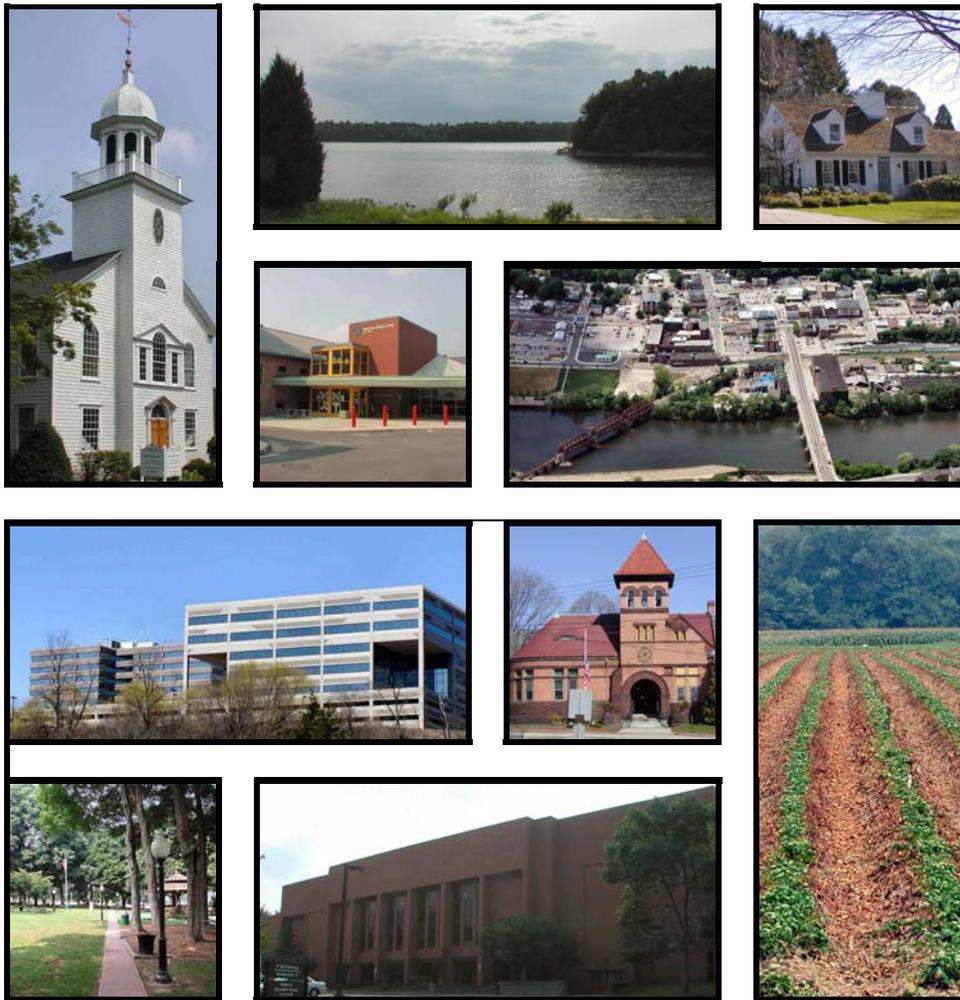


Shelton



2006 Plan of Conservation and Development



Shelton Planning and Zoning Commission

July 31, 2006



WELCOME

MESSAGE FROM THE CHAIRMAN

On behalf of the Shelton Planning and Zoning Commission, I am pleased to submit to you the adopted 2006 Plan of Conservation and Development for the City of Shelton.

The formulation of the Plan is the result of almost two years of hard work and countless meetings by the Plan Update Advisory Committee (PUAC). The PUAC, working with the city's Planning and Zoning staff and an outside consultant, conducted several public informational meetings to listen and determine prevailing public attitudes among Shelton citizens and business owners concerning future growth, development, conservation and open space, transportation, housing and public facilities. This document is the culmination of that effort. It is intended to be used by the Commission on an on-going basis as a guide for future land use and zoning decisions for the next ten years and beyond.

I wish to thank Mayor Mark Lauretti and the Board of Aldermen for their support of this important planning document and to all the Departments and Boards who assisted in making this Plan a reality.

This Plan will supersede the 1992 Plan of Development. Now comes the hard part. The document must not remain static and unalterable but rather it should be implemented and periodically modified to address the ever changing conditions of the community.

Again, thanks to all who helped in the preparation of this Plan. Our hope is the Plan will be an effective tool in providing balanced growth for the cities future generations.

Alan J. Cribbins, Chairman
Shelton Planning and Zoning Commission

RESOLUTION



RESOLUTION ON ADOPTION

WHEREAS, the Planning and Zoning Commission of the City of Shelton, Connecticut has prepared a Plan of Conservation and Development with the assistance of the Plan Update Advisory Committee in accordance with the provisions of Section 8-23 of the Connecticut General Statutes;

WHEREAS, said Plan is entitled "2006 Draft Plan of Conservation and Development", dated April 20, 2006 and consists of: Preface, Part I: Planning Context, Part 2: Community Issues, Part 3: Protect Important Resources, Part 4: Guide Appropriate Development, Part 5: Address Community Needs, Part 6: Future Land Use Plan, Part 7: Implementation and Part 8: Conclusion;

WHEREAS, the Commission has filed a copy of the Plan in the Office of the City/Town Clerk, referred a copy to the Board of Aldermen, Valley Regional Council of Governments, South Central Regional Council of Governments, Greater Bridgeport Regional Planning Agency, Central Naugatuck Valley Council of Governments and Connecticut DEP, Coastal Area Management Program;

WHEREAS, the Commission held a duly noticed public hearing on June 6, 2006 to receive public comments on the adoption of the Plan;

WHEREAS, the Commission has considered the information presented at said hearing as well as all communications received relative to the Plan and has made certain revisions to the Plan based on such information and communications and additional study;

WHEREAS, the Plan is supported by both the regular and alternate members of the Commission who further find the Plan to be both visionary and action oriented;

WHEREAS, the Commission acknowledges the implementation of the Plan as an ongoing process which will require additional study and may take place over several years or occur in stages;

NOW, THEREFORE, BE IT RESOLVED by the Shelton Planning and Zoning Commission that said Plan, dated April 20, 2006, is adopted subject to the additional revisions of the Future Land Use Plan and Transportation Plan as outlined in the Commission's Proposed Revisions document dated July 11, 2006 and final changes to the text of the Plan as outlined in the Planning Consultant's document dated June 30, 2006 for the purposes set forth in the Preface of the Plan and that Monday, July 31, 2006 at 8:00 a.m. is established as the effective date of the Plan.

Adopted at a meeting of the Shelton Planning and Zoning Commission on July 11, 2006.

On a motion made by Commissioner Pogoda and seconded by Commissioner Perillo it was moved to adopt the 2006 Plan of Conservation and Development.

Roll Call Vote:

Commissioner Perillo: aye
Commissioner Pogoda: aye
Commissioner Hager: aye

Commissioner McGovern: aye
Commissioner Cribbins: aye

The motion passed 5 to 0.
None voted against

Shelton Planning and Zoning Commission

Alan J. Cribbins
Chairman

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PREFACE



Purpose of the Plan

This Plan of Conservation and Development is a tool for guiding the future of Shelton. It is intended to be both visionary and action oriented.

One purpose of the Plan is to establish a common vision for the future of the community by identifying positive future outcomes, strategies, and directions for Shelton to go in.

Another purpose is to outline action steps that will help attain that vision when implemented.

If steadily implemented by Shelton residents and officials, this Plan will help protect important resources, guide appropriate development, address community needs, protect community character, and enhance the quality of life of current and future residents.

This Plan has been prepared to help guide Shelton's future conservation and development...

The Riverwalk



**EXCERPTS FROM CONNECTICUT GENERAL STATUTES
8-23 - PLAN OF CONSERVATION AND DEVELOPMENT**

The Planning and Zoning Commission shall:

- prepare, adopt and amend a Plan of Conservation and Development ...
- review the Plan of Conservation and Development at least once every ten years ...
- adopt such amendments to the Plan or parts of the Plan ... as the Commission deems necessary to update the Plan.

The Plan shall:

- be a statement of policies, goals and standards for the physical and economic development of the municipality, ..
- show the Commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, industrial and other purposes and for the most desirable density of population in the several parts of the municipality.
- 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.
- be made with reasonable consideration for restoration and protection of the ecosystem and habitat of Long Island Sound ...
- 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 ...
- 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 ...
- take into account the State Plan of Conservation and Development,...the regional Plan of Development...and note any inconsistencies it may have with said State Plan.
- consider the use of cluster development to the extent consistent with soil types, terrain, and infrastructure capacity.
- consider the use of energy-efficient patterns of development, the use of solar and other renewable forms of energy and energy conservation

The Plan may:

- show the Commission's recommendation for a system of principal thoroughfares, parkways, bridges, streets and other public ways; for airports, parks, playgrounds and other public grounds; for general location, relocation and improvement of public buildings; for the general location and extent of public utilities and terminals, whether publicly or privately owned for water, sewerage, light, power, transit and other purposes; and for the extent and location of public housing projects.
- include recommended programs for the implementation of the Plan ...
- (include) such other recommendations ... in the Plan as will ... be beneficial to the municipality.

Use and Maintenance of the Plan

This Plan is intended to provide a framework for consistent decision-making by City boards, commissions, and residents with regard to conservation and development activities in Shelton.

To aid in identifying strategies throughout this Plan, strategy summaries are provided at the end of each chapter subsection.

Scenic Resource Preservation Strategies

1. Conduct a citywide scenic resource inventory.
2. Seek creative ways to protect identified scenic elements.
3. Use open space set-asides and conservation easements to protect roadside scenic elements.
4. Seek coordination between the City Tree Warden and utility companies regarding street tree pruning.

Chapter 6 contains the Future Land Use Plan (FLUP), which is a visual guide that the Planning and Zoning Commission will use to guide future zone changes and other land use decisions.

The challenge for the Planning and Zoning Commission will be to keep the Plan up-to-date and implementation on course in the face of changing community priorities. Chapter 7 suggests several strategies for keeping implementation on track. Chapter 7 also contains implementation tables identifying each strategy, responsible agencies, and a timeframe for their implementation.

While generally intended to guide conservation and development over the course of a decade, this Plan will lay the foundation for long-term goals, reaching much farther into the future.

This Plan is also meant to be a dynamic document. As strategies are implemented and evaluated, the Plan should be continually revisited to address new issues, adjust courses of action, or refine strategies.

The Planning Process



Preparation of the Plan

A Plan Update Advisory Committee (PUAC) made up of representatives of City boards and commissions and other Shelton residents coordinated the preparation of the Plan.

With the assistance of a planning consultant, Planimetrics, LLC of Avon, CT, the PUAC conducted an inventory and assessment of technical and policy issues. Interviews with City agencies were conducted by both the PUAC and Planimetrics to determine the issues and needs affecting these agencies.

Shelton residents helped guide the overall process through a series of public meetings and workshops designed to gather further information on the issues facing Shelton and help the PUAC weigh their relative importance.

These interviews, meetings, and workshops helped the PUAC develop a vision for the future of Shelton and the best strategies to achieve that vision. These were then used to guide the first draft of this Plan.

The PUAC reviewed and modified the draft Plan until they were confident that the Plan contained the best set of strategies to guide Shelton into the future, based on the information available to them. The PUAC then turned the Plan over to the Planning and Zoning Commission (PZC) for their review. Before adopting the Plan, the PZC referred the Plan to the Board of Alderman and Valley Council of Governments for their review and comment before holding a public hearing of their own for its adoption.

After a hearing advertised and held in accordance with Section 8-23 of the Connecticut General Statutes on June 6, 2006, this Plan was adopted by the Planning and Zoning Commission on July 11, 2006, with an effective date of July 31, 2006

Huntington Green



PLANNING CONTEXT

1

Overview

This chapter of the Plan outlines the conditions and trends affecting the community leading up to the preparation of the Plan.

“If we could first know where we are, and whither we are tending, we could better judge what to do, and how to do it.”

Abraham Lincoln

Demographics



Housing



Economy



Land Use



Buildout Potential



Fiscal Considerations



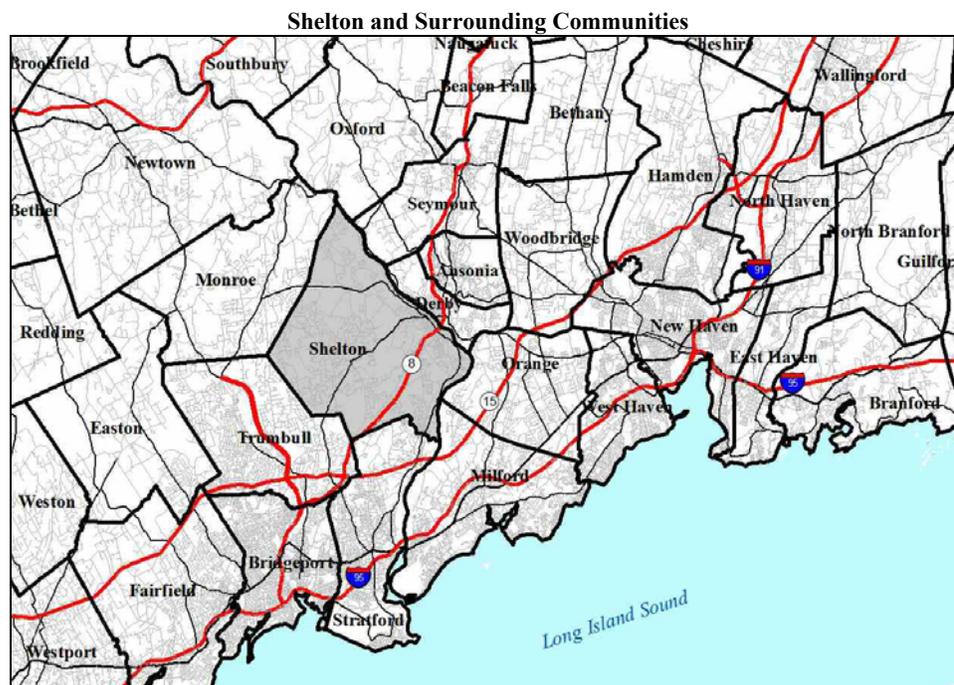
Introduction to Shelton

Shelton is a diverse community located along the western bank of the Housatonic River in southwest Connecticut. The City encompasses over 31 square miles with a 2000 Census population of 38,101.

