan.
- Socio-economics: The expansion of the Goodspeed Opera House and implementation of associated municipal economic development initiatives will provide social and economic benefits locally, regionally and statewide.

In the qualitative sense, the new theater would represent a complementary addition to other visitor destinations in the area. The expanded and enhanced Goodspeed Opera House operation would provide a high-quality cultural attraction for the residents of East Haddam, Middlesex County and throughout Connecticut.

The direct effect of the proposed project, along with the indirect effect of associated village commercial development, would result in positive quantifiable benefits to local, regional and state economies. Benefits would be realized through the creation of new jobs and business development opportunities, and the generation of new local and state tax revenues and spending in the area. A summary of costs and benefits estimated for both the proposed action and potential municipal development initiatives is provided in Table ES.2

- Parking: The expansion concept provides additional GOHF patron parking that is accessible for use by both the town and Goodspeed.
- Cumulative Impact: The expansion of this cultural resource would enhance opportunities for East Haddam and neighboring Haddam to become even greater tourist destinations. Positive economic and increased cultural and social experiences would be stimulated by GOHF's new adventure. There are no known negative cumulative effects of DECD's involvement in the project.

## APPENDIX XVI

### Executive Summary Excerpts

#### **MOBILITY IMPROVEMENTS STUDY FOR THE VILLAGE OF EAST HADDAM CONCEPT DESIGN PHASE**

**East Haddam, Connecticut**

**July 9, 2004**

Fuss & O'Neill

#### **1.0 EXECUTIVE SUMMARY**

Fuss & O'Neill, Inc. (F&O) has been retained by the town of East Haddam to undertake a Mobility Improvement Study for the Village of East Haddam. The project is being administered by the Connecticut Department of Transportation (Project #40-129). The project is funded through a Federal Grant, which resulted from an application made by the Town of East Haddam, with cooperation and support of Goodspeed Musicals.

The project area, located along the Connecticut River, is in East Haddam, Connecticut. Project limits are centered in East Haddam Village and extend north to Nathan Hale School, northeast to Ray Hill Road, east to Creamery Road, south to the northern portion of the Goodspeed Airport, and west to the Tylerville section of Haddam. The project area includes state and federally regulated wetlands areas, floodplains, and historically and archaeologically sensitive areas.

The goal of this project was to develop a village concept plan that improves vehicular and pedestrian mobility and safety, identify potential areas for development with associated parking and streetscape enhancement, and still maintain the historic and scenic character of the village.

#### Goal of the Concept Design Phase

The purpose and intent of the concept design phase was to define the scope of improvements for the categories of work described in the project scope and extents described below. The goal of this project was to develop a village concept plan that improves vehicular and pedestrian mobility and safety, identify potential areas for development with associated parking and streetscape enhancement, and still maintain the historic and scenic character of the village. The recommended concept plan reflects inputs from the state, town and community and is as close to a consensus plan that may be possible in the public environment at this time. More detailed design of the plan elements must be completed in future phases of the project and presented to the public for additional input and refinement.

Alternatives were evaluated on a conceptual basis only, with engineering and design as needed to assess the feasibility of the concepts. The level of detail for the analysis of options and their related opportunities and constraints were based on the need to present the reasonable options in a public forum as concepts for consideration by the State, Town and community.

Opportunities and constraints related to the available options were discussed during the study to allow the State, Town and community (collectively known as the Stakeholders) to make informed decisions in building a consensus to address the long term goals and better capture the distinctive opportunities of the Village including:

- Connecticut River
- Village Charm
- Historic Elements
- Nathan Hale
- Goodspeed Opera House and Gelston House

The conclusion of this phase of the project is really the beginning of the design phase and, therefore, does not represent a “final” plan. The Stakeholders must now use the information contained in this report to decide if and how to proceed with future design phases.

#### A Vision for East Haddam

Prior to this project beginning, several community groups worked together to prepare a document entitled, “A Vision for East Haddam Village”. This document provides a framework of concepts and goals for these groups and provided valuable insight and guidance to the design team. A copy is attached in Appendix D.

The organizations which participated in the preparation of this document (authors) included:

- East Haddam Village Planning Group
- East Haddam Village Merchants
- East Haddam Economic Development Commission
- Goodspeed Musicals

The vision described in the document is to maintain and restore the historical character of the Village, which is much attributed to its location on the Connecticut River. In the 1600’s, East Haddam was a major center for commerce. However, over the past century the Village center has lost some of its character due to a decline of ship based industry. It is the stated desire of the authors to restore the historical aspects of East Haddam Village while promoting tourism and business by developments that compliment the Town’s existing historical character.

The author’s have developed six (6) project guidelines to ensure the development will enhance and restore the character of East Haddam Village, while improving many existing issues.

- Aesthetics – East Haddam Village is a nationally recognized historical district with multiple historical structures. The authors envision both proposed buildings that blend with existing buildings, and the restoration of existing buildings.
- Economic Development – the authors believe that in order for the Village to be vibrant and viable, there must be a mixture of residential, commercial, public, and private developments.
- Roadway and Traffic Flow – not only do the existing roads, including the East Haddam Swing Bridge, suffer from heavy traffic volumes, but the layout of the roads fragment the community. The authors strongly support the use of traffic calming measures to slow traffic through the Village. Additionally, pedestrian safety and access to the Village is an issue, therefore, the authors support the development of improved and expanded sidewalks and crosswalks.
- Parking – Currently, there is not an adequate amount of parking to allow an increased number of tourists. The authors support additional parking, designed as small, dispersed, interconnected areas, is necessary for the Village to be commercially viable.
- Natural Resources – East Haddam Village offers access to unique features along the Connecticut River Valley. The authors desire the development of the Village to provide easy access to these areas for pedestrians while maintaining the integrity of the natural resources.
- Community Involvement – The authors desire to achieve a development plan that reflects the wants and needs of all aspects of the community.

The recommended concept plan reflects inputs from the state, town and community and is as close to a consensus plan that may be possible in the public environment at this time. More detailed design of the plan elements must be completed in future phases of the project and presented to the public for additional input and refinement.

Mixed use development was common in historic New England downtown and village center areas, but has been replaced in many communities by land use zoning which discourages multiple uses in any one part of

a community, or even in the same building. Fortunately, East Haddam allows mixed use in its existing zoning regulations and the Village Area has retained its historic and functional mixed-use character. The stated intent of the Town in either development option was to further develop the mixed-use aspects of the downtown to create a vibrant and economically robust area.

The two development scenarios considered were:

- Mixed Use Development of Village Area which included:
  - Historic Theater
  - Mixed use Development within the Village Area
- Goodspeed Expansion Within the Village
  - Historic Theater
  - New 700 Seat Theater
  - Mixed Use Development/Re-development within the Village Area

An integral part of the Concept Phase of this project was a public participation program with two major purposes. First, the public participation program was intended to gather information concerning the desires, goals, likes, and dislikes of the community as a whole, as they relate to the project area. The second, and equally important, purpose of the public participation program was to involve the public in the planning process and move toward consensus in a common vision and set of goals.

Several previous plans have been developed, mostly aimed at the proposed expansion of the Goodspeed Musicals by the addition of a second theater. Since this was one of the two development scenarios being evaluated in this project, the previous plans were reviewed and considered by the design team.

The provision of traffic calming measures was identified as one of the primary goals of this project and was highlighted as critical by the “Vision for East Haddam Village”, and their “Guiding Principles”. Traffic calming was considered by the project Steering Committee to be a very important element of this mobility project.

A variety of traffic calming measures were considered during the preliminary concept layouts in conjunction with the highway design, pedestrian accessibility, and site development objectives for the project.

The study concludes that improvements are needed in several locations to address the safety and mobility concerns. These measures include:

- A new traffic control signal at the Route 82/Route 154 (southerly) intersection, in Haddam.
- Modification of the traffic control signal and roadway at the Route 82/Route 154 (northerly) intersection, in Haddam
- Widen Route 82 to straighten the alignment and minimize the horizontal curve east of the Swing Bridge to improve vehicular and pedestrian safety.
- Modify the roadway geometry of Route 82 in the area of the Goodspeed and Town Office Section of the East Haddam Village
- Realign Lumberyard road intersection, roadway and crossing of the Succor Brook.
- Minor modifications to approaches and signage at the intersection of Route 82 and Route 149 in East Haddam Village.
- Traffic calming measures within the on approach routes to the Village Area.

The design team considered potential development sites as those sites that could support development through:

- Re-development, including:
  - Property containing the town offices and parking
  - Former Williams Chevrolet property
  - Goodspeed parking west of Lumberyard Road
- New development of building and/or parking, including:



- Goodspeed property north of Creamery Road
- New development of parking, including:  
Goodspeed property south of Creamery Road

The parking needs of the two development scenarios are not very different since both plans are based on development/redevelopment of the same areas. The main difference is a phased plan could be implemented in an “as-needed” basis with the mixed-use alternative.

Both the mixed use and new theater development plans would require or need approximately 590 to 690 parking spaces available. For a planning level study, such as this one, the potential parking appears sufficient based on the needs calculated above. It should be noted that the alternative parking garage structure could take the place of the parking south of Creamery Road and provide essentially the same net parking spaces.

Remote parking opportunities were considered for both development scenarios. The largest potential opportunity for remote (off-site) parking is the large parking area previously used by Camelot Cruises on the Haddam side of the river. However, this parking lot was not considered a feasible option for a variety of reasons.

The pedestrian access within, as well as to and from the Village Area, is proposed to be of two types. There will be “formal” sidewalk areas, which are primarily proposed along existing roadways along the main thoroughfares, and “informal” walking areas in more natural settings.

In general the study indicates that mobility improvements are available that satisfy the long-range development scenarios considered during the study process. In addition, parking concerns can be adequately addressed through full build out under either development scenario considered with subsequent Town policy change and regulatory support.

The balance between various factors of consideration and evaluation criteria must be further developed as the design progresses in future phases of the project. Most notably, questions concerning the balance between wetland impacts (approximately 2.5 acres of disturbance) related to the proposed Creamery Road Parking Lot versus the cost, operational, and aesthetic concerns of the potential multiple level parking structure on the Town Office site must be resolved.

The design team was unable to address some of the concerns of the stakeholders. Two of the most significant items that were not resolved are the pick-up of patrons in front of the existing Goodspeed Theater, and the use of “small, dispersed, interconnected” parking areas to provide the required additional parking.

The recommended plans would have potential impacts on wetlands, areas of moderate to high sensitivity to both prehistoric Native American archaeology sites and 18-19<sup>th</sup> century historic archaeology sites, historical sites and structures, and rights of way.

In general the study indicates that mobility improvements are available that satisfy the long-range development scenarios considered during the study process. In addition, parking concerns can be adequately addressed through full build out under either development scenario considered with subsequent Town policy change and regulatory support.

The Town must identify funding sources and then select and prioritize improvements that can be designed and built within the available funding. Enabling zoning regulations may have to be developed and approved to support and allow the development alternatives chosen by the Town.

## **APPENDIX XVII Commission and Boards Checklist**

### **Planning and Zoning Commission**

#### **Chapter 1 Introduction**

##### **Policy**

- The Planning and Zoning Commission will explore and implement Smart Growth Initiatives.

##### **Action**

- The Planning and Zoning Commission will conduct annual review of the Plan of Conservation and Development on the second meeting in February with Boards, Commission, and Community Groups.

#### **Chapter 2 Rural Character**

##### **Action**

- The Planning and Zoning Commission, with assistance for other commission and boards, will send out a questionnaire to residents every ten years as to what is considered rural. This will create a baseline of information.

#### **Chapter 3 The Environment**

##### **Policy**

- The Planning and Zoning Commission will work with the Town commissions to explore every mechanism available to set aside ten thousand of the twenty thousand acres of undeveloped land.
- The Planning and Zoning Commission will encourage the Town to keep in effect the present Public Act 490 (open space) tax incentive for excess property.
- The Planning and Zoning Commission will encourage the preservation of existing farmlands and forestland, existing farm operations, agricultural soils and farm architecture.
- The Planning and Zoning Commission will use the "Four Step Development Process" that is part of the East Haddam Subdivision Regulations for any future development project designated by the State Plan of Conservation Development as Preservation Areas, Conservation Areas, and Rural Areas.
- The Planning and Zoning Commission will support designation of the Eightmile River Watershed as part of the National Wild and Scenic Rivers system. The Commission will act in partnership with the Eightmile River Wild and Scenic Stewardship Committee in implementing the Eightmile River Watershed Management Plan in order to achieve the long-term protection and enhancement of the watershed's Outstanding Resource Values.
- The Planning and Zoning Commission will continue the implementation and enforcement of the 2002 Connecticut Guidelines for Soil Erosion and Sediment Control as amended and the 2004 Connecticut Stormwater Quality Manual.
- The Planning and Zoning Commission will encourage development patterns concentrated around the village centers. The State of Connecticut Plan of Conservation and Development stresses the need to reduce the number and length of daily vehicle trips generated from our residents.
- The Planning and Zoning Commission will encourage the Town to incorporate energy efficient design standards as a construction standard in new public projects or rehabilitation of existing public facilities.
- The Planning and Zoning Commission, through the site plan review process, shall approve plans that implement the effective management of outdoor lighting.
- The Planning and Zoning Commission, through the site plan review process, shall use the State's Noise Regulations as a guidance document in reviewing proposed projects.
- The Planning and Zoning Commission shall monitor energy conservation technologies and when proven effective shall encourage the application of appropriate technologies by incorporating them as regulatory requirements where possible.