Shelton is a member of the Valley Council of Governments, a region composed of the Housatonic and Naugatuck Valley communities of Shelton, Ansonia, Derby, and Seymour. Shelton also collaborates with the Greater Bridgeport Regional Planning Agency as a member of the Greater Bridgeport/Valley MPO. Shelton is also the easternmost community in Fairfield County, sharing attributes with both its industrialized neighbors to the northeast and the affluent suburbs to the southwest.

The City is located in what is known geologically as the Western Uplands: an area characterized by deep, narrow river valleys and rocky foothills rising towards the north and west. Originally established as an agricultural community, abundant waterpower provided by the rugged terrain would eventually allow Shelton to become a manufacturing center as well.

Today Shelton contains a healthy mix of residential, commercial, industrial, agricultural, and other uses. Shelton's central location within the region and accessibility via Routes 8, 25 and 34 as well as Metro North commuter rail service, have made it both a bedroom community for employees working in communities as far south as New York City, and a regional employment center, attracting employees from surrounding cities and towns.



Historical Context

Shelton's history is typical of many communities in the Western Uplands of Connecticut, owing its early settlement, incorporation, and growth to agricultural expansion, religion, and the availability of waterpower.

Colonial Period (1659-1780)

Originally inhabited by the Potatuck (Pootatuck) tribe, the White Hills section of Shelton was first settled in 1659, followed by the settlement of what is now known as Huntington in 1680. In 1717, the later settlement had grown large enough to support its own parish, known as the Ripton Parish of Stratford.

During this period, residents lived by subsistence farming, utilizing primitive European and Indian methods. Any surpluses were sold to acquire money for paying debts or purchasing other necessities.

Industries during this period included grain, timber, and fulling (cloth) mills, iron smithing, tanning and similar operations. The Colonies were dependent on overseas trading for molasses, rum, tea, and finer trade goods.

Agricultural and Early Industrial Period (1780-1850)

Having reached a population of over 2,700 residents, the Ripton and New Stratford Parishes separated from Stratford in 1789 to form the Town of Huntington, named for the Connecticut Governor and signatory to the Declaration of Independence. Shortly thereafter in 1823, the New Stratford Parish separated from Huntington, becoming the Town of Monroe.

Huntington continued to be a predominantly agricultural community. With improvements in farming tools and practices, farmers began to specialize and export surplus products overseas before the bridging of the Housatonic River and the War of 1812 effectively ended prospects for foreign trade. Agricultural practices of the period eventually led to depleted soils and timber, and a subsequent decline in population, as residents moved westward in search of new land.

After the War of 1812, industrial expansion began throughout New England, fueled by abundant waterpower and the desire to supplant the many imports denied during the war. Early mechanization led to larger mills, non-agricultural employment opportunities, and a dramatic shift in population from a sparse agrarian distribution to more concentrated populations in manufacturing centers. Apart from a brief attempt to compete in the shipbuilding and shipping industries, Huntington did not experience the industrial growth already seen in many Valley communities until the later half of the century.

Industrial and Urban Growth Period (1850-1930)

In 1870, the Ousatonic Water Company completed the first of several dams across the Housatonic River, marking the beginning of Huntington's industrial growth, which by 1896 included 25 manufacturers along the water company's power canal. Two of the largest industries were the Derby Silver Company and the Sanford & Shelton Company (America's first tack factory).

In 1882, the industrial borough of Huntington was renamed Shelton in honor of one of its most prominent corporate citizens. The borough was later incorporated as the City of Shelton in 1917, followed two years later by the incorporation of the balance of Huntington into what is the present day City of Shelton.

In 1888, the railroad crossed the Housatonic River from Derby to serve Shelton industries, followed in 1899 by trolley lines.

This period marked the first wave of European immigration into the Housatonic Valley to work in the many factories. World War I sparked manufacturing growth throughout the Housatonic and Naugatuck Valleys, which had become a center for brass and rubber production. During this period, Shelton's population would grow from 1,300 residents to over 10,000 by 1930.

Modern Period (1930-2005)

After World War I, labor strife combined with The Great Depression led to a decline in manufacturing throughout New England, and Shelton's population began to stabilize until post World War II suburbanization and the subsequent "baby boom" sparked even greater population growth, with nearly 50% growth during the 1960's.

Nineteen seventy-five was a decisive year for Shelton industry, marking the loss of Sponge Rubber Products and thousands of traditional manufacturing jobs to arson as well as the opening of the Route 8 Expressway that would eventually lead to outside employment opportunities and the growth of a more diversified economy.

Between 1970 and 2000, Shelton would successfully transition from an industrial economy that accounted for two-thirds of all non-farm employment to a diversified economy with significant employment in the manufacturing, trade finance/insurance/real estate, and service sectors. With this transition, the focus of economic activity would also shift from the traditional manufacturing center of Downtown Shelton to open suburban land in the southeastern corner of the City, with easy access to Route 8.

Regional Context

Shelton Plays a Dominant Role in the Region

As a member of the Valley Council of Governments (VCOG), Shelton plays a dominant role in the region, with more than twice the population of any other regional community, and more land area than the other regional communities of Ansonia, Derby, and Seymour combined.

Shelton also plays a major role in the economy of the Valley Region and beyond. Shelton's resident labor force in 2000 included over 20,000 workers, with nearly 15,000 workers regularly commuting to jobs as far away as New York City. Shelton businesses employed over 22,000 workers in 2000, creating a net surplus of jobs for area residents, and drawing 11% of their employees from the neighboring VCOG communities.

In addition to being a regional employment center, Shelton also hosts several regional amenities including Indian Well State Park, the Boys and Girls Club of CT, indoor ice skating rinks, and a growing hotel and hospitality sector.

Boys and Girls Club



Ice Rinks



Indian Well State Park



Regional Employment



Population Growth

Year	Population
1790	2,742
1800	2,792
1810	2,770
1820	2,805
1830	1,371
1840	1,326
1850	1,301
1860	1,477
1870	1,527
1880	2,499
1890	4,006
1900	5,572
1910	6,545
1920	9,475
1930	10,113
1940	10,971
1950	12,694
1960	18,190
1970	27,165
1980	31,314
1990	35,418
2000	38,101
2010*	40,987
2020*	43,873

*Simple Trend Extrapolation by Planimetrics

Population Projections

Projecting growth can be difficult due to changing conditions that may affect future migration or natural growth, so rather than provide a single population projection, three methods were used to create a population range:

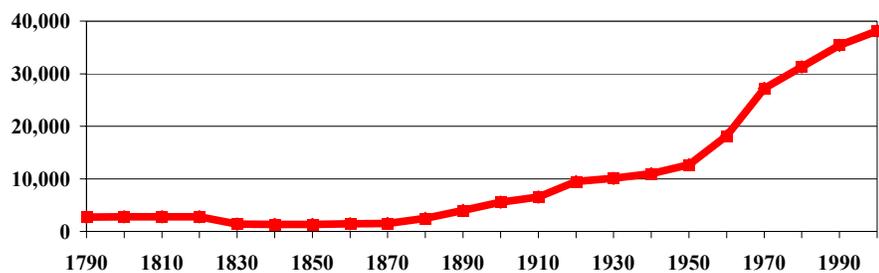
- a simple trend line projecting the last decade of growth into the future;
- the least squares method that smoothes past population fluctuations over a longer period of time; and
- the cohort-survival method that uses historic birth and death rates and census data to project natural growth and net migration rates into the future.

A Growing and Changing Population

Shelton's Growth is Outpacing the State

As the following chart illustrates, Shelton's population remained relatively stable from 1790 to 1870. Between 1870 and 1930, industrial expansion fueled an influx of immigrant workers, increasing Shelton's population to over 10,000 residents before leveling off during the Great Depression. Beginning in the 1940s and reaching a peak growth rate of 49% during the 1960's, Shelton's population more than doubled in just 20 years before beginning a trend of gradual declines in its growth rate.

Historic Population Growth (1790-2000)



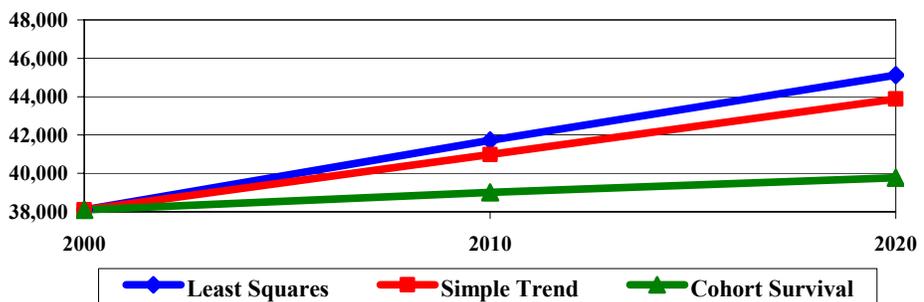
Source: US Census Bureau

In 2000, the U.S Census reported Shelton's population as 38,101 residents, for an increase of 2,683 residents or 7.6% growth since 1990, more than twice the State growth rate of 3.6% during the same period.

Population Growth is Projected to Continue

The three population projection methodologies (see sidebar) produce a population ranging from a conservative 39,770 to as high as 45,125 residents by the year 2020. These projections assume that current conditions, including zoning patterns, will continue into the future. Rezoning to higher densities or approving high-density housing through the Planned Residence Districts or Planned Development Districts could increase these numbers significantly. When the City begins to approach full residential buildout, the rate of population growth will begin to decline along with new housing construction.

Projected Population Range (2000-2020)



Source: Least squares and simple trend methods by Planimetrics, cohort survival method by Connecticut OPM (1995 adjusted for 2000 Census)

Age Composition is Changing

While future population growth is important, changes in age composition within the community may actually have more far-reaching implications in terms of anticipating future facility and service needs as well as housing needs.

With continual advances in medicine, residents are living longer, healthier lives, which have led to a larger, more stable elderly population. “Baby-boomers” have already begun to reach age 55 and by 2020 will be entirely age 55 and older.

During the 1960’s, the baby-boom generation created exceptional demand for schools, recreation facilities and other programs. As they approach retirement age, they will again create unprecedented demand for senior services and alternative housing options to meet their needs.

In 1970, nearly 40% of Shelton’s population was under 20 years old compared to 15% over 55 years of age. By 2020, less than 20% of the population will be under 20 years of age while 37% will be 55 and older.

The following table depicts the changes in primary needs for residents in various stages of their lives.

Primary Needs by Life Stage

Description	Age Range	Primary Needs	Projection to 2020
Infants	0 to 4	<ul style="list-style-type: none"> • Child care 	Stable to 2020
School Age	5 to 19	<ul style="list-style-type: none"> • Child care, • School facilities, • Recreation facilities and programs 	Lower by 2020
Young Adults	20 to 34	<ul style="list-style-type: none"> • Rental housing, • Starter homes, • Social destinations 	Stable to 2020
Middle Age	35 to 54	<ul style="list-style-type: none"> • Family programs, • Trade-up homes 	Lower by 2020
Mature Adults	55 to 65	<ul style="list-style-type: none"> • Smaller homes, • Second homes 	Higher by 2020
Retirement Age	65 and over	<ul style="list-style-type: none"> • Tax relief, • Housing options, • Elderly programs 	Much higher by 2020

Shelton faces not only population growth that is outpacing the State but significant changes within the population as well. To meet the rising demands of mature and retirement-age adults, the City needs to anticipate increased demand for elderly programs such as meals-on-wheels, dial-a-ride, recreation programs, and social services.

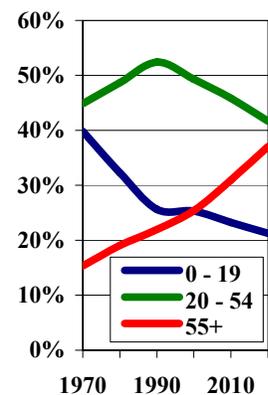
The housing needs of residents will also change as they grow older, requiring tax relief to stay in their existing single-family homes, and alternative housing options such as condominiums, active-adult communities, and assisted living facilities, for those who choose or need to leave their single-family homes.

2000 Age Comparison

	Shelton	State
0 - 4	6%	7%
5 - 19	19%	21%
20 - 34	16%	19%
35 - 54	33%	31%
55 - 64	10%	9%
65+	15%	13%

Source: 2000 Census, Planimetrics

Age Composition



Source: CT OPM (1995)

Median Age

Orange	43.2
Stratford	40.3
Trumbull	40.3
Shelton	39.8
Milford	39.4
Seymour	38.5
Oxford	38.4
Monroe	38.1
Derby	37.7
County	37.3
State	37.4

Source: 2000 Census

Year	Units	Percent Change
1980	10,461	-
1990	12,981	24%
2000	14,707	13%

Source: 1980-2000 Census

Housing Tenure (2000)

	City	State
Owner Occupied	79%	63%
Renter Occupied	18%	31%
Vacant For Rent/Sale Occasional Use	3%	4%
Vacant	1%	2%
Vacant	0%	0%

Source: 2000 Census

Average Household Size

Monroe	2.96
Oxford	2.94
Trumbull	2.82
Orange	2.77
Shelton	2.65
Stratford	2.49
Seymour	2.49
Milford	2.48
Derby	2.32
County	2.67
State	2.53

Source: 2000 U.S. Census

Changing Housing Conditions

Housing Growth is Expected to Continue

According to the Census Bureau, Shelton added an average of 173 net housing units per year over the last decade for a growth rate of 13%, far exceeding the State housing growth rate of 5% during that same period (see sidebar).

With population growth of 2,683 residents and housing growth of 1,726 units during the 1990s, each new housing unit added an average of 1.55 residents per household after accounting for changes in existing housing stock. To illustrate the potential for new housing growth, applying this household size for new dwelling units to the projected range of population in 2020 could result in demand for an additional 1,000 to 4,500 new housing units between 2000 and 2020. The actual rate of housing growth is more difficult to predict, as it is dependent on such factors as the availability and price of land, the economy, and the rate at which existing housing units become available as the Baby Boomers reach retirement age and beyond.

Shelton's Housing Stock is Diverse

With two-thirds of its housing stock composed of single-family detached homes, Shelton's housing mix is similar in character to the neighboring towns of Milford, Seymour, and Stratford. Where Shelton differs somewhat from these towns is in the number of units in duplexes and larger buildings of five units or more.

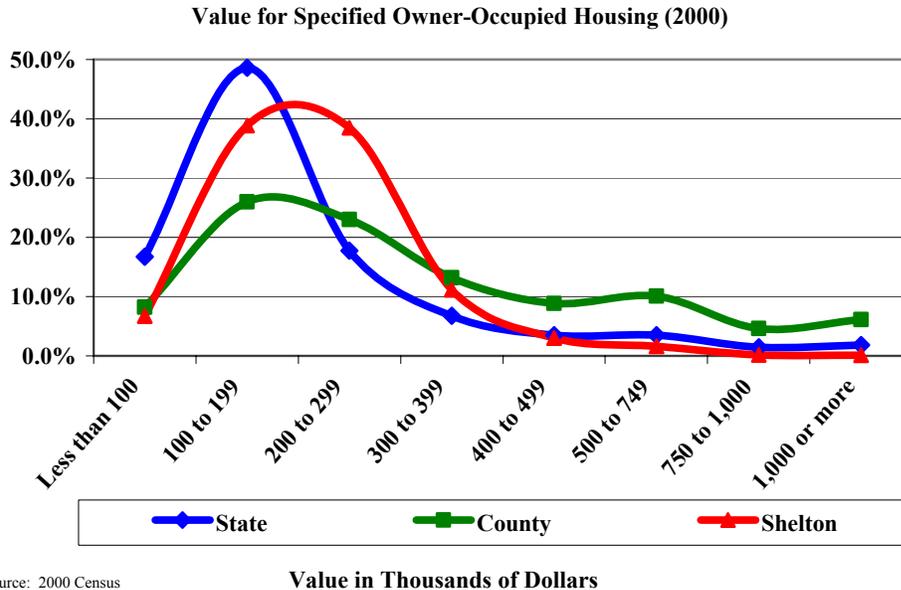
	2000 Housing Mix (ranked by percent one-unit detached)				
	1-Unit Detached	1-Unit Attached	2-4 Units	5+ Units	Mobile-Home/Other
Orange	93%	1%	2%	3%	0%
Oxford	93%	0%	5%	1%	0%
Trumbull	90%	3%	3%	5%	0%
Monroe	87%	7%	3%	4%	0%
Milford	71%	5%	11%	12%	1%
Shelton	67%	11%	13%	7%	2%
Seymour	67%	3%	13%	17%	0%
Stratford	67%	9%	15%	9%	0%
Derby	38%	9%	35%	18%	0%
State	59%	5%	18%	17%	1%

Source: 2000 Census

Housing tenure (see sidebar) is another measure of housing diversity. Shelton's owner-occupancy rate of nearly 80% is significantly higher than the State rate of 63% and relatively high for the given mix of housing in the City. The high rate is a positive trait, indicative of relatively affordable housing and good physical housing conditions resulting from homeowner pride.

Shelton's Housing Stock is Relatively Affordable

With more than three-quarters of its owner-occupied housing stock valued between \$100,000 and \$300,000, Shelton's lies somewhere between the State and Fairfield County in terms of reported value, making it less affordable than the State on average but more affordable than the balance of Fairfield County. With the bulk of Shelton's recent new housing starts comprised of luxury, single-family homes, the City's housing stock is becoming less affordable and more like its southwest Fairfield County neighbors.



Source: 2000 Census

While Shelton certainly has affordable housing, an affordable mortgage or rent alone does not qualify a housing unit as affordable by the State standards contained in Section 8-30g of the Connecticut General Statutes (see sidebar).

At just over three percent affordable, the City is below the regional average of seven percent in meeting the State's goal of 10% affordable housing stock. The inertia created by over 14,000 existing housing units makes achieving the State's goal virtually impossible. Since every ten new housing units, whether affordable or not, requires one additional affordable unit towards the State's goal, qualifying housing developments in which 30% of the units are affordable do little to increase the percentage of affordable units. It would take the conversion of more than 1,000 existing dwellings to affordable units to meet the State's goal. Since the State adopted CGS 8-30g, developers have created only 82 deed-restricted units out of nearly two thousand built in Shelton, with the balance of qualifying units coming from financially assisted and CHFA financed housing.

According to the 2000 Census, 2,777 households, or 40% of all Shelton households earning \$75,000 or less, spend more than 30% of their household income on rent, mortgage payments, and other housing costs, placing many of these households under financial stress.

Median Housing Value 2000*

Trumbull	260,200
Orange	254,200
Monroe	253,500
Oxford	209,700
Shelton	209,100
Milford	166,000
Stratford	159,400
Seymour	154,500
Derby	132,000
County	265,100
State	160,600

Source: 2000 Census
*Owner-occupied housing

Affordable Housing

Shelton	3%
Valley Region	7%

Source: CT-DECD 2004

CGS Section 8-30g

Until 10% of a community's housing stock is guaranteed affordable, it is subject to an affordable housing appeals procedure that shifts the burden of proof to the community to show that threats to public health or safety outweigh the need for affordable housing. In order to qualify as an affordable unit under CGS 8-30g, a dwelling must be:

- assisted housing (funded under a state or federal program);
- CHFA-financed housing (financed under a program for income-qualifying persons or families); or
- housing that is deed-restricted to be affordable to low- or moderate-income persons or families for at least 40 years.

A moderate-income household earning 80% of the regional median household income or a low-income household earning 50% of the regional median household income cannot spend 30% or more of its gross income on rent, mortgage, utilities, taxes, or other housing costs.

A Diversified and Growing Economy

As previously noted, Shelton is a regional employment center, providing almost 22,000 jobs to area residents. Eighty-three percent of all jobs are distributed among the manufacturing, service, and trade sectors, creating a diversified economy that is not overly dependent on one employment sector.

Business Profile 2001

Sector	Firms	% of Total	Employees	% of Total
Agriculture	41	2%	140	1%
Construction and Mining	312	18%	1,139	5%
Manufacturing	147	8%	5,932	27%
Transportation and Utilities	65	4%	697	3%
Trade	356	20%	4,453	20%
Finance, Insurance and Real Estate	142	8%	1,390	6%
Services	711	40%	7,806	36%
Government	11	1%	353	2%
Total	1,785	100%	21,910	100%

Source: Connecticut Department of Labor

The ratio of jobs to local workers in the labor force is an indicator of the strength of the local economy. The 1.0 ratio of jobs to labor force in Shelton indicates that the number of available jobs is in balance with Shelton's labor force, making it neither a net-importer nor net-exporter of labor.

Ratio of Jobs to Housing and Labor Force (2000)

	Jobs	Housing Units		Labor Force	
	Number	Number	Ratio	Number	Ratio
Orange	9,350	4,870	1.9	6,934	1.3
Milford	29,020	21,962	1.3	27,169	1.1
Shelton	21,180	14,707	1.4	20,966	1.0
Stratford	26,600	20,596	1.3	25,556	1.0
Trumbull	14,200	12,160	1.2	17,427	0.8
Derby	5,080	5,568	0.9	6,604	0.8
Monroe	6,170	6,601	0.9	10,337	0.6
Seymour	4,470	6,356	0.7	8,033	0.6
Oxford	1,870	3,420	0.5	5,018	0.4
State	1,712,700	1,385,975	1.2	1,815,500	0.9

Source: Connecticut Department of Labor

The ratio of jobs to housing units is an indicator of the balance between jobs and worker housing within a community. Given that there is an average of 1.4 wage earners per household, a ratio of 1.4 jobs to housing units is in balance for Shelton. By comparison, Oxford has twice as many housing units as jobs, making it clearly an exporter of labor and a bedroom community.

Despite a balanced workforce, Shelton functions as a bedroom community for a significant number of residents commuting to neighboring and distant communities. The following table illustrates the commuting patterns of Shelton residents and workers.

Journey to Work in 2000

Where Shelton Residents Worked		
Work Site In:	Trips	% Trips
Shelton	5,237	26%
Bridgeport	2,563	13%
Stratford	1,600	8%
Trumbull	1,089	5%
Norwalk	1,020	5%
Fairfield	944	5%
Milford	932	5%
Stamford	804	4%
Monroe	615	3%
New Haven	462	2%
Other	4,777	24%
Total	20,043	100%

Source: 2000 U.S. Census

Where Shelton Workers Lived		
Residence In:	Trips	% Trips
Shelton	5,237	23%
Bridgeport	2,205	10%
Stratford	1,366	6%
Milford	1,146	5%
Derby	905	4%
Seymour	878	4%
Ansonia	849	4%
Trumbull	844	4%
Stamford	562	2%
West Haven	553	2%
Other	8,129	36%
Total	22,674	100%

Source: 2000 U.S. Census

Despite over 22,000 available jobs in Shelton, nearly 15,000 residents, or 74% of the labor force commuted to jobs outside of Shelton, only to be replaced by over 17,000 incoming workers during the day, suggesting possible mismatches between labor force job skills and employers' needs, and/or between local wages and housing prices.

Job Growth Continues to Outpace the State

Shelton had the fastest growing economy in terms of job growth over the last decade among its immediate neighbors, despite the relatively large size of its workforce. Shelton's job growth rate was over 50% higher than the statewide average during the 1990s.

Total Non-Farm Employment by Town (1990-2000)

	1990	2000	Δ 90 - 00
Shelton	13,760	21,180	53.9%
Monroe	4,170	6,170	48.0%
Oxford	1,320	1,870	41.7%
Orange	7,960	9,350	17.5%
Seymour	4,010	4,470	11.5%
Milford	29,120	29,020	-0.3%
Trumbull	14,680	14,200	-3.3%
Derby	6,050	5,080	-16.0%
Stratford	32,310	26,600	-17.7%
State	1,650,200	1,712,700	3.8%

Source: Connecticut Department of Labor

Labor Force vs. Workforce

Labor and employment figures can often be confusing. Labor force refers to the residents of a community that are employed or seeking employment. Unemployment rates reflect the residents of a community that are in the labor force but are seeking employment. Residents who willfully choose not to work or seek employment are not counted as unemployed, as they are not considered part of the labor force. Workforce or jobs refer to the number of workers employed by businesses in a community, regardless of their place of residence.

Unemployment Rate 2000

Orange	1.5%
Monroe	1.8%
Trumbull	1.9%
Milford	2.2%
Shelton	2.4%
Oxford	2.5%
Seymour	2.7%
Stratford	2.8%
Derby	4.2%
State	2.2%

Source: Connecticut Department of Labor

Shift-Share Analysis

A shift-share analysis breaks down local employment growth into several components in an effort to explain changes in employment and expose strengths and weaknesses in the local economy.

The *Location Quotient* measures the local concentration of jobs in each employment sector relative to the State. A value near 1.0 indicates that the local share of employment in a sector is comparable to the overall State share. A value higher than 1.0 indicates that the local share of employment in a sector is greater than the overall State share and is likely to produce more goods or services than can be consumed locally. A value lower than 1.0 indicates that local demand is being met elsewhere.

The *State Growth Component* explains the degree to which the change in the number of jobs in a local industry sector can be attributed to changes at the statewide level. In other words, the numbers in the second column of the table to the left indicate the number of local jobs created during the 1990s in each industry sector that can be attributed to statewide growth in each industry sector.

The *Industry Mix Component* explains the number of local jobs created or not created in each industry sector due to the difference between that industry sector's statewide growth rate and the statewide growth rate for all non-farm employment.

The *Local Competitive Component* measures the ability of the local economy to capture a growing share of each industry sectors' growth within the State.

An in-depth analysis of employment trends from 1970 to 2000 reveals a growing, and diversifying economy. In 1970, manufacturing accounted for nearly two-thirds of non-farm employment in Shelton. Thirty years later, manufacturing remained the largest employment sector, accounting for 27% of all employment, but wholesale and retail trade; finance insurance, and real estate (FIRE); and the service sector had grown to account for almost 60% of all non-farm employment.

Non-Farm Employment Trends 1970-2000

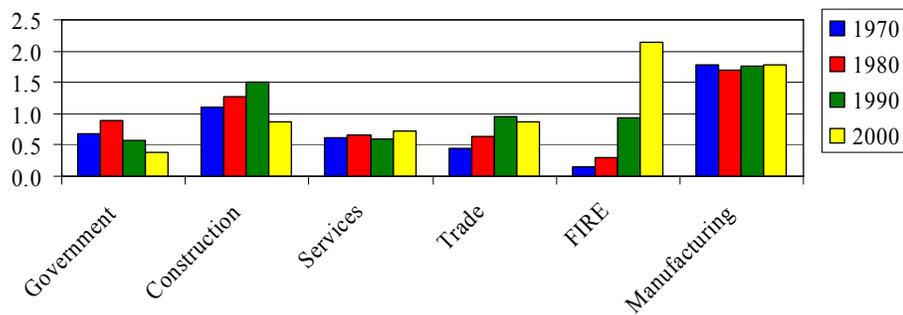
	1970	% Total	2000	% Total	Δ 70 - 00
Construction	353	6.0%	740	3.5%	109.6%
Manufacturing	3,895	65.8%	5,800	27.4%	48.9%
Trade	488	8.2%	3,930	18.6%	705.3%
FIRE	50	0.8%	3,780	17.8%	7460.0%
Services	561	9.5%	4,850	22.9%	764.5%
Government	518	8.7%	1,160	5.5%	123.9%
Total	5,921	100.0%	21,180	100.0%	257.7%

Source: U.S. Bureau of Labor Statistics, Connecticut Department of Labor

The FIRE sector grew from less than one percent of the total workforce in 1970 to nearly 18% by 2000. The manufacturing sector showed modest growth despite the continual decline of manufacturing in the State.

Comparing Shelton's employment trends to the State as a whole reveals that despite a shift from a predominantly manufacturing based economy in 1970 to a diversified economy by 2000, Shelton continues to add manufacturing jobs while the State loses manufacturing jobs as a whole.