### **Action**

- The Planning and Zoning Commission, with assistance of the Conservation Commission, will update Geographical Information System and Natural Resource Maps
- The Planning and Zoning Commission, with cooperation of the Inland Wetland and Watercourses Commission, Conservation Commission, and Eightmile River Wild and Scenic Committee will participate in selecting or developing a pamphlet providing information on sound environmental practices for distribution to individual property owners/homeowners.
- The Planning and Zoning Commission will review the State noise regulation standards and compare these standards as to what is appropriate for a rural community and make recommendation to the Board of Selectmen.

## **Chapter 4 Sense of Community**

### **Policy**

- The Planning and Zoning Commission will review the recommendations of the Mobility Study and Town Office Site Reuse Study to improve traffic flow, parking, public green spaces and river access in East Haddam Village
- The Planning and Zoning Commission will consider requiring bike racks when reviewing projects in and around villages, libraries, and schools.
- The Planning and Zoning Commission will consider public sidewalks that connect in a logical progression to facilitate pedestrian travel to community centers in the areas of greatest population density (R1/2 zone).

## **Chapter 5 Historic Character and Preservation**

### **Policy**

- The Planning and Zoning Commission will protect and preserve East Haddam's historical character through the regulatory process. That includes incorporating architectural standards for nonresidential structures, strengthen protection of archeological sites, facilitate adaptive reuse of historic structures, require regulatory review before demolishing or significantly altering identified historic structures or archeological sites. Stonewalls and old foundation sites need to be further identified and protected.
- The Planning and Zoning Commission will be aware that the heritage of tomorrow will be seen through new buildings and every effort should be made to ensure that contemporary architecture is of the highest quality.

## **Chapter 10 Housing**

### **Policy**

- Maintain a rural, small-town atmosphere. The Planning and Zoning Commission, through the regulatory process, shall find methods that:
  - (a) conserve East Haddam's natural environment and traditional agricultural lands and
  - (b) protect and ensure the integrity of East Haddam's environmental assets and natural beauty, while managing growth according to the best environmental practices available, and
  - (c) avoid regulatory processes that promote sprawl.
- The Planning and Zoning Commission will continue to explore and implement "Smart Growth Initiatives" available to lessen the effects of sprawl
- The Planning and Zoning Commission will continue to direct development near the East Haddam and Moodus Village Centers in an effort to facilitate community centers, reduction of travel time and conserve energy, and to strengthen existing commercial entities
- The Planning and Zoning Commission will continue to review development plans that preserve open space and retain rural character.
- The Planning and Zoning Commission will encourage the Town will participate in programs that use older existing housing stock as a major resource for affordable homeownership with

renovation or rehabilitation. The Town should support efforts to reduce the cost of rehabilitation and to reduce the regulatory barriers to low-cost, affordable rehabilitation.

#### **Action**

- The Planning and Zoning Commission will continue to pursue policies that accommodate a range of housing alternatives for all income and age levels without sacrificing Town character. The Commission should consider incorporation of specific low and moderate-income provisions for larger subdivision and Planned Unit Residential Developments. The Commission should create a subcommittee to explore potential options to address our housing needs.
- The Planning and Zoning Commission will work with the Committee on Aging to plan and provide for an adequate number of housing units for senior citizens, including planning for land acquisition, staffing for administration and counseling of our seniors.

### **Chapter 11 Transportation**

#### **Policy**

- The Planning and Zoning Commission will continue to have Subdivision Regulations for roads that have flexible design standards, context-sensitive design, and traffic calming measures on roads and bridges to slow down traffic, enhance pedestrian safety, and preserve community character versus facilitating higher traffic counts and faster speeds. New roads and road maintenance projects will be designed and built with the least impact on the environment and East Haddam's rural character and will employ the most effective recognized traffic calming features.
- The Planning and Zoning Commission will require road construction and road improvements, whether public or private, to include the best management practices to treat stormwater in accordance with the Connecticut Stormwater Quality Manual.
- The Planning and Zoning Commission will require road construction and reconstruction over streams and wetlands to follow the recommendations of the Eightmile River Watershed Management Plan.
- The Town, through the Planning and Zoning Commission, the Board of Selectmen, and the Director of Public Works shall explore options for modes of transportation other than automobiles (e.g., sidewalks in R1/2 zone subdivisions, bicycle and foot paths). Where road upgrades or major maintenance is considered, the feasibility of bike, foot, and bridle paths should be explored.
- The Planning and Zoning Commission will promote streetscapes that preserve and enhance East Haddam's rural and historic character (e.g., avoid the construction of straight and direct roads within subdivisions, retain buffer zones along exist rural streets, discourage the connection of arterial (collector) roads through subdivisions, incorporate native plantings along streets, save existing specimen trees when possible).

#### **Action**

- Planning and Zoning Commission, with the assistance of the Board of Selectmen and the Public Works Department, shall update the Comprehensive Road Inventory, including the status, physical condition, functional classification and construction class of each town road. Average Daily Traffic Counts shall be taken and the volume to capacity ratio should be identified. The actual versus intended functional classification should be determined. The three groups can then discuss which roadways will demand the most upkeep or improvements based on existing and planned growth.
- The Planning and Zoning Commission will research establishing commuter parking lots at suitable locations.

## **Board of Finance**

### **Chapter 3 The Environment**

#### **Policy**

- The Board of Finance will encourage the Town to keep in effect the present Public Act 490 (open space) tax incentive for excess property.

### **Chapter 8 Economic Strength**

#### **Policy**

- The Board of Finance will:
- Continue to maintain a favorable bond rating,
- Continue long range fiscal planning,
- Work with State government to improve the property tax system,
- Explore tax relief programs for Seniors, Emergency Services volunteers, and businesses.

### **Chapter 10 Housing**

#### **Policy**

- The Town, through the Board of Selectmen and the Board of Finance, should explore methods of taking advantage of the State/Federal funding opportunities. Present staffing does not allow time to research the possible programs available to smaller communities, therefore possible funding that would contribute to the community is lost. Increased staffing could be shared through many departments or through the use of outside consulting firms that have expertise in specific areas of concern.

## **Board of Selectmen**

### **Chapter 1 Introduction**

#### **Action**

- The Board of Selectmen will assist Town commissions in sending out a survey every ten years to track resident values.

### **Chapter 3 The Environment**

#### **Policy**

- The Board of Selectmen will encourage the Town to keep in effect the present Public Act 490 (open space) tax incentive for excess property.
- The Board of Selectmen will support designation of the Eightmile River Watershed as part of the National Wild and Scenic Rivers system. The Board of Selectmen will act in partnership with the Eightmile River Wild and Scenic Stewardship Committee in implementing the Eightmile River Watershed Management Plan in order to achieve the long-term protection and enhancement of the watershed's Outstanding Resource Values.
- The Board of Selectmen, through new public projects or rehabilitation of existing public facilities, should incorporate energy efficient design standards as a construction standard.
- The Town should continue to educate the residents of East Haddam on the positive environmental and fiscal benefits of recycling. These education programs should be coordinated between the Board of Selectmen, the Public Works Department, and the Conservation Commission.
- The Board of Selectmen, with assistance of the State Police and the Department of Motor Vehicles, should enforce existing noise regulations on motor vehicles that exceed limits.