Employment Location Quotient



Source: U.S. Bureau of Labor Statistics, Connecticut Department of Labor, Planimetrics

The preceding chart illustrates the location quotient (see sidebar) between Shelton and the State. Given the decline of manufacturing in the State since 1970, the local manufacturing sector has consistently employed more workers than expected, indicating that manufacturing is injecting significant outside dollars into the local economy and fueling further economic growth. The FIRE sector also displayed a significantly disproportionate share of employment in 2000. The government and service sector location quotients are lower than expected, indicating that demand for government and other services might not be met locally, and that dollars may be leaving the local economy.

Components of Local Employment Growth 1990-2000

Industry Sector	State Growth Component 1990 to 2000	Industry Mix Component 1990 to 2000	Local Competitive Component 1990 to 2000	Actual Shelton Job Growth 1990 to 2000
Services	80	479	2191	2750
FIRE	45	-125	2670	2590
Trade	109	-86	1027	1050
Manufacturing	192	-1368	1916	740
Government	39	94	7	140
Construction	31	12	-123	-80
Total Non-Farm	495	-994	7689	7190

Source: U.S. Bureau of Labor Statistics, Connecticut Department of Labor, Planimetrics

Further analysis (illustrated in the preceding table and explained in the sidebar) shows that in many cases, Shelton's job growth exceeds statewide growth, and even runs counter to statewide job losses in some sectors.

Comparing the state growth component to actual job growth in Shelton reveals that local employment growth in most industry sectors far exceeds growth that can be attributed to statewide growth in the respective sectors. Only the government sector and construction sector (which locally exhibited a loss) did not grow significantly faster than the state as a whole.

When comparing local job growth to the industry mix component, Shelton significantly outperforming the state economy in terms of new jobs. Most noteworthy are the trade, FIRE, and manufacturing sectors, which grew despite expectations to suffer moderate to significant job losses based on their statewide performance relative to total non-farm employment.

The local competitive component shows that after accounting for statewide growth within individual industry sectors and overall statewide job growth, Shelton was able to capture additional jobs in all but the construction and government sectors. Most significant was Shelton's ability to capture 2,590 FIRE sector jobs and 740 manufacturing sector jobs despite expected losses of 125 and 1,368 jobs respectively due to statewide job losses in these sectors. The service and wholesale/retail trade sectors also showed significantly more growth than expected.

These results indicate that Shelton has a strong economy and that local factors are giving the City a competitive advantage in attracting new jobs in many sectors. The FIRE, service, and manufacturing sectors were particularly attracted to Shelton's business climate, followed more distantly by wholesale and retail trade.

Resident Income is Near Average

Indicative of its position between the blue-collar Housatonic Valley and affluent Fairfield County, Shelton's median household income of \$67,292 is also the median value among neighboring communities. Shelton's per capita income is above the median value among its neighbors but is considerably closer to the statewide average due to its higher than average household size.

Median Household Income

Median household income is derived by ranking every household in a geographic area by income, then selecting the middle household and reporting its income.

Median Household Income

Monroe	\$85,000
Trumbull	\$79,507
Orange	\$79,365
Oxford	\$77,126
Shelton	\$67,292
Stratford	\$67,292
Milford	\$61,183
Seymour	\$52,408
Derby	\$45,670
State	\$53,935

Source: 2000 Census

Per Capita Income

Per capita income is a true arithmetic mean that we often associate with the word average. It is derived by dividing the aggregate community income by the total population.

Per Capita Income (1999)

Monroe	\$34,161
Trumbull	\$34,931
Orange	\$36,471
Oxford	\$28,250
Shelton	\$29,893
Stratford	\$26,501
Milford	\$28,882
Seymour	\$24,056
Derby	\$23,117
State	\$28,766

Source: 2000 Census

Definitions

Developed Land - land that has buildings, structures, or improvements used for a particular economic or social purpose (such as residential or institutional)

Committed Land - land that is used for a particular economic or social purpose (including open space)

Vacant Land - land that is not developed or committed

Underdeveloped Land - land that is developed or committed but that has development potential remaining (such as a house on a 2-acre parcel that may be subdivided into additional lots).

Dedicated Open Space - land or development rights owned by the Federal government, the State, the Town, land trusts, or conservation organizations intended to remain for open space purposes.

Managed Open Space - land owned by fish and game clubs, cemeteries, recreational clubs, and other organizations which is used for other purposes but provides open space benefits.

Land Use in Shelton

Shelton contains approximately 20,400 acres of land and water. The land use survey found that 85 percent of the City (approximately 17,270 acres) is developed for residential, business, or industrial purposes; committed to a specific use such as agriculture, open space or municipal use; or is a body of water. The remaining 15 percent of the area is either in agricultural use, underdeveloped, or vacant: all of which is capable of being developed.

2005 Shelton Land Use Assessment

Use	Acres	Percent of Committed Land	Percent of Total Land
Dedicated Agriculture	275	2%	1%
Residential	9,200	53%	45%
Single Family	8,495	49%	42%
Multi-Family	602	3%	3%
Group Quarters	56	0%	0%
Mobile Home Park	46	0%	0%
Business	601	3%	3%
Office	297	2%	1%
Retail / Service	287	2%	1%
Mixed Use	17	0%	0%
Industrial	608	4%	3%
Industrial	536	3%	3%
Public Utility	72	0%	0%
Dedicated Open Space	3,623	21%	18%
Community Facilities	510	3%	3%
Municipal Facilities	415	2%	2%
Institutional	95	1%	0%
Infrastructure	2,008	12%	10%
Roads/Railroads	1,991	12%	10%
Parking	17	0%	0%
Water	443	3%	2%
Developed / Committed	17,268	100%	85%
Use	Acres	Percent of Uncommitted Land	Percent of Total Land
Agriculture	1,147	37%	6%
Managed Open Space	240	8%	1%
Vacant / Underdeveloped	1,747	56%	9%
Vacant	1,172	37%	6%
Underdeveloped	575	18%	3%
Vacant / Underdeveloped / Uncommitted	3,134	100%	15%
Total Land Area	20,402		100%

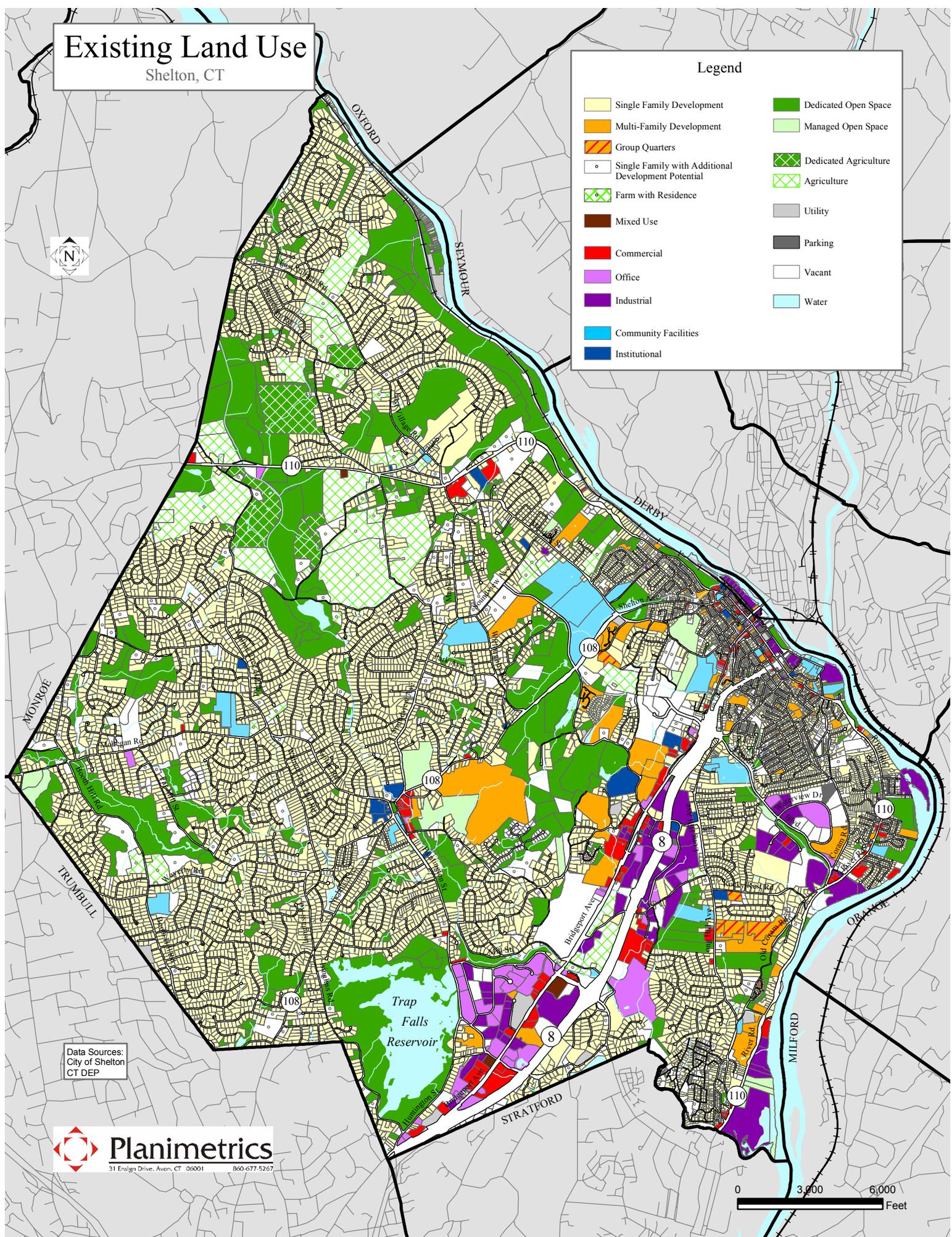
Source: Shelton Assessor's Office with field updates by Planimetrics (Totals may not add due to rounding).

Existing Land Use

Shelton, CT

Legend

- Single Family Development
- Multi-Family Development
- Group Quarters
- Single Family with Additional Development Potential
- Farm with Residence
- Mixed Use
- Commercial
- Office
- Industrial
- Community Facilities
- Institutional
- Dedicated Open Space
- Managed Open Space
- Dedicated Agriculture
- Agriculture
- Utility
- Parking
- Vacant
- Water



Data Sources:
City of Shelton
CT DEP



Acres by Zone

Zone	Acres
CA-1	3
CA-2	75
CA-3	38
CB-1	5
CB-2	61
RBD	54
IA-1	0
IA-2	423
IA-3	132
IB-1	13
IB-2	87
LIP	767
OPD	164
PDD	708
PRD	828
R-1A	588
R-1	14,764
R-2	140
R-3	921
R-4	419
R-5	230
Total*	20,418

*Total may not add up due to rounding.

Central Business District

Zone	Acres
CA-3	19.4
CB-2	8.2
IB-2	42.9
PDD	0.4
R-3	3.5
Total	74.5

*Total may not add up due to rounding.

Special Development Areas

Zone	Acres
CA-3	19
CB-2	8
IA-2	4
IB-2	43
LIP	185
OPD	11
PDD	730
R-1A	588
R-1	64
R-3	4
Total	1,656

*Total may not add up due to rounding.

Zoning in Shelton

Shelton has a complex system of 19 conventional zoning districts, three overlay districts, and Special Development Areas (SDA). The conventional districts fall into three main categories (residential, commercial, and industrial) that control the type and intensity of land use and allow for the segregation of incompatible uses. The three overlay districts overlay one or more conventional districts, applying additional standards or allowing relief from the underlying district standards to achieve special purposes. Special Development Areas designate areas on the zoning map as eligible for Planned Development Districts (PDD).

Eighty-seven percent (87%) of Shelton is zoned for residential development in six conventional zones, with minimum lot sizes ranging from 5,000 square feet (approximately one-ninth of an acre) in the R-5 District to 120,000 square feet (approximately three acres) in the R-1A District. The bulk of vacant residential land is located in the R-1 and R-1A Districts. Land zoned either R-1 or R-1A is eligible for designation as Planned Residence Districts (PRD) that allow density bonuses for preserving additional open space and creating alternatives to single-family development (at up to 3.5 times the underlying density). Unlike PDDs, PRDs do not require prior designation as SDAs, making their application somewhat arbitrary and unexpected by neighboring residents.

There are seven office and industrial districts that comprise eight percent (8%) of Shelton's land area. These zoning districts range from the IB-2 District (20,000 square foot minimum lot size) to the IA-1 and Office Park Districts (120,000 square foot minimum lot size).

There are also six commercial districts that comprise approximately one percent (1%) of Shelton's land area. These range in size from the 6,000 square foot CA-3 District to the 80,000 square foot CA-1 District.

Over 71 acres of industrially and commercially zoned areas in Downtown Shelton are also subject to the Central Business District (CBD) overlay district that applies additional standards to the underlying districts in order to promote redevelopment and protect the functionality and character of the area. The CBD also qualifies as an SDA allowing applications for PDDs.

Special Development Areas overlay more than 1,600 acres or eight percent (8%) of Shelton and are unusual in that they have no standards associated with them. The Planning and Zoning Commission simply uses SDAs to target areas eligible for future designation as Planned Development Districts.

The third and controversial overlay district, the Planned Development District, can be approved in a designated SDA and is intended to allow flexible development of large tracts of land in a manner that is harmonious with the surrounding neighborhood and City. The controversy over PDDs lies in its ability supersede the bulk, density, use, and other standards of the underlying districts without specifying any standards of its own, effectively allowing proposals for uses and/or densities that could be inconsistent with the surrounding neighborhood and the intent of the underlying districts.