#### **Action**

- The Board of Selectmen and the Board of Education should inventory existing use of outdoor lighting and determine if there is a possibility to reduce lumens, shield existing lighting, and set lights on timers or motion detectors. This would reduce energy consumption, extend bulb life, and minimize impacts on the wildlife and the neighbors.
- The Board of Selectmen should request the State of Connecticut Department of Transportation to install signs stating "Please turn engines off when traffic is stopped for the Swing Bridge".

### **Chapter 4 Sense of Community**

#### **Policy**

- The Board of Selectmen will integrate the recommendations of the Mobility Study and Town Office Site Reuse Study to improve traffic flow, parking, public green spaces and river access in East Haddam Village.
- The Board of Selectmen will encourage and facilitate organized social and special events open to all. Those events should build upon on cultural, historical, environmental resources that provide a foundation of our rural community.
- The Board of Selectmen will work actively to develop a community culture that supports all young people, enables them to thrive and encourages young people to become involved in the community in meaningful ways.
- The Board of Selectmen will improve the town's ability to deliver social services to its citizens. Transportation should be provided to seniors when needed for elections, town functions, doctor visits, & etc.
- The Board of Selectmen will continue to maintain and enhance the Town Newsletter and the Town web site. Both sites provide an opportunity for the volunteer organizations to continue to communicate their goals.

#### **Action**

- Moodus Center has recently had Phase I of a multi phase sidewalk improvement program completed. This should continue until completed by the Board of Selectmen.
- The Board of Selectmen will look to expand substance abuse prevention efforts, including (a) involving community wide resources and (b) expanding substance abuse counseling resources.
- The Board of Selectmen will look into developing an internship program that enables interested, motivated young people to assist town boards and commissions to complete needed projects by performing meaningful work

### **Chapter 5 Historic Character and Preservation**

#### **Action**

- East Haddam has twenty-three known cemeteries. The sites and their access points need to be better defined and mapped. The East Haddam Public and Rathbun Libraries have detailed maps of some of the East Haddam Cemeteries. There is also a need for better protection and care of these sites that the Board of Selectmen should review.

### **Chapter 6 Cultural Life and Recreation**

#### **Policy**

- Town government, through the Board of Selectmen, the Recreation Commission, the Conservation Commission, the Open Space Commission, and other groups, should encourage and facilitate outdoor recreation. Provide improved facilities for Park and Recreation, including office and storage space, increased gym space for all ages, more soccer/multi-purpose fields, walking/jogging track, swimming pool and playground.

#### **Action**

- The Board of Selectmen should form a study committee to determine what the long term use of the field area on the former Trysek property.

### **Chapter 10 Housing**

#### **Policy**

- The Town, through the Board of Selectmen and the Board of Finance, should explore methods of taking advantage of the State/Federal funding opportunities. Present staffing does not allow time to research the possible programs available to smaller communities, therefore possible funding that would contribute to the community is lost. Increased staffing could be shared through many departments or through the use of outside consulting firms that have expertise in specific areas of concern.

### **Chapter 11 Transportation**

#### **Policy**

- The Town, through the Planning and Zoning Commission, the Board of Selectmen, and the Director of Public Works shall explore options for modes of transportation other than automobiles (e.g., sidewalks in R1/2 zone subdivisions, bicycle and foot paths). Where road upgrades or major maintenance is considered, the feasibility of bike, foot, and bridle paths should be explored.

#### **Action**

- The Board of Selectmen and the Public Works Department, with the assistance of Planning and Zoning Commission shall update the Comprehensive Road Inventory, including the status, physical condition, functional classification and construction class of each town road. Average Daily Traffic Counts shall be taken and the volume to capacity ratio should be identified. The actual versus intended functional classification should be determined. The three groups can then discuss which roadways will demand the most upkeep or improvements based on existing and planned growth.

- The Board of Selectmen with the assistance of the Public Works Department, Planning and Zoning Commission, and the Conservation Commission should also review each existing gravel road and determine if it can remain as a gravel road based on exist conditions, traffic counts, and estimated traffic counts.
- The Board of Selectmen with the assistance of the Public Works Department, Planning and Zoning Commission, and the Conservation Commission should develop guidelines for roadside maintenance. Our rural roads and stonewalls that line the roads also provide scenic value, wildlife habitat, and vegetation that filters stormwater.
- The Board of Selectmen, with assistance of the Planning and Zoning Commission, Public Works Department, the Assessor's Office, and Emergency Services, shall work to eliminate duplicate road names whether public or private.
- The Board of Selectmen, with assistance of the Planning and Zoning Commission, and Public Works Department shall work to classify unused/impassable roads as Town Recreational Trails.

## **Chapter 12 Municipal Facilities**

### **Policy**

- The Board of Selectmen, if possible, should combine entities that deal with social service issue, have office space in a centralized area, and hold coordinated office hours to optimize communication.
- The Board of Selectmen, with assistance of the Planning and Zoning Commission, should provide an adequate, centralized emergency services communication center for emergency services (fire, police and ambulance). Presently there is a need for an expanded ambulance facility to properly store equipment and train volunteers. The fire department has expressed a need for an additional facility on the eastern section of Town near Millington Green to reduce the response time to residences at this end of the Town
- The Board of Selectmen, along with the Committee on Aging and the Planning and Zoning Commission, should monitor the adequacy of the Senior Center to meet the needs of the growing population. Opportunities also exist to utilize the Senior Center grounds for outdoor activities for seniors.

### **Action**

- The Board of Selectmen should explore renovating the Town Meeting Hall. The existing building has no restrooms, storage areas, or centralized heat. Previous studies have demonstrated that a small addition could be created to accomplish these goals without compromising its historic character.
- The Board of Selectmen should explore renovating the Town Grange. Presently, the Grange is being renovated to become handicap accessible. Since many community groups and the public use the facility for a variety of occasions, consideration should be given to refurbishing the downstairs kitchen area, basement hall, and bathrooms



## **Public Works Department**

### **Chapter 3 The Environment**

#### **Policy**

- The Public Works Department and the private lake associations will use the Best Management Practices on existing storm water facilities.
- The Town will continue to educate the residents of East Haddam on the positive environmental and fiscal benefits of recycling. These education programs will be coordinated between the Board of Selectmen, the Public Works Department, and the Conservation Commission.