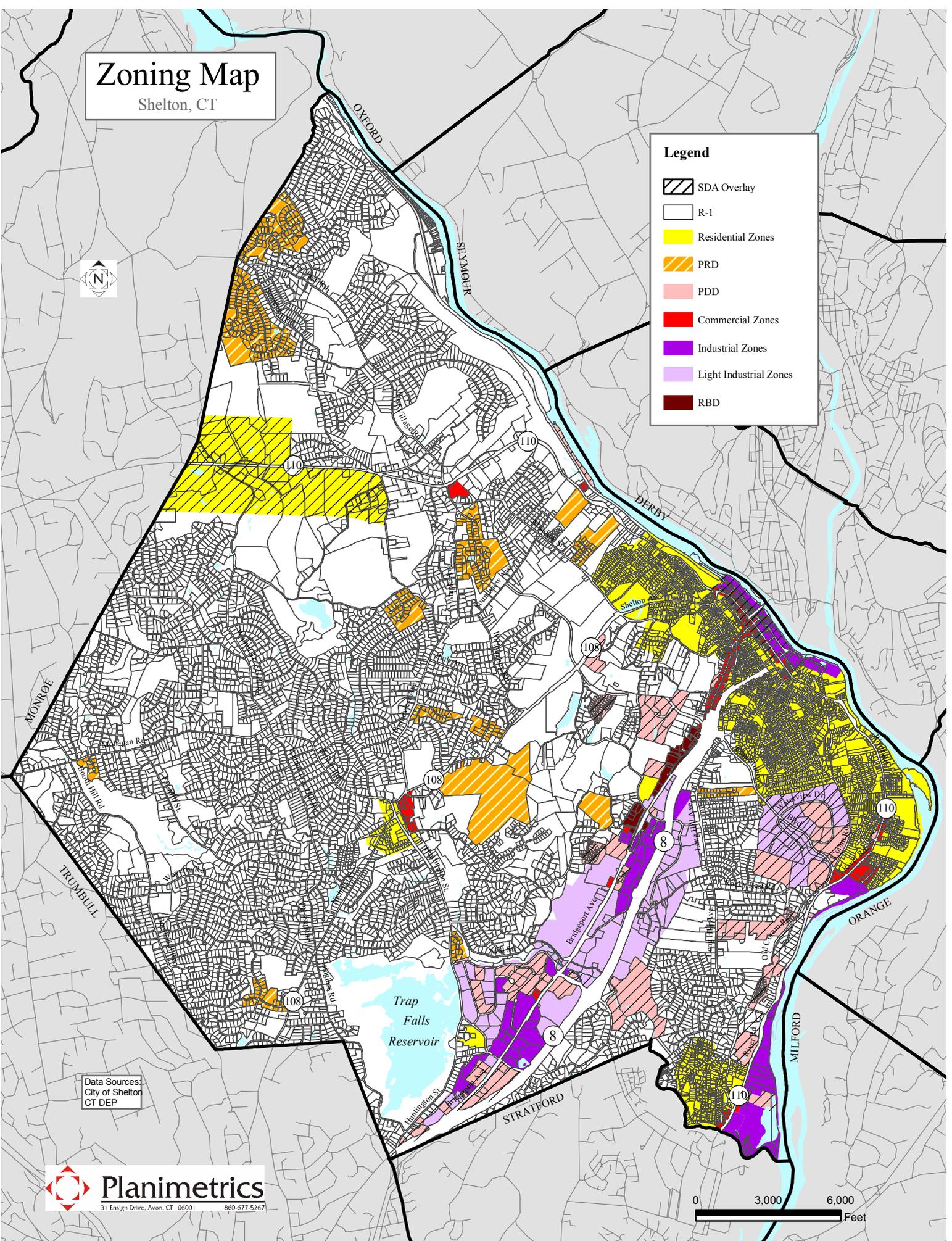
Zoning Map

Shelton, CT



Legend

- SDA Overlay
- R-1
- Residential Zones
- PRD
- PDD
- Commercial Zones
- Industrial Zones
- Light Industrial Zones
- RBD



Data Sources
City of Shelton
CT DEP



Housing Growth

Year	Units	Percent Change
1980	10,461	-
1990	12,981	24%
2000	14,707	13%
2005	15,329	*

Source: 1980-2000 U.S. Census, U.S. Department of Housing and Urban Development

*Through February of 2005

Development Potential in Shelton

Residential Development Potential

With over 2,700 acres or 13 percent of the City consisting of vacant, underutilized, and uncommitted residentially zoned land, there is considerable potential for additional residential development in Shelton. Based on the current regulations, future residential development may occur on residentially zoned properties that:

- are currently vacant,
- have excess land area for future development, or
- are not permanently protected from future development.

The latter category includes unprotected agricultural land and managed open space that is currently being used, but could be developed residentially in the future. Planned Development Districts have no restrictions on land use, which could allow for further residential development in areas that are currently zoned for commercial or industrial use.

Housing Growth

After factoring in such variables as zoning requirements, open space set-asides, road acreage, and natural constraints, the aforementioned acreage could yield nearly 1,680 additional housing units. Adding this number to the Shelton's existing housing stock results in approximately 17,000 housing units at full build-out, nearly 16% more than the 2000 Census housing total of 14,707 units.

Multiplying the potential number of dwelling units by Shelton's average household size of 2.65 residents per household results in a potential population of more than 45,000 residents at full buildout for an increase of nearly 6,900 residents above the 2000 population.

While it is unlikely that every developable acre would be developed to its fullest potential, the fact remains that Planned Residence Districts (PRD) and Planned Development Districts (PDD) can create unforeseen increases in the buildout total that could make the buildout number not only plausible but also conservative. PRDs allow up to three times the development density of the underlying R-1 and R-1A Districts and there are 77 acres of commercial and industrial zoned land designated as Special Development Areas, enabling PDDs that could include additional high-density housing. There may also be zoning changes and demographic trends such as shrinking household sizes that may alter this figure significantly.

Current Fiscal Overview

Revenues

The following table shows that in Fiscal Year (FY) 2002-03 Shelton's per capita property taxes are comparable to the statewide average in terms of dollar amount but far exceed the statewide average as a percentage of total revenues per capita.

2002-03 Per Capita Revenue

Budgeted Revenues	Shelton		Connecticut	
Property Taxes	\$1,725	80.7%	\$1,792	68.1%
State Aid	\$190	8.9%	\$641	24.4%
Licenses, Charges & Fines	\$100	4.7%	\$85	3.2%
Surplus	\$100	4.7%	\$37	1.4%
Other Revenue	\$22	1.0%	\$78	3.0%
Total Revenues	\$2,137	100.0%	\$2,633	100.0%

Source: Connecticut Policy and Economic Council

Shelton's greater dependency on property tax could be due to the fact that it ranks 137th out of 169 communities in terms of state aid per capita. Shelton ranks 6th among neighboring communities in both state aid and property taxes per capita.

2002-03 Per Capita Revenue Comparison (ranked by per capita property taxes)

	Per Capita Property Taxes	State Rank		Per Capita State Aid	State Rank
Orange	\$2,783	12	Seymour	\$634	68
Trumbull	\$2,425	24	Derby	\$591	74
Monroe	\$2,124	48	Oxford	\$484	90
Milford	\$2,106	49	Stratford	\$472	95
Stratford	\$2,077	52	Monroe	\$433	101
Shelton	\$1,725	90	Shelton	\$190	137
Oxford	\$1,705	91	Trumbull	\$154	145
Seymour	\$1,522	118	Milford	\$308	118
Derby	\$1,386	133	Orange	\$113	159
State	\$1,792		State	\$641	

Source: Connecticut Policy and Economic Council

Source: Connecticut Policy and Economic Council

Expenditures

Expenditures are the other half of the budget equation. The following table shows that in Fiscal Year (FY) 2002-03, Shelton's total per capita expenditures were well below average among Connecticut Communities. Shelton's 2002-03 education budget exceeded the statewide average as a percentage of total per capita expenditures despite falling several hundred dollars below statewide dollar amounts.

2002-03 Per Capita Expenditures Distribution

Budgeted Expenditures	Shelton		Connecticut	
Education	\$1,293	60.5%	\$1,521	57.8%
General Expenditures	\$686	32.1%	\$910	34.6%
Debt Service	\$159	7.4%	\$201	7.7%
Total Expenditures	\$2,137	100.0%	\$2,632	100.0%

Source: Connecticut Policy and Economic Council

Shelton ranks eighth among nine neighboring communities and 153rd out of 169 communities statewide in terms of total expenditures per capita. Among neighboring communities, Shelton ranks eighth in education expenditures, seventh in general expenditures and eighth in debt service.

2002-03 Per Capita Expenditures Comparison
(ranked by total expenditures)

	Education	General Expenditures	Debt Service	Total Expenditures	State Rank
Orange	\$1,894	\$996	\$135	\$3,025	19
Monroe	\$1,937	\$658	\$168	\$2,763	42
Trumbull	\$1,689	\$871	\$190	\$2,750	43
Stratford	\$1,347	\$1,089	\$246	\$2,682	47
Milford	\$1,386	\$973	\$162	\$2,521	77
Seymour	\$1,415	\$664	\$289	\$2,368	114
Oxford	\$1,518	\$580	\$179	\$2,277	135
Shelton	\$1,293	\$686	\$159	\$2,137	153
Derby	\$1,038	\$858	\$192	\$2,088	159
State	\$1,521	\$910	\$201	\$2,632	NA

Source: Connecticut Policy and Economic Council

Tax Base

The per capita property tax figures used to this point are simply the total grand list divided by the total population. Businesses comprise a significant portion of the Grand List, often paying more in property tax that they require in services, thus reducing the tax burden of the average resident.

The following table shows that Shelton's businesses account for 27% of the total tax base, exceeding the statewide average. After accounting for the property taxes paid by businesses, Shelton's actual per capita tax burden falls to \$1,257.

2002-03 Per Capita Tax Burden

	Per Capita Property Taxes	Percent Business Tax Base	Actual Per Capita Tax Burden	Per Capita Income	Taxes as a % of Per Capita Income
Orange	\$2,783	29.9%	\$1,951	\$36,471	5.3%
Monroe	\$2,124	11.0%	\$1,890	\$34,161	5.5%
Trumbull	\$2,425	23.7%	\$1,850	\$34,931	5.3%
Oxford	\$1,705	9.4%	\$1,545	\$28,250	5.5%
Stratford	\$2,077	26.0%	\$1,537	\$26,501	5.8%
Milford	\$2,106	30.6%	\$1,462	\$28,882	5.1%
Shelton	\$1,725	27.1%	\$1,257	\$29,893	4.2%
Seymour	\$1,522	17.6%	\$1,254	\$24,056	5.2%
Derby	\$1,386	23.8%	\$1,056	\$23,117	4.6%
State	\$2,632	24.4%	\$1,990	\$28,766	6.9%

Source: Connecticut Policy and Economic Council

To look at property taxes in terms of residents' ability to pay, divide the actual per capita tax burden by per capita income. The results indicate that Shelton's property taxes as a percentage of per capita income is below the statewide average and ranks the lowest among the nine neighboring communities.

Tax Base Comparison (2001)

	Per Capita ENGL	Rank
Orange	\$177,114	25
Trumbull	\$161,529	33
Monroe	\$142,771	43
Milford	\$137,799	49
Shelton	\$122,147	63
Oxford	\$119,166	66
Stratford	\$104,139	86
Seymour	\$82,823	119
Derby	\$70,937	144
State	\$114,514	NA

Source: Connecticut Policy and Economic Council

To compare tax bases between communities with different revaluation schedules, an Equalized Net Grand List (ENGL) estimates the full market value of all taxable property in a given year based on actual sales. Shelton's 2001 per capita ENGL ranked fifth among the nine neighboring communities and 63rd among 169 communities statewide. Shelton's per capita ENGL also exceeds the statewide average.

Fiscal Buildout Model

To calculate the fiscal impact of future residential development, a model was developed to estimate the current costs of residential development and project those costs onto future development at residential buildout. The model used is a variation of the Per Capita Multiplier Model, which is an average costing approach used to assess the financial impact of population change across a number of municipal service categories.

To calculate the potential fiscal impact of future economic development, the model incorporated a variation of the Proportional Valuation Model, which is an average costing approach used to assess the financial impact of different types of economic development across a number of municipal service categories.

As we cannot predict changes in future conditions such as real estate values, household sizes, housing inflation rates, levels of service, or education standards, the model makes a number of assumptions that current conditions and trends will continue through buildout. Because of these assumptions, the model is only intended to illustrate a range of possible fiscal outcomes based on a series of choices that Shelton can make in terms of future land use.

Booklet #7 – Economic Buildout Analysis describes the model and results in more detail.

Fiscal Impact of Potential Development

With nearly three-quarters of the City developed, only about 425 acres of the approximately 3,100 acres of vacant and underdeveloped land available for economic development, and a shrinking ratio of non-residential to residential tax base; maximizing the economic development potential of the limited commercial and industrial zoned land and minimizing the costs of new residential and commercial development is a critical component of the this Plan.

To determine potential fiscal impacts of both residential and economic development when Shelton is built-out in its entirety, a fiscal buildout model was developed to project future revenues and expenditures based on: current per capita levels for residential impacts, and current values per acre for economic development (see sidebar).

Residential Revenues

To determine future residential property tax revenue, the development potential of 1,680 housing units was distributed proportionately among the various housing types using current ratios. The resulting total assessed residential property value, presented below, represents a 15.2% increase in assessed value.

Current and Future Residential Assessed Values (2002 Dollars)

	Total Assessed Residential Value (2002)	Incremental Assessed Value at Buildout	Total Assessed Residential Value at Buildout	Percent Increase
Real Property	\$2,187,666,506	\$247,323,791	\$2,434,990,297	11.4%
Motor Vehicles	\$203,862,120	\$22,534,724	\$226,396,844	11.1%
Personal Property	\$147,860	\$18,481	\$166,341	12.5%
Total	\$2,391,676,486	\$269,876,996	\$2,661,553,482	11.3%

To estimate potential tax revenue in relation to the 2002-2003 base year, the mill rate for that year was applied to the total assessed value with the results shown below.

Estimated Residential Tax Revenue (2002–Buildout)

	Estimated Total (2002-2003)	Estimated Increase (Buildout)	Estimated Total (Buildout)
Total Tax Revenues*	\$54,362,807	\$6,134,304	\$60,497,111

*2002 dollars

Residential Expenditures

The potential residential expenditures at buildout, derived by the model and illustrated below, represent a 11.5% increase in residential expenditures over 2003 levels.