### **Chapter 11 Transportation**

#### **Policy**

- The Public Works Department recognizes that new roads and road maintenance projects will be designed and built with the least impact on the environment and East Haddam's rural character and should employ the most effective recognized traffic calming features. The Subdivision Regulations for roads should continue to have flexible design standards, context-sensitive design, and traffic calming measures on roads and bridges to slow down traffic, enhance pedestrian safety, and preserve community character versus facilitating higher traffic counts and faster speeds
- The Public Works Department recognizes road construction and road improvements, whether public or private, will include the best management practices to treat stormwater in accordance with the Connecticut Stormwater Quality Manual.
- The Public Works Department recognizes road construction and reconstruction over streams and wetlands shall follow the recommendations of the Eightmile River Watershed Management Plan.
- The Town, through the Planning and Zoning Commission, the Board of Selectmen, and the Director of Public Works shall explore options for modes of transportation other than automobiles (e.g., sidewalks in R1/2 zone subdivisions, bicycle and foot paths). Where road upgrades or major maintenance is considered, the feasibility of bike, foot, and bridle paths should be explored.

#### **Action**

- The Board of Selectmen and the Public Works Department, with the assistance of Planning and Zoning Commission, shall update the Comprehensive Road Inventory, including the status, physical condition, functional classification and construction class of each town road. Average Daily Traffic Counts shall be taken and the volume to capacity ratio should be identified. The actual versus intended functional classification should be determined. The three groups can then discuss which roadways will demand the most upkeep or improvements based on existing and planned growth.
- The Board of Selectmen and the Public Works Department, with the assistance of Planning and Zoning Commission and the Conservation Commission, should also review each existing gravel road and determine if it can remain as a gravel road based on exist conditions, traffic counts, and estimated traffic counts.
- The Public Works Department, with assistance from the Inland Wetlands and Watercourses Commission and the Planning and Zoning Commission, will develop guidelines for roadside maintenance. Our rural roads and stone walls that line the roads also provide scenic value, wildlife habitat, and vegetation that filters stormwater.
- The Board of Selectmen, with assistance of the Planning and Zoning Commission, Public Works Department, the Assessor's Office, and Emergency Services, shall work to eliminate duplicate road names whether public or private.
- The Board of Selectmen, with assistance of the Planning and Zoning Commission and Public Works Department shall work to classify unused/impassable roads as Town Recreational Trails.

## **Inland Wetlands and Watercourses Commission**

### **Chapter 3 The Environment**

#### **Policy**

- The Inland Wetlands and Watercourses Commission supports designation of the Eightmile River Watershed as part of the National Wild and Scenic Rivers system. The Commission will act in partnership with the Eightmile River Wild and Scenic Stewardship Committee in implementing the Eightmile River Watershed Management Plan in order to achieve the long-term protection and enhancement of the watershed's Outstanding Resource Values.
- The Inland Wetlands and Watercourses Commission will continue the implementation and enforcement the 2002 Connecticut Guidelines for Soil Erosion and Sediment Control as amended and the 2004 Connecticut Stormwater Quality Manual.
- The Inland Wetlands and Watercourses Commission will support education programs for property owners in the lake watersheds. Protection measures include but are not limited to retention and creation of buffers along water bodies, proper lawn care practices to reduce fertilizers, and septic system maintenance.
- In cooperation with the Public Works Department and the private lake associations, the Inland Wetlands and Watercourses Commission will to promote implementation Best Management Practices for existing storm water facilities.

#### **Action**

- The Planning and Zoning Commission, Inland Wetland and Watercourses Commission, Conservation Commission, and the Eightmile River Wild and Scenic Committee should cooperate in selecting or developing a pamphlet providing information on sound environmental practices for distribution to individual property owners/homeowners.

### **Chapter 11 Transportation**

#### **Policy**

- The Inland Wetlands and Watercourses Commission will require that road construction and reconstruction over streams and wetlands shall follow the recommendations of the Eightmile River Watershed Management Plan.

#### **Action**

- The Public Works Department, with assistance from the Inland Wetlands and Watercourses Commission and the Planning and Zoning Commission, will develop guidelines for roadside maintenance. Our rural roads and stonewalls that line the roads also provide scenic value, wildlife habitat, and vegetation that filters stormwater.

## **Conservation Commission**

### **Chapter 3 The Environment**

#### **Policy**

- The Conservation Commission in cooperation with the East Haddam Land Trust, the State of Connecticut, The Nature Conservancy, and other conservation organizations will continue to educate the public on various options and resources to preserve land as open space.
- The Conservation Commission supports the Town's effort to explore every mechanism available to set aside ten thousand of the twenty thousand acres of undeveloped land.
- The Conservation Commission supports the Town's effort to preservation of existing farmlands and forestland, existing farm operations, agricultural soils and farm architecture.
- The Conservation Commission supports designation of the Eightmile River Watershed as part of the National Wild and Scenic Rivers system. The Town will act in partnership with the Eightmile River Wild and Scenic Stewardship Committee in implementing the Eightmile River Watershed Management Plan in order to achieve the long-term protection and enhancement of the watershed's Outstanding Resource Values.
- The Conservation Commission will continue to explore and implement methods of prohibiting, mitigating, and eliminating invasive species.
- The Conservation Commission supports education programs for property owners in the lake watersheds. The programs include but are not limited to retention and creation of buffers along water bodies, proper lawn care practices to reduce fertilizers, and septic system maintenance.
- The Conservation Commission will work with the Public Works Department and the private lake associations to implement Best Management Practices on existing storm water facilities.
- The Conservation Commission will assist the Town on continuing to educate the residents of East Haddam on the positive environmental and fiscal benefits of recycling. These education programs should be coordinated between the Board of Selectmen, the Public Works Department, and the Conservation Commission.

#### **Action**

- The Conservation Commission should manage Town owned forest lots and open space parcels. Connecticut General Statutes Section 7-131a designates the Conservation Commission as the steward of all municipally owned open space.
- The Conservation Commission, through the Land Use Office, shall assist in continued update of the Geographical Information System and Natural Resource Maps

### **Chapter 4 Sense of Community**

#### **Policy**

- Town government should encourage and facilitate organized social and special events open to all. Those events should build upon on cultural, historical, environmental resources that provide a foundation of our rural community.

### **Chapter 5 Historic Character and Preservation**

#### **Action**

- East Haddam and Moodus once depended on waterpower to run the mills. These sites need to be located, identified, and preserved if feasible.

### **Chapter 6 Cultural Life and Recreation**

#### **Policy**

- The Conservation Commission, in coordination with the Open Space Committee and the Recreation Commission, should make provision for as many forms of passive recreation as are suitable on Town owned open space or controlled easement areas.

#### **Action**

- The Conservation Commission conducted a survey of East Haddam's scenic views and vistas in 1977. This survey should be updated and a map indicating their locations on accessible parcels should be prepared. These sites and additional sites could be photographed digitally and preserved in a user friendly format.
- It may be possible to expand the East Haddam Walking Trails booklet to include other out door opportunities such as canoeing and kayak destinations. This would take a combined effort from the Conservation Commission, East Haddam Land Trust, and sportsmen's groups which frequent these areas.
- The Conservation Commission, East Haddam Historical Society, the East Haddam Recreational Commission, the Planning and Zoning Commission, the East Haddam Land Trust, and interested citizens will review and report on the feasibility of a linear park along the Moodus River.
- East Haddam has many individuals that enjoy horseback riding but do not know what areas are available for public use. East Haddam has unpaved roads, Town parcels, and State Parks and Forest but there is no single document that covers which trails are available to the public for horseback riding. The Conservation Commission and the Recreation Commission should work together to identify these areas.

### **Chapter 11 Transportation**

#### **Action**

- Planning and Zoning Commission, with the assistance of the Board of Selectmen, the Public Works Department and the Conservation Commission, should also review each existing gravel road and determine if it can remain as a gravel road based on exist conditions, traffic counts, and estimated traffic counts.
- The Board of Selectmen, with assistance of the Planning and Zoning Commission, Conservation Commission, and Public Works Department shall work to classify unused/impassable roads as Town Recreational Trails

### **(Open Space) Land Preservation Committee**

### **Chapter 3 The Environment**

#### **Policy**

- The Open Space Committee will continue efforts with the Conservation Commission, East Haddam Land Trust, the State of Connecticut, The Nature Conservancy, and other conservation organizations to educate the public on various options and resources to preserve land as open space.
- The Open Space Committee will continue to encourage the preservation of existing farmlands and forestland, existing farm operations, agricultural soils and farm architecture.
- The Open Space Committee supports the designation of the Eightmile River Watershed as part of the National Wild and Scenic Rivers system, and will act in partnership with the Eightmile River Wild and Scenic Stewardship Committee in implementing the Eightmile River Watershed Management Plan in order to achieve the long-term protection and enhancement of the watershed's Outstanding Resource Values.

### **Chapter 6 Cultural Life and Recreation**

#### **Policy**

- The Conservation Commission, in coordination with the Open Space Committee and the Recreation Commission, should make provision for as many forms of passive recreation as are suitable on Town owned open space or controlled easement areas.

## **Eightmile Wild and Scenic Committee**

### **Chapter 3 The Environment**

#### **Policy**

- The Eightmile River Wild and Scenic Stewardship Committee will act in accordance with the Eightmile River Watershed Management Plan in order to achieve the long-term protection and enhancement of the watershed's Outstanding Resource Values.

## **East Haddam Land Trust**

### **Chapter 3 The Environment**

#### **Policy**

- The East Haddam Land Trust will continue efforts with the Conservation Commission, the State of Connecticut, The Nature Conservancy, and other conservation organizations to educate the public on various options and resources to preserve land as open space.
- The East Haddam Land Trust will continue to encourage the preservation of existing farmlands and forestland, existing farm operations, agricultural soils and farm architecture.
- The East Haddam Land Trust supports designation of the Eightmile River Watershed as part of the National Wild and Scenic Rivers system and will act in partnership with the Eightmile River Wild and Scenic Stewardship Committee in implementing the Eightmile River Watershed Management Plan in order to achieve the long-term protection and enhancement of the watershed's Outstanding Resource Values.

### **Chapter 5 Historic Character and Preservation**

#### **Action**

- East Haddam and Moodus once depended on waterpower to run the mills. These sites need to be located, identified, and preserved if feasible. Some of these sites may be on existing East Haddam Land Trust holdings

### **Chapter 6 Cultural Life and Recreation**

#### **Action**

- The East Haddam Land Trust will support the efforts of the Conservation Commission and sportsmen's groups to expand the East Haddam Walking Trails booklet to include other out door opportunities such as canoeing and kayak destinations.

## **Historic District Commission**

### **Chapter 3 The Environment**

#### **Policy**

- The Historic District will encourage the preservation of existing farmlands and forestland, existing farm operations, agricultural soils and farm architecture.
- The Historic District supports the designation of the Eightmile River Watershed as part of the National Wild and Scenic Rivers system and will act in partnership with the Eightmile River Wild and Scenic Stewardship Committee in implementing the Eightmile River Watershed Management Plan in order to achieve the long-term protection and enhancement of the watershed's Outstanding Resource Values.

### **Chapter 5 Historic Character and Preservation**

#### **Policy**

- The Historic District Commission protects and preserves East Haddam's historical character through the regulatory process. That includes incorporating architectural standards for nonresidential structures, strengthen protection of archeological sites, facilitate adaptive reuse of historic structures, require regulatory review before demolishing or significantly altering identified historic structures or archeological sites. Stonewalls and old foundation sites need to be further identified and protected.
- The Historic District Commission will investigate/establish financial programs to assist in the maintenance and restoration of identified historic structures.
- The Historic District Commission will continue to educate the public on the benefits of historic preservation. The Town's architectural and archeological heritage will survive only if it is appreciated by the public

#### **Action**

- The Historic District Commission will develop a comprehensive, digital inventory and mapping of East Haddam's historic buildings and the archeological evidence of its past, including Native American sites, past settlements, industries, commerce and agricultural practices. The work of the Eightmile River Study should be incorporated into this inventory.
- East Haddam and Moodus once depended on water power to run the mills. These sites need to be located, identified, and preserved if feasible. The Historic District Commission will assist other town commissions in identifying these sites.
- The Historic District Commission will update and revise Historic District Guidelines to a digital format so they may be distributed to individuals residing in historic districts interested in historic preservation.
- East Haddam has twenty-three known cemeteries. The Historic District Commission will assist the Selectmen in defining and mapping the access points. The East Haddam Public and Rathbun Libraries have detailed maps of some the East Haddam Cemeteries.
- The Historic District Commission will conduct additional surveys of properties and neighborhoods that may qualify as additional historic districts or to be designated as a historic property. Additional inventories should be conducted on individual structures that are not part of any historic district at this time.

## **East Haddam Historical Society**

### **Chapter 4 Sense of Community**

#### **Policy**

- The East Haddam Historical Society will encourage and facilitate organized social and special events open to all. Those events should build upon on cultural, historical, environmental resources that provide a foundation of our rural community.

### **Chapter 5 Historic Character and Preservation**

#### **Policy**

- The East Haddam Historical Society will investigate/establish financial programs to assist in the maintenance and restoration of identified historic structures.
- The East Haddam Historical Society will continue to educate the public on the benefits of historic preservation. The Town's architectural and archeological heritage will survive only if it is appreciated by the public

#### **Action**

- The East Haddam Historical Society will assist the East Haddam Historical District Commission in developing a comprehensive, digital inventory and mapping of East Haddam's historic buildings and the archeological evidence of its past, including Native American sites, past settlements, industries, commerce and agricultural practices. The work of the Eightmile River Study should be incorporated into this inventory.