Current and Future Estimated Residential Expenditures

	Current Expenditures (2002-2003)	Incremental Expenditures (Buildout)	Total Expenditures (Buildout)
MUNICIPAL			
General Government*	\$10,975,830	\$1,229,895	\$12,205,725
Public Safety	\$4,233,721	\$474,409	\$4,708,130
Public Works	\$4,279,223	\$479,508	\$4,758,731
Health and Welfare	\$249,792	\$27,990	\$277,782
Recreation and Culture	\$1,663,351	\$186,387	\$1,849,738
Municipal Total	\$21,401,917	\$2,398,189	\$23,800,106
BOARD OF EDUCATION			
Operating Budget	\$50,214,173	\$5,848,020	\$56,062,193
Debt Service	\$2,261,003	\$263,320	\$2,524,323
School Total	\$52,475,176	\$6,111,340	\$58,586,516
Total Expenditures	\$73,877,093	\$8,509,529	\$82,386,622

*Includes Capital Outlay, Debt Service, and Other Expenses

Fiscal Impact of Residential Development

With the average dwelling unit in 2002 costing \$1,467 more in community services than it generates in tax revenue, nonresidential development is needed to offset this imbalance by generating far more tax revenue than they require in services. As illustrated below, adding 1,680 dwelling units at buildout only increases the budgetary gap.

Total Estimated Residential Net Revenue (2002–Buildout)

	Estimated Total (2002-2003)	Estimated Increase (Buildout)	Estimated Total (Buildout)
Total Tax Revenues*	\$54,362,807	\$6,134,304	\$60,497,111
Total Expenditures	\$73,877,093	\$8,509,529	\$82,386,622
Net Revenues	-\$19,514,286	-\$2,375,225	-\$21,889,511
One Mill		\$3,247,017	

* Using 2002-2003 Mill Rate

To cover the increased budget shortfall in the absence of increased nonresidential tax revenue would require the mill rate to be increased by nearly three-quarters of a mill (0.73), costing the average homeowner an additional \$120 in taxes (2002 dollars).

Residential Expenditures

To estimate current residential expenditures, the residential model isolated residential expenditures from those of non-residential and exempt properties to determine the per capita cost of providing municipal services and the per student cost of providing education services.

Census data was used to determine the average household size and average number of public school children per household for different types of dwelling units. These figures were then used to determine the total population and total student enrollment at buildout using the 1,680 potential housing units derived from the residential buildout analysis on page 2-18.

Nonresidential Revenues

For the purposes of the model, the non-residential portion of the Grand List, which is organized by commercial, industrial and utility uses, was broken down further to provide better resolution with respect to key uses such as offices and hotels, which have significantly higher values per acre. Like the residential portion of the model, personal property and motor vehicle values were distributed among uses according to their proportion of the Grand List unless specified by the documentation provided by the Assessor such as "Industrial/Manufacturing Machinery and Equipment."

Once the assessed values were known, these values were used to project future revenues by assigning land uses to vacant commercial and industrial land. Since the actual future mix of land uses cannot be predicted, a series of three possible scenarios was developed:

- a "proportional" scenario that assumes available land will be developed to mirror the current proportion of commercial, office and industrial/warehouse uses;
- an "optimum" scenario that assumes available land will be developed with the highest value uses allowed by current zoning; and
- a "worst-case" scenario that assumes available land will be developed with the lowest value uses allowed by current zoning.

The resulting values offer a range of potential revenue and illustrate the benefits of optimizing future economic development.

Nonresidential Revenues

Nonresidential revenues were modeled using the proportional valuation method (see sidebar), using the following values from the 2002-2003 Grand List as a base.

	Total Assessed Non-residential Value	Total Nonresidential Acres	Assessed Value Per Acre
Commercial	\$157,469,230	275.5	\$571,535
Office	\$272,752,640	312.5	\$872,864
Industrial/Warehouse	\$134,851,600	429.7	\$313,805
Utility	\$24,459,640	71.9	\$340,190
Total	\$589,533,110	1,089.6	\$541,040

Source: 2002-2003 Grand List

The resulting increases in assessed real property values shown on the following chart illustrate that significantly higher property values can be achieved by optimizing future economic development over a laissez faire approach exemplified by the proportional scenario. The optimum scenario could produce more than two times the incremental assessed value of the proportional scenario and more than two and one-half times that of the worst-case scenario.

Incremental Assessed Real Property Values for Buildout Scenarios (2002 Dollars)

	Proportional Scenario	Optimum Scenario	Worst-Case Scenario
Commercial	\$94,711,397	\$26,906,874	\$68,395,301
Office	\$146,653,150	\$720,779,186	\$221,501,091
Industrial	\$127,649,916	\$0	\$0
Total	\$369,014,463	\$747,686,060	\$289,896,392
Net Tax Revenue	\$8,387,699	\$16,994,904	\$6,589,345

* Using 2002-2003 Mill Rate

The 2002-2003 mill rate was applied to the resulting total assessed values to estimate potential tax revenue relative to the 2002-2003 base year.

Total Nonresidential Assessed Values and Tax Revenue for Buildout Scenarios (2002 Dollars)

	Proportional Scenario	Optimum Scenario	Worst-Case Scenario
Assessed Value	\$1,596,456,856	\$2,017,435,804	\$1,475,486,008
Tax Revenue	\$36,287,464	\$45,856,316	\$33,537,797

* Using 2002-2003 Mill Rate

The resulting tax revenues again illustrate the benefits of optimizing economic development with the optimum scenario generating 26% to 37% more tax revenue than the proportional and worst-case scenarios respectively, a difference of 2.9 to 3.8 mills based on the 2002-2003 mill rate.

Nonresidential Expenditures

As illustrated in the following table, the future expenditures in themselves are not remarkable, with little variation between them, until compared to over \$82 million in residential expenditures at buildout, earlier in this chapter.

	Proportional Scenario	Optimum Scenario	Worst-Case Scenario
General Government*	\$2,633,966	\$2,632,034	\$2,628,794
Public Safety	\$1,217,676	\$1,286,062	\$1,189,090
Public Works	\$1,101,044	\$1,074,976	\$1,055,581
Health and Welfare	\$67,231	\$69,444	\$64,599
Recreation and Culture	\$401,793	\$406,214	\$401,369
Municipal Total	\$5,421,710	\$5,468,730	\$5,339,433

*Includes Capital Outlay, Debt Service, and Other Expenses

Fiscal Impact of Nonresidential Development

With no school expenditures and significantly higher property values, it is clear to see how economic development benefits the City's finances.

	Proportional Scenario	Optimum Scenario	Worst-Case Scenario
Tax Revenue*	\$36,287,464	\$45,856,316	\$33,537,797
Expenditures	\$5,421,710	\$5,468,730	\$5,339,433
Net Revenue*	\$30,865,754	\$40,387,586	\$28,198,364

* Using 2002-2003 Mill Rate

The optimum scenario produces 31% to 43% more net tax revenue than the proportional and worst-case scenarios respectively, clearly indicating the value of optimizing economic development over a laissez faire approach to development. The resulting net revenue when distributed across all of the potential dwelling units at buildout contributes about \$1,700 to \$2,400 towards the average residential tax bill.

Nonresidential Expenditures

Nonresidential expenditures were isolated from residential and exempt property expenditures and adjusted using a refinement coefficient so as not to overstate their impact due to their significantly higher value in proportion to the average parcel value.

The adjusted non-residential expenditures were distributed across five general categories using percentages derived from the model. Incremental increases in expenditures were derived and adjusted in a similar fashion.

Booklet #7 – Economic Buildout Analysis describes the model and results in more detail.

Combined Fiscal Impact

To complete the buildout model, the residential and nonresidential analyses were combined, and the loss of vacant land and exempt properties were accounted for to produce total revenues and expenditures and a glimpse of what the total Grand List could look like at buildout.

Total Estimated Revenues at Buildout (2002 Dollars)

	Proportional Scenario	Optimum Scenario	Worst Case Scenario
Property Taxes	\$75,896,582	\$75,939,381	\$75,821,691
Utility Assessments	\$668,487	\$668,838	\$667,874
Intergovernmental General	\$2,737,279	\$2,738,715	\$2,734,768
Intergovernmental School	\$5,733,011	\$5,733,011	\$5,733,011
Licenses/Permits	\$1,401,104	\$1,401,839	\$1,399,819
Charges for Services	\$636,797	\$637,130	\$636,212
Fines and Forfeitures	\$33,028	\$33,045	\$32,998
Income on Investments	\$851,173	\$851,619	\$850,392
Miscellaneous	\$1,723,212	\$1,724,116	\$1,721,631
Total Revenues	\$89,680,673	\$89,727,693	\$89,598,396

The resulting net Grand List is presented below for each of the non-residential scenarios while holding the residential impact from the single buildout scenario constant.

Estimated Net Grand List at Buildout (2002 Dollars)

	Proportional Scenario	Optimum Scenario	Worst-Case Scenario
Net Grand List	\$4,208,873,142	\$4,673,058,309	\$4,131,102,089
Estimated Property Taxes	\$75,896,582	\$75,939,381	\$75,821,691
Estimated Mill Rate	18.03	16.25	18.35

While the resulting mill rates may seem low in comparison to the 2003 mill rate of 22.73, it should be noted that these rates are predicated on maintaining the same level of services, no changes in the undesignated fund balance, no loss of other revenue sources and all similar variables remaining constant.

The results of the economic buildout analysis, while general in nature, clearly show that by guiding future economic development towards an optimum mix of uses, Shelton can provide a significantly larger tax base in anticipation of the post buildout period when new growth in the Grand List will be curtailed due to lack of development opportunities. As long as land remains available for economic development, Shelton has an opportunity to continue reducing the tax burden on residents. Shelton needs to make the most of the limited land available for economic development before it is completely consumed so that when buildout is reached, the City will be in the best financial shape to weather the years to follow when taxes will be more a function of inflation and less a function of new growth in the Grand List.

COMMUNITY ISSUES

2

Overview

An important first step in preparing a Plan of Conservation and Development is to identify the issues that are most important to residents.

To gain a comprehensive understanding of issues and concerns that were important to the community, the Plan Update Advisory Committee (PUAC) conducted a series of public meetings, workshops, interviews, and other exercises throughout the planning process. The PUAC then used the results of these activities to identify and prioritize the most important community issues before developing strategies to address them.

“It is really the community itself which must try to pull together ... in order to preserve those things that the community values and to foster the growth and change that the community wants.”

Workshop Meetings



Public Meetings



*Russell Peterson
Former EPA Director*

Opinion Polls



Working Meetings



Residents clearly value Shelton's open space, trails, and community facilities.

“Prouds”

At the public meeting, participants were asked to identify places or things in Shelton that they were proud of.

Participants were then asked to identify these places on an aerial photomap with colored dots.

The primary reason for this exercise was to learn about what types of things residents might want to encourage in Shelton without specifically asking that question.

The most commonly identified “prouds” on the map were:

- Shelton Intermediate School,
- the Riverwalk
- Jones Tree Farm, and
- Huntington Center and Green

Things to Encourage ...

At a meeting attended by approximately 75 residents early in the planning process, residents were asked to identify things in Shelton that they were particularly proud of.

This type of question typically results in residents identifying things that make their community special to them and things that they would like to encourage in the future.

		Percent of Total Votes
Top Five “Prouds” Categories		
Open Space	Open space, Huntington Green, Indian Wells State Park, open space purchases in Town, Nike Site Park, land trust open space, no (public) golf course, Mill St. fishing areas, Pine Rock Park, Shelton Lakes.	22%
Community Facilities	Intermediate School, High School, Community Center, Boys & Girls Club, Booth Hill School, Huntington Center and Plumb Memorial Libraries, Schools, volunteer fire stations.	20%
Pedestrian / Bike Circulation	Riverwalk, RT 108 and Constitution Blvd. hiking trails, hiking trails, Nells Rock trails, and Indian Wells State Park trails.	16%
Agricultural Resources	Jones Tree Farm, Farmers' Market, farms, Jones Pumpkin Farm, tree farms.	12%
Business Development	Bridgeport Ave. development, Shelton Research Park, Constitution Blvd., ice skating rinks, Shelton Industrial Park, business development, corporate development along RT 8, Scinto Towers, Shelton Square, Wal-Mart, Wiffleball.	11%

“Prouds” and “Sorrys” Exercise



Public Forum



Things to Discourage ...

Residents were also asked to identify things in Shelton that they were particularly sorry about.

This type of question typically results in residents identifying things that concern them about their community and things that they would like to discourage in the future.

Community facilities and business developments were identified as a significant source of both “prouds” and “sorrys”

	Top Five “Sorrys” Categories	Percent of Total Votes
Community Facilities	Landfill, Old Intermediate School, lack of park & recreation facilities, City Hall, no White Hills school, City building maintenance, Lafayette School, White Hills Civic Center, Shelton High School, school track often unavailable, no swimming pool.	23%
Vehicular Circulation	Huntington Center traffic, Howe Ave., traffic, River Rd., Bridgeport Ave. traffic, Downtown parking, Nell's Rock Rd. (esp. near Bridgeport Ave.), Bridgeport Ave.-Old Stratford Rd. intersection, Center St., Conrail bridge, Constitution Blvd., Downtown traffic, East Village Rd., Huntington St. needs traffic lights for safety, RT 110 / Riverview Park–South, RT 110 accidents, RT 110 north of Downtown, Exit 12 and Bridgeport Ave., Long Hill Ave. speed limit not enforced, untrimmed roadsides, Progress Dr. area traffic.	20%
Business Development	Wal-Mart / Bridgeport Ave. strip malls, asphalt plant, Brennan mine, limited restaurants (mostly Italian/pizza), Huntington Center shopping center, DeFilipo's junkyard, lack of Downtown retail, empty industrial buildings, Huntington Center gas station, no shops & restaurants on the Riverwalk, no bookstore, no Starbucks, lack of quality retail development, overuse of PDD, non-integrated design, rapid development.	18%
Village Enhancement	Downtown, Canal St. (blight), Huntington Center, Shelton Ave./Wooster St. (blight).	18%
Residential Development	Overdevelopment, High-density, White Hills, condos next to Lafayette School, trailer park, overuse of PDD, rapid development, lack of Downtown rental housing, increasing housing prices, Exit 14 HUD housing.	10%

“Sorrys”

At the public meeting, participants were asked to identify places or things that they were sorry about in Shelton.

Participants were then asked to identify these places on an aerial photomap with colored dots.

The primary reason for this exercise was to learn about what types of things residents might want to discourage in Shelton without specifically asking that question.

Sorrys were clustered generally as follows:

- Downtown (character, rental housing, traffic, riverfront, asphalt plant, etc)
- Huntington Center (character, traffic, shopping center, etc)
- Landfill, and
- Bridgeport Ave. (esp. Wal-Mart).