## **Economic Development Commission**

### **Chapter 4 Sense of Community**

#### **Policy**

- Moodus Center has recently had Phase I of a multi-phase sidewalk improvement program completed. This should continue until completed.
- The Town should integrate the recommendations of the Mobility Study and Town Office Site Reuse Study to improve traffic flow, parking, public green spaces and river access in East Haddam Village.
- Town government should continue to maintain and enhance the Town Newsletter and the Town Web site. Both sites provide an opportunity for the volunteer organizations to continue to communicate their goals.

### **Chapter 6 Cultural Life and Recreation**

#### **Policy**

- The Economic Development Commission should support local producers to see if larger farmers market can be created

### **Chapter 8 Economic Strength**

#### **Policy**

- Support existing businesses through regular contact and visitation and programs to assure their growth and success.
- Bring appropriate new businesses to East Haddam
- Work cooperatively with stakeholders of East Haddam Village
- Capitalize on existing Economic Resources: e.g. tourism destinations, visitor services, agricultural enterprises.
- Direct new non-residential development to existing commercial zones.
- Explore opportunities to improve our commercial centers in East Haddam and Moodus Villages.
- Improve the permitting process.

## **Water Pollution Control Authority**

### **Chapter 3 The Environment**

#### **Policy**

- The State Plan of Conservation and Development and the Department of Environmental Protection stress that for those areas designated as Conservation Areas, the towns should avoid the introduction of sewage collection systems or water lines except to solve existing area wide problems and only after all feasible alternatives have been explored.
- Continue water monitoring programs of the lakes for sources of pollution. (i.e. septic systems, residential nonpoint sources, stormwater, and other potential sources.)
- Support education programs for property owners in the lake watersheds. The programs include but are not limited to retention and creation of buffers along water bodies, proper lawn care practices to reduce fertilizers, and septic system maintenance.

#### **Action**

- The WPCA, with the assistance of the Chatham Health District, is in the process of developing a protocol of investigate potential pollution problems in lake watersheds, grouped by minor drainage areas.
- Potential pollution sources should be analyzed on a subwatershed basis with the assistance of the local health district, the Water Pollution Control Authority, and the Land Use Office.



## **Emergency Services**

### **Chapter 11 Transportation**

#### **Action**

- The Board of Selectmen, with assistance of the Planning and Zoning Commission, Public Works Department, the Assessor's Office, and Emergency Services, shall work to eliminate duplicate road names whether public or private.

### **Chapter 12 Municipal Facilities**

#### **Policy**

- If possible, all entities that deal with social service issues should have office space centralized area and hold coordinated office hours to optimize communication.
- Provide an adequate, centralized emergency services communication center for emergency services (fire, police and ambulance).

#### **Action**

- Expanded the ambulance facility to properly store equipment and train volunteers.
- Emergency services will perform a Cost/Benefit Analysis regarding the need for an additional facility on the eastern section of Town near Millington Green to reduce the response time to residences.

## **Committee on Aging**

### **Chapter 4 Sense of Community**

#### **Policy**

- Town government should continue to maintain and enhance the Town Newsletter and the Town web site. Both sites provide an opportunity for the volunteer organizations to continue to communicate their goals.

#### **Action**

- Improve the town's ability to deliver social services to its citizens. Transportation should be provided to seniors when needed for elections, town functions, doctor visits, & etc.

### **Chapter 6 Cultural Life and Recreation**

#### **Action**

- The Recreation Commission, the Commission on Aging, and Youth and Family Services should each prepare a multi-year plan identifying recommended facilities, programs and staffing each recommends

### **Chapter 10 Housing**

#### **Action**

- Research and provide for an adequate number of housing units for senior citizens, including planning for land acquisition, staffing for administration and counseling.

### **Chapter 12 Municipal Facilities**

#### **Policy**

- Monitor the adequacy of the Senior Center to meet the needs of the growing population. Opportunities also exist to utilize the Senior Center grounds for outdoor activities for seniors

## **Street Light & Safety Committee**

### **Chapter 3 The Environment**

**Action**

- The Board of Selectmen and the Board of Education should inventory existing use of outdoor lighting and determine if there is a possibility to reduce lumens, shield existing lighting, and set lights on timers or motion detectors. This would reduce energy consumption, extend bulb life, and minimize impacts on the wildlife and the neighbors.

## **Board of Education**

### **Chapter 3 The Environment**

#### **Action**

- The Board of Selectmen and the Board of Education should inventory existing use of outdoor lighting and determine if there is a possibility to reduce lumens, shield existing lighting, and set lights on timers or motion detectors. This would reduce energy consumption, extend bulb life, and minimize impacts on the wildlife and the neighbors.

### **Chapter 4 Sense of Community**

#### **Policy**

- Bike racks in villages, libraries, and schools should be considered when reviewing new construction.
- Town government should encourage and facilitate organized social and special events open to all. Those events should build upon on cultural, historical, and environmental resources that provide a foundation of our rural community.
- Work to develop a community culture that supports all young people, enables them to thrive and encourages them to become involved in the community in meaningful ways.

#### **Action**

- Expand substance abuse prevention efforts and counseling resources.
- Develop an internship program that enables interested, motivated young people to assist town boards and commissions to complete projects by performing meaningful work

### **Chapter 5 Historic Character and Preservation**

#### **Policy**

- Consider programs to better educate our youngest residents about East Haddam's rich history.

### **Chapter 6 Cultural Life and Recreation**

#### **Policy**

- Provide improved facilities for Park and Recreation, including office and storage space, increased gym space for all ages, more soccer/multi-purpose fields, walking/jogging track, swimming pool and playground.
- The East Haddam Board of Education and the Town should continue to support diverse education opportunities to encourage a well rounded array of recreational and cultural activities that can be continued into the student's adult life.

### **Chapter 7 - Quality of Education**

#### **Action**

- Provide facilities, including modifications to present facilities and plans for new facilities in order to support the changing needs of the town's children and to provide for the delivery of community-based programs. This includes the completion of the new middle school, renovation of the existing middle school into centralized district offices, renovation of the existing elementary school, and expansion and reconfiguration of the high school. A more detailed description can be found in the Municipal Facilities Report.

### **Chapter 12 Municipal Facilities**

#### **Policy**

- If possible, all entities that deal with social service issues should have office space in centralized area and hold coordinated to optimize communication.

## **Recreation Commission**

### **Chapter 4 Sense of Community**

#### **Policy**

- Work actively to develop a community culture that supports all young people, enables them to thrive and encourages young people to become involved in the community in meaningful ways.
- Town government should continue to maintain and enhance the Town Newsletter and the Town Web site. Both sites provide an opportunity for the volunteer organizations to continue to communicate their goals.
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#### **Action**

- Expand after school programs for elementary, middle school and high school aged young people. This includes investigating after school transportation.