Planning Points Exercise

Each resident that attended the July 24, 2004 workshop meeting received an envelope containing fifty planning points (play money) and was asked to “vote” with their points in ballot boxes based upon the issues that were most important to them and that they would like to see addressed as part of the Shelton Plan of Conservation and Development. Ballot boxes were labeled for topics likely to be included in the Plan. The results are tabulated in the table to the right.

Things to Focus on...

To focus the discussion during the July 24, 2004 workshop and help the Plan Update Advisory Committee to prioritize issues within this Plan, residents in attendance were polled as to which planning topics were most important to the future of Shelton (see sidebar). The results are tabulated below.

Rank	Topic	Percent of Total Vote	Rank	Topic	Percent of Total Vote	Rank	Topic	Percent of Total Vote
Conservation Topics		40%	Infrastructure Topics		33%	Development Topics		27%
1	Open Space	18%	3	Community Facilities	15%	2	Business Development	16%
5	Community Character	10%	4	Vehicular Circulation	11%	6	Village Enhancement	9%
7	Natural Resources	9%	8	Pedestrian Bike Circulation	5%	11	Residential Development	1%
9	Historic Resources	3%	10	Utilities	2%	12	Housing Needs	1%

Primary Issues

Open Space

Conservation was the number one issue area for residents, based on the strength of the number one issue: open space, which garnered nearly one-fifth of all votes. When asked why, residents responded with the following:

- once land is used (developed), it's used (unavailable for open space),
- open space preservation can preclude development,
- Shelton needs to conserve more open space land,
- Shelton has a good amount of open space,
- open spaces are not connected,
- Shelton is developing a nice trail system,
- Shelton's strategy is to cluster open space into system of greenways,
- Shelton should keep the character of a town, not a city,
- farm land acts as open space and development rights should be acquired,
- accessibility to open space and recreation facilities is an issue, and

Business Development

Business development was the number two issue with 16% of the votes in the exercise. Residents offered the following reasons for ranking business development so highly:

- the quality and character of business development is important,
- the frequency and proximity of similar businesses is an issue,
- Shelton has a lack of high-end retail stores,
- corporate development seeks out Shelton for its tax base,

- businesses need support services,
- maximize benefits / minimize negative impacts of business development,
- the character and aesthetics of business development is important,
- the quality of both retail development and goods sold need to improve,
- small-scale concentrations of professional offices are needed,
- design review is needed for new business development,
- implementation of the Plan with respect to business development is critical.

Community Facilities

Community facilities were the number three issue based on the following:

- the schools are unbalanced,
- maintenance of community facilities is an issue,
- Shelton has great community facilities,
- an 18-hole golf course could pay for itself,
- parks for kids to play ball are needed,
- an outdoor pool is needed,
- neighborhood playgrounds are needed,
- Shelton High School Auditorium is not available for other performances,
- The Riverwalk was supposed to be developed,
- a large recreation park is needed,
- Shelton lacks (adequate) passive and active recreation facilities,
- a “decent” City Hall or Government Center is needed, and
- complete an ADA compliant trail from Downtown to Huntington Center.

Secondary Issues

Vehicular Circulation

- Shelton needs to manage access and traffic from business development,
- the road around The Green could have been made wider,
- an alternate route is needed through Huntington Center,
- Downtown is congested at rush hour,
- a traffic light is needed at Long Hill Avenue and River Road,
- a plan for traffic from new development is needed,
- developers should share the cost of road improvements,
- traffic congestion is increasing and the flow of traffic needs to be managed,
- infrastructure has not kept pace with RT 8 corridor development,
- Shelton needs frontage roads with internal access between businesses,
- Bridgeport Avenue is the number one traffic issue,
- Constitution Blvd. is an alternate east-west route,
- a southbound on-ramp is needed at RT 110 and RT 8,
- Howe Avenue is dangerous due to on-street parking,
- jitney bus service is needed, and
- better traffic control is needed.

Community Character

- Shelton has many diverse characters,
- Shelton should maintain its small-town atmosphere,
- community character is also how a community takes care of its residents,

- Farmland, livestock and historic homes add to Shelton’s character,
- 70-90 acre farms in White Hills should be protected,
- Shelton needs to put the brakes on zone changes and high-density housing,
- zone changes may be needed to achieve Plan goals,
- Shelton needs to clean the streets and provide adequate street signs,
- houses are being crowded into farmland,
- common driveways are an issue,
- businesses need to fit the neighborhood,
- more residents mean more traffic and less character,
- Shelton needs to manage growth, and
- employees should live here and become stakeholders in the community.

Village Enhancement

- Downtown has reached its “tipping point” and needs to be cleaned up,
- Downtown architecture and signs add to character,
- Mills can be converted to new uses, and
- garbage should not be collected at the curb in Downtown.

Initial Theme / Strategies

Based on the input from residents, it appears that the overall themes expressed are:

- protect the character of rural Shelton,
- maintain /improve the character of Downtown and Huntington Center,
- maximize benefits / minimize negative impacts of economic development,
- maintain and enhance community facilities,
- address traffic congestion and safety, and
- protect and enhance overall community character and quality of life.

It also appears that residents want to do this through:

- | | |
|----------------------------------|---|
| Conservation Strategies | <ul style="list-style-type: none"> • Continuing the preservation of open space and farmland. • Continuing the enhancement of the system of greenways and trails. • Protecting natural resources. |
| Development Strategies | <ul style="list-style-type: none"> • Continuing to protect and enhance Downtown and Huntington Center. • Seeking the optimum mix of economic development that balances tax revenue, traffic, and the availability of a variety of goods and services. • Defining growth boundaries for economic development. • Improving the quality retail/commercial development. |
| Infrastructure Strategies | <ul style="list-style-type: none"> • Continuing to make capacity and safety improvements to the road network to support desired development. • Improving the maintenance of community facilities. • Providing new opportunities for both active and passive recreation. |

PROTECT IMPORTANT RESOURCES

3

Overview

Shelton derives much of its character and quality of life from its unique combination of natural, historic, and scenic resources. As this chapter will illustrate, these resources are mutually dependent upon one another and negative impacts to one can similarly impact others. Unless they are protected, the degradation or loss of these resources could have serious future impacts on both community character and quality of life. By protecting these important resources and guiding future development, Shelton can maintain and enhance community character and quality of life for many generations to come.

Protecting important resources is a critical element in maintaining community character and ensuring quality of life for current and future generations.

Protect important resources that maintain a healthy environment and contribute to community character and quality of life.

Natural Resources



Open Space



Historic Resources



Agricultural Resources



Residents feel that preserving open space is the most important planning issue facing Shelton.

Open Space Types

From an open space planning perspective, experience has shown that open space generally falls into four categories that are not always mutually exclusive.

Dedicated Open Space

Land preserved in perpetuity as open space, often with public use.

Dedicated open space will remain undeveloped forever.

Managed Open Space

Land set aside for some other purpose, such as a golf course or public watershed land that provides some open space value. Public use may not always be allowed.

Managed open space can often be developed at any time.

Protected Open Space

Land protected from development, by such means as a conservation easement, but public use may not be allowed

Perceived Open Space

Land that looks or feels open, such as a farm or private woodlands, but is not preserved as open space.

Preserve More Meaningful Open Space

Preserving open space helps to conserve important natural resources, protect wildlife habitat, create more environmentally sensitive development patterns, provide fiscal benefits, protect community character, and enhance the quality of life for Shelton residents.

During several public workshops conducted early in the planning process, residents consistently ranked preservation of open space as the most important issue facing Shelton, citing the following reasons:

- once land is used, it's used,
- Shelton should keep the character of a town, not a city,
- open space preservation can preclude development,
- a large recreation park is needed,
- open spaces are not connected,
- both passive and active recreation facilities are lacking,
- accessibility to open space and recreation facilities is an issue, and
- an ADA compliant paved trail from Downtown to Huntington Center needs to be completed.

Out of the workshop discussions comes the following action theme.

Preserve open space to provide recreation opportunities, preserve wildlife habitat, and preserve community character.

Protecting open space has long been one of Shelton's strengths. In 1993, the Shelton Open Space Committee prepared the Shelton Open Space Plan 1993 as a supplement to the 1992 Plan of Conservation and Development. The Open Space Plan is a comprehensive document containing an inventory, goals, objectives, implementation strategies, and a plan for future acquisition. Many of the provisions of the Open Space Plan have been implemented over the last 12 years but further work remains. The two main open space strategies contained in the Open Space Plan that remain valid today are preserving more meaningful open space and connecting open spaces into a system of greenways.

Managed Open Space



Dedicated Open Space



Increase the Quality and Quantity of Open Space

Open spaces are more meaningful when they contribute to an overall open space system, enhance existing open space, or protect important natural or scenic resources. There are numerous methods available to Shelton to increase the quantity and quality of preserved open space.

Increase Open Space Set-Asides

Shelton currently requires a mandatory open space "set-aside" of 10% as part of every subdivision application. With approximately 4,500 acres of developable land remaining, predominantly in the White Hills area of the City, Shelton has an opportunity to preserve significant open space through mandatory set-asides in this area, thereby helping to preserve some of the area's rural character that residents cherish.

From the analysis of existing land use, Shelton has preserved 2,138 acres of land as open space, or approximately 10% of the total area of the City, achieving the modest goal established in the 1993 Open Space Plan. Given that open space preservation is the top planning issue identified by residents, it appears that achieving the goal of 10% preserved open space may not be enough.

Shelton's 2,138 acres of preserved open space represent approximately 14% of the committed land that is either developed or permanently protected from development. There are approximately 4,500 acres of agricultural land, managed open space, vacant land, and underdeveloped land that currently give residents a real or perceived sense of additional open space, but nothing is preventing their future development. Adding this acreage to the preserved open space results in 6,943 acres of actual and perceived open space, which represent 34% of the total area of Shelton.

As these 4,500 acres of unprotected land are developed, not only will the 34% ratio of actual and perceived open space diminish, but the 14% ratio of dedicated open space to committed land as well. To maintain this ratio as the remaining developable land becomes committed land, Shelton should consider increasing the amount of open space to be set aside in new subdivisions from 10% to 15%.

Improve the Quality of Open Space

To improve the quality of open space set-asides, Shelton should adopt an "equivalency factor" that requires the combined percentage of wetlands, floodplain, and steep slopes in the mandatory open space set-aside to be no greater than that of the overall parcel. This prevents developers from consuming a disproportionate share of the buildable land and donating the unbuildable land as open space. In many cases, unbuildable land is self-preserving and does not require the benefit of open space protection.

In fairness to developers, any additional open space donated beyond the mandatory set-aside prescribed for the particular type of development, should not be held to this standard. The Commission should also retain the right to waive the equivalency requirement if land with a higher percentage of unbuildable land

For More Information

See Page 4-29 for more information on conservation development patterns.

would serve a desired open space purpose such as providing a critical link in the greenway system, protecting an important habitat or providing a needed buffer.

While the City should accept stormwater retention/detention ponds for perpetual maintenance when they are designed to serve public streets; in no case should these facilities be counted towards a mandatory open space set-aside, as they serve no legitimate open space purpose.

When there is no appropriate open space within a subdivision, the PZC can accept a fee in lieu of open space equal to 10% of the pre-development value of the parcel being subdivided, to be used to purchase more appropriate open space elsewhere in the community. These funds are placed in an open space trust account established to receive the funds.

Encourage Conservation Residential Developments

In addition to the conventional mandatory open space set-aside, Shelton has another “no-cost” option for preserving more open space during the development process. Conservation Residential Developments (CRD) allow reduced frontages and lot sizes in return for preserving more open space. By permitting development flexibility in return for additional open space preservation, developers unencumbered by conventional zoning requirements are able to set aside open space beyond the mandatory set-aside of a conventional subdivision.

To encourage the use of CRDs, the PZC should consider permitting CRDs as of right, requiring Special Exception Permits for conventional subdivisions, and eliminating the need to design conventional subdivisions for the sole purpose of determining CRD development yields. The uncertainty of the Special Exception Permit process and the requirement of designing a conventional subdivision to determine the development yield of a CDR create financial disincentives and may actually encourage conventional development. By adopting density standards for CRD and applying them to the developable land within a CRD, a development yield approximating a conventional subdivision can be easily determined without the added expense of additional soil testing and preliminary subdivision design. The increased development flexibility, reduced infrastructure costs, and streamlined approval process would make CRDs the preferred development option.

Continue to Fund the Purchase of Desirable Open Space

Several studies have shown that purchasing open space can be fiscally responsible over time when compared to the perpetual costs and benefits of residential development that might otherwise occur. With education costs accounting for 60% or more of the annual City budget, the cost of educating children resulting from new residential development can often exceed new tax revenues, and over time, the cumulative net costs will not only exceed the bonding cost of purchasing the land for open space but will continue to grow in perpetuity.