### **Chapter 6 Cultural Life and Recreation**

#### **Policy**

- The East Haddam Board of Education and the Town should continue to support diverse education opportunities to encourage a well rounded array of recreational and cultural activities that can be continued into the student's adult life.
- Provide improved facilities for Park and Recreation, including office and storage space, increased gym space for all ages, more soccer/multi-purpose fields, walking/jogging track, swimming pool and playground.
- The Conservation Commission, in coordination with the Open Space Committee and the Recreation Commission, should make provision for as many forms of passive recreation as are suitable on Town owned open space or controlled easement areas.

#### **Action**

- It may be possible to expand the East Haddam Walking Trails booklet to include other out door opportunities such as canoeing and kayak destinations. This would take a combined effort from the Conservation Commission, East Haddam Land Trust, and sportsmen's groups which frequent these areas.
- East Haddam has many individuals that enjoy horseback riding but do not know what areas are available for public use. East Haddam has unpaved roads, Town parcels, and State Parks and Forest but there is no single document that covers which trails are available to the public for horseback riding.
- The Board of Selectmen, with assistance of the Planning and Zoning Commission, and Public Works Department shall work to classify unused/impassable roads as Town Recreational Trails
- The Recreation Commission, the Commission on Aging, and Youth and Family Services should each prepare a multi-year plan identifying recommended facilities, programs and staffing each recommends.

### **Chapter 12 Municipal Facilities**

#### **Action**

- Provide improved facilities for Park and Recreation, including office and storage space, increased gym space, more soccer/multi-purpose fields, outdoor basketball courts, walking/jogging track, a playground and a swimming pool. This could be accomplished by developing a Recreation Complex. The Recreation Commission and Planning and Zoning Commission should look into the distribution of facilities and determine if there are recreational opportunities, including passive recreation, for every neighborhood.

## **Youth and Family Services**

### **Chapter 4 Sense of Community**

#### **Policy**

- Work to develop a community culture that supports all young people, enables them to thrive and encourages young people to become involved in the community in meaningful ways.
- Expand after school programs for elementary, middle school and high school aged young people. This includes investigating after school transportation.
- Expand substance abuse prevention efforts and counseling resources including community wide resources.
- Town government should continue to maintain and enhance the Town Newsletter and the Town Web site. Both sites provide an opportunity for the volunteer organizations to continue to communicate their goals.

### **Chapter 6 Cultural Life and Recreation**

#### **Action**

- The Recreation Commission, the Commission on Aging, and Youth and Family Services should each prepare a multi-year plan identifying recommended facilities, programs and staffing each recommends

### **Chapter 12 Municipal Facilities**

#### **Policy**

- If possible, all entities that deal with social service issues should have office space in a centralized area and hold coordinated office hours to optimize communication.

## **East Haddam and Rathbun Libraries**

### **Chapter 4 Sense of Community**

#### **Policy**

- Work to develop a community culture that supports all young people, enables them to thrive and encourages young people to become involved in the community in meaningful ways.
- Town government should continue to maintain and enhance the Town Newsletter and the Town web site. Both sites provide an opportunity for the volunteer organizations to continue to communicate their goals.

#### **Action**

- Expand after school programs for elementary, middle school and high school aged young people. This includes investigating after school transportation.

### **Chapter 5 Historic Character and Preservation**

#### **Policy**

- Consideration should be given into expanding some mechanism through the school system to better educate our youngest residents about East Haddam's rich history.

#### **Action**

- Develop a comprehensive, digital inventory and mapping of East Haddam's historic buildings and the archeological evidence of its past, including Native American sites, past settlements, industries, commerce and agricultural practices. The work of the Eightmile River Study should be incorporated into this inventory.
- East Haddam has twenty-three known cemeteries. The sites and their access points need to better defined and mapped. There also is a need for better protection and care of these sites. The East Haddam Public and Rathbun Libraries have detailed maps of some the East Haddam Cemeteries.

### **Chapter 6 Cultural Life and Recreation**

#### **Action**

- Form a study committee of East Haddam Public Library and Rathbun Library staffs and patrons to propose ways in which the public libraries can coordinate efforts to serve patrons better and use resources more effectively.
- Expand the after school hours of the operation of the East Haddam Public Library.

## **APPENDIX XVIII        MEETINGS AND MINUTES**

**The work sessions and public hearings for this Plan of Conservation and Development wher held on the following dates:**

**Work Sessions:**

**Public Hearings:**

**The minutes of these meetings are available for review in the Town Clerk's Office.**

## **APPENDIX XIX        Town Profile and Demographics**

## APPENDIX XX MAPPING

Natural Resource Maps in this inventory include: (See Maps in Appendix XIX)

- a. Existing Zoning Map - This map covers the Districts and Zones in East Haddam.
- b. Existing Developed & Undeveloped Areas - The inventory includes developed areas of residential, commercial, industrial, and municipal lands, existing open space, and undeveloped areas.
- c. Existing Land Cover - Community Resource Inventory Map - NEMO
- d. Land Cover Change - 1985 to 2002 CLEAR - University of Connecticut
- e. Topography - Community Resource Inventory Map - MEMO
- f. Topography - East Haddam Geographical Information System
- g. Wetland Soils - Community Resource Inventory Map - NEMO
- h. Farmland Soils - Community Resource Inventory Map - NEMO
- i. Watersheds - Community Resource Inventory Map - NEMO
- j. Watershed Basin Area in Acres
- k. Watercourses, Inland Wetlands, Floodplain Areas The map includes the outline of the major drainage basins that cover the Town, soils currently mapped as wetlands from the Inlands Wetlands and Watercourses Act - CGS Section 22a-36 and 22a-45, and watercourses visible through the Geographical Information System. This mapping is general in nature and does not replicate field delineation from a soil scientist. Watercourses include lakes, ponds, rivers, streams, and most intermittent streams and most vernal pools.
- l. Surface Water - Community Resource Inventory Map - NEMO
- m. Surface Water Quality - Community Resource Inventory Map - NEMO
- n. Ground Water Quality - Community Resource Inventory Map - NEMO
- o. Soils With Limitations For Development - This map includes layers of topography, areas in excess of 25% slope, areas of shallow soil to ledge, inland wetlands, watercourses, and existing open space.



- p. Existing Open Space - An inventory of the various open space parcels and the acreage of each parcel. This includes farms with development rights purchased.
- q. Eightmile River Watershed Overlay District
- r. State and Federal Listed Species and Significant Natural Communities  
Connecticut's Department of Environmental Protection - Natural Diversity Data Base and Endangered Species mapping.
- s. 2004 - 2009 Locational Guide Map - This map contains an overlay of what the State of Connecticut Plan of Conservation and Development considers "Conservation Areas" and "Preservation Areas".
- t. Map of existing State Highways and Town Roads - Community Resource Inventory Map - NEMO
- u. Cemeteries in East Haddam