For this reason, the City should continue annual contributions to the Open Space Trust Account, or to create a more effective open space fund that can be used to immediately purchase significant open space, consider bonding for open space

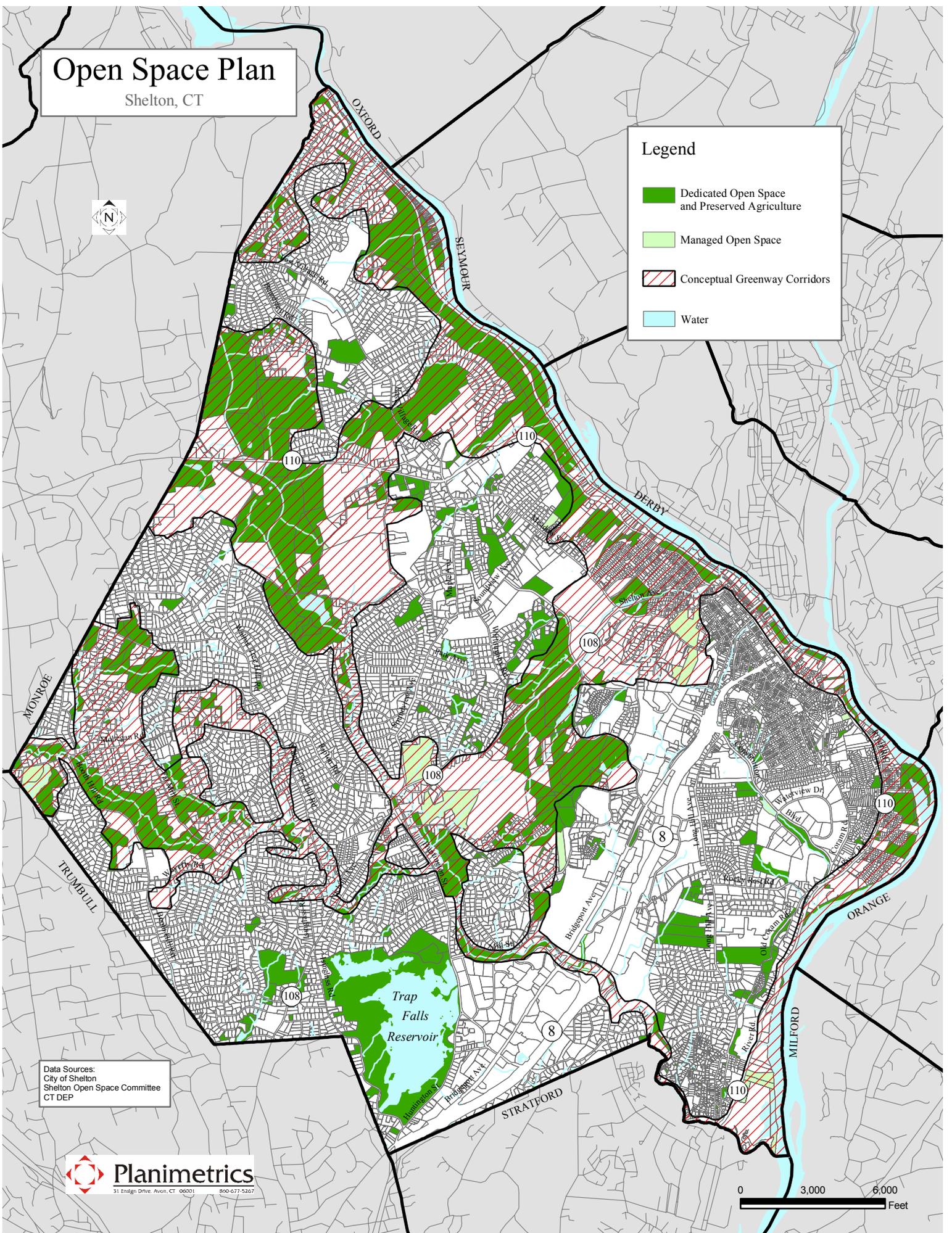
Open Space Plan

Shelton, CT



Legend

-  Dedicated Open Space and Preserved Agriculture
-  Managed Open Space
-  Conceptual Greenway Corridors
-  Water



Data Sources:
City of Shelton
Shelton Open Space Committee
CT DEP

acquisition and using annual contributions to pay down the debt over time. Once adequately funded, the land acquisition fund would be available to quickly acquire key open space parcels as they become available and can be used to leverage matching open space grants, making local funds twice as effective.

Continue to Allow Off-Site Dedication of Open Space

Another method of assuring more effective open space is to allow off-site dedication and/or banking of open space. Off-site dedication of open space allows a developer to more fully develop a parcel of land, provided that an equivalent amount of open space is set aside in a more desirable off-site location. A variation on off-site dedication would be open space banking in which the City would purchase the most desirable open space and allow developers to gradually pay down the purchase as they fully develop parcels of land elsewhere in the community.

Continue the Success of the Greenway System

Interconnecting open spaces with greenways is the most effective way for Shelton to establish a meaningful open space system that provides benefits for both passive recreation and wildlife. A system of greenways can function as wildlife corridors, allowing wildlife to migrate between larger open space habitats. By connecting to the Downtown, Huntington Center and other outlying activity nodes, a trail system within the greenways can not only provide passive recreation but can also reduce dependency on automobiles.

The Open Space Plan recommends a system of four major greenway corridors:

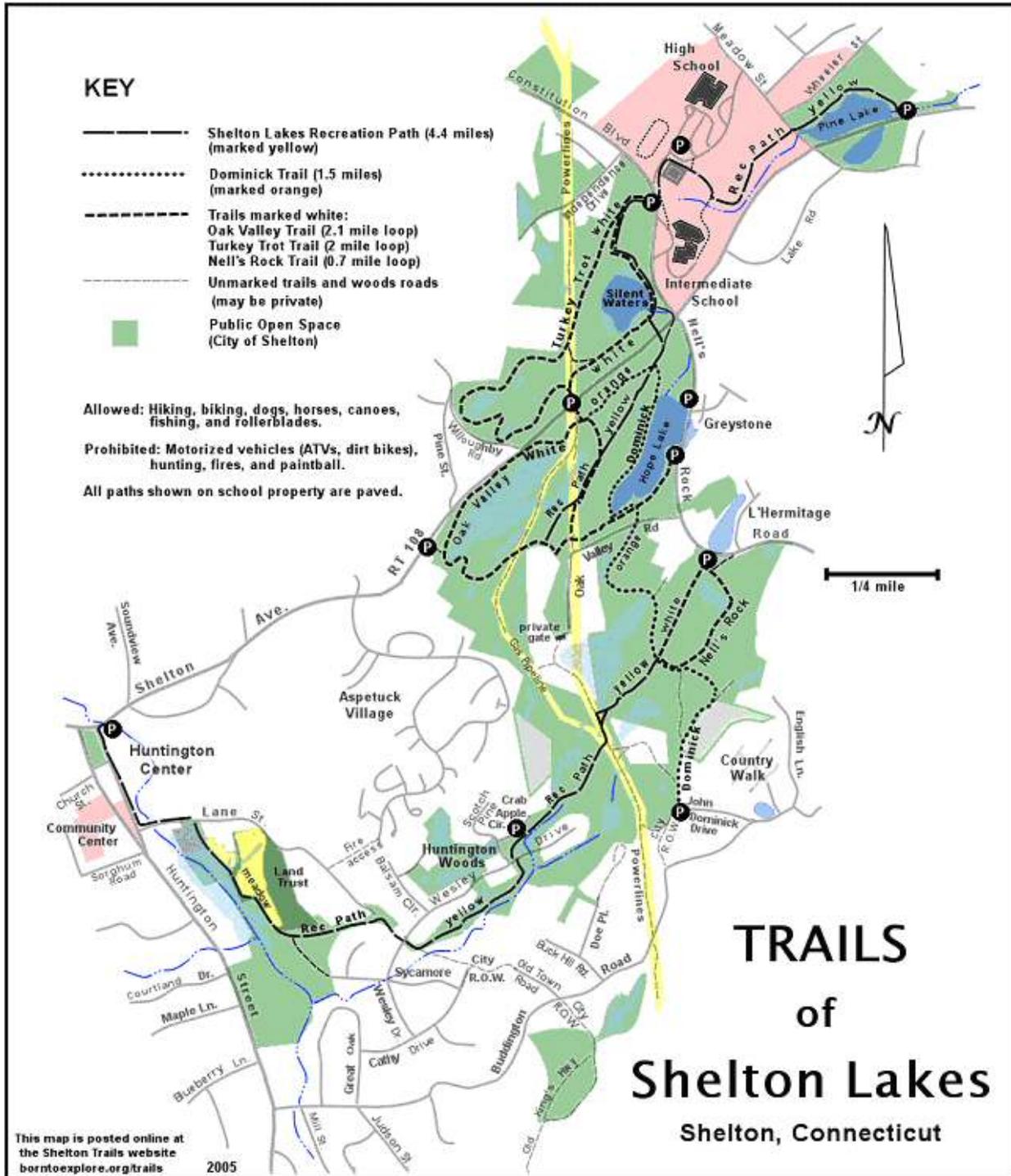
- the Far Mill River Greenway, from Monroe to the Housatonic River,
- the Means Brook Greenway, from Monroe to the Far Mill River Greenway at Huntington Street,
- the Housatonic Valley Greenway, along the Housatonic River from Monroe to Stratford, and
- the Shelton Lakes Recreation Path, from the Housatonic Valley Greenway in Downtown to the Far Mill River and Means Brook Greenways (see map on opposite page).

These greenways encompass significant amounts of protected and managed open space, most of the community's major water bodies, several existing and proposed bikeways and trails, as well as many of the more scenic areas in Shelton. Due to their vital nature to the success of the open space program for the community, critical parcels should continue to be targeted for purchase or other means of preservation, rather than wait for acquisition by mandatory set-asides resulting from future development. The City should encourage other open space organizations to allow public access and secure easements over private property when necessary to complete trail corridors within the greenways.

Integrate Coastal Resources into Greenway Strategy

The Housatonic River has played an important role in the history, economy, and character of Shelton. As a navigable river with access to Long Island Sound, the River is considered an important coastal resource that should be reserved for

river related uses with some form of public access. Acquisitions along the Housatonic Valley Greenway should be prioritized based on critical resource protection and recreational potential such as a trail right-of-way, fishing or boating access or parkland such as the Riverwalk. Where open space ownership is impractical or unattainable, the PZC should at least ensure access to or along the Housatonic River, with appropriate public access signage as part of any development along the River.



Maintain the Open Space Plan

The 1993 Open Space Plan is a well-conceived, comprehensive document that energized a fiscally conservative community to take a proactive role towards protecting open space in a more meaningful manner. Many of the recommendations of that Plan have been implemented, resulting in successful greenway open space acquisition and trail construction. The stated goal of preserving 10% of the City as open space has also been achieved but residents continue to feel that more open space is needed.

The Open Space Plan should be updated to:

- reflect the regulatory and acquisition progress to date,
- incorporate the latest thinking on open space protection,
- reprioritize remaining acquisitions based on the last 12 years of change as well as current opportunities and threats, and
- reflect the current desire for additional open space and recreation opportunities.

The up to date Open Space Plan can then be adopted by the PZC as an addendum to a newly adopted Plan of Conservation and Development and provide far greater detail than the more strategic vision of that document.

Open Space Strategies

1. Amend the Subdivision Regulations to require a mandatory open space set-aside of 15% as part of every residential development application
2. Accept open space or a fee in lieu of open space as part of every subdivision.
3. Adopt an open space equivalency factor and exclude stormwater facilities from mandatory open space.
4. Encourage Conservation Residential Developments.
5. Continue to fund the purchase desirable open space.
6. Continue to allow off-site dedication of open space
7. Continue to implement the established greenway system
8. Prioritize coastal land along the Housatonic River and ensure public access whenever possible.
9. Update and readopt the Open Space Plan to reflect changes since its adoption and establish new goals and policies.

Preserve Agricultural Resources

Agriculture has played an important role in the settlement and history of Shelton. Today it continues to enhance the quality-of-life for residents and remains a strong element of Shelton's diverse community character by:

- preserving Shelton's agricultural heritage,
- providing local produce and other agricultural products,
- providing local employment and diversifying the economy,
- providing educational / tourist experiences, and
- providing perceived open space and contributing to scenic character.

Out of a workshop, focusing on conservation issues came the following action theme.

Preserve agricultural resources to maintain a diverse and balanced community, and protect community character.

Preserve Existing Farmland

According to the most recent land use inventory, Shelton contains slightly less than 1,500 acres of active agricultural land, which accounts for six percent (6%) of the total area of the City. Out of this total acreage, only 138 acres, or less than one percent (1%), has been protected through the purchase of development rights or other means. The remaining 1,325 acres are only protected by the desire of the current owners to farm or otherwise keep them free of development. If developed, these unprotected acres could result in 670 or more dwelling units, based on their current residential zoning and would represent a significant loss to the diverse character of the community.

Shelton should continue to support programs that preserve farmland. The Connecticut Department of Agriculture's Farmland Preservation Program purchases the development rights of farms, with a goal of preserving 130,000 acres of farmland statewide. By selling their development rights under this program, farmers receive an infusion of cash to support continued farming and in return, surrender

At a workshop focusing on conservation issues, residents ranked protecting agricultural resources as the second most important conservation issue.

Pick-Your-Own Fruits and Vegetable



Farmer's Market



For More Information

See Page 3-27 for more information on Public Act 490 tax programs.

their ability to develop the property in the future. This program has been used successfully in Shelton, with the proceeds used to purchase additional farmland, keeping it free from development as well for the time being.

In addition to purchasing development rights, Shelton can protect threatened farmland and ensure its continued agricultural use through the following means:

- purchase outright and lease farmland back to the owner or a tenant,
- purchase outright and sell the development rights under the Farmland Preservation Program;
- resell the land to another farmer without development rights,
- explore alternative farming organizations such as food cooperatives or community gardens, and/or
- purchase at a bargain sale price in return for federal tax deductions and/or continued lifetime use of the property for farming.

In the three-acre R-1A District, it is also feasible to set aside significant open space as farmland or pasture through Conservation Residential Developments (CRD) as exemplified by the Orchard Park subdivision. By allowing a portion of a farm to be developed for housing with reduced lot sizes, the open space can be leased back to the farmer for continued farming or preserved as common pasture and marketed towards homeowners who also own horses; a model that has been applied in several Connecticut communities. Similar to the off-site open space strategy mentioned earlier, a marginal parcel of farmland could be developed in its entirety as a CRD and prime agricultural land could be preserved in another location to balance out the overall density of one dwelling unit per three acres.

Continue to Offer Local Tax Incentives for Preserving Farmland

Section 12-107 of the Connecticut General Statutes, often referred to as Public Act (P.A.) 490, authorizes communities to assess farmland at a lower value when it is actively farmed. While not a true preservation program, P.A. 490 does help farmers by lowering their tax assessment, which helps maintain the viability of farms under what can be difficult economic conditions. Shelton should continue to offer this program to assist farmers with maintenance of agricultural uses.

Encourage and Support Current Farming Activity

There are many programs and policies that can be used to assist farmers as they continue farming in the face of increasing taxes, costs, and competition. Shelton is a farm-friendly community and encourages farming through several programs.

Public Act 490 (PA 490) is a Connecticut law passed many decades ago that enables eligible farmland to be assessed based on its agricultural use and not the fair-market value for its potential “highest and best use,” which is considerably higher for residential or commercial development. Farmland in Shelton is currently enrolled in this program. PA 490 should not be confused with a preservation program, since there is no prohibition against developing farmland enrolled in the program other than a nominal penalty for withdrawal of land from the program during the first ten years. What PA 490 does accomplish is it makes farming more economically viable so that there is less pressure to sell it for develop-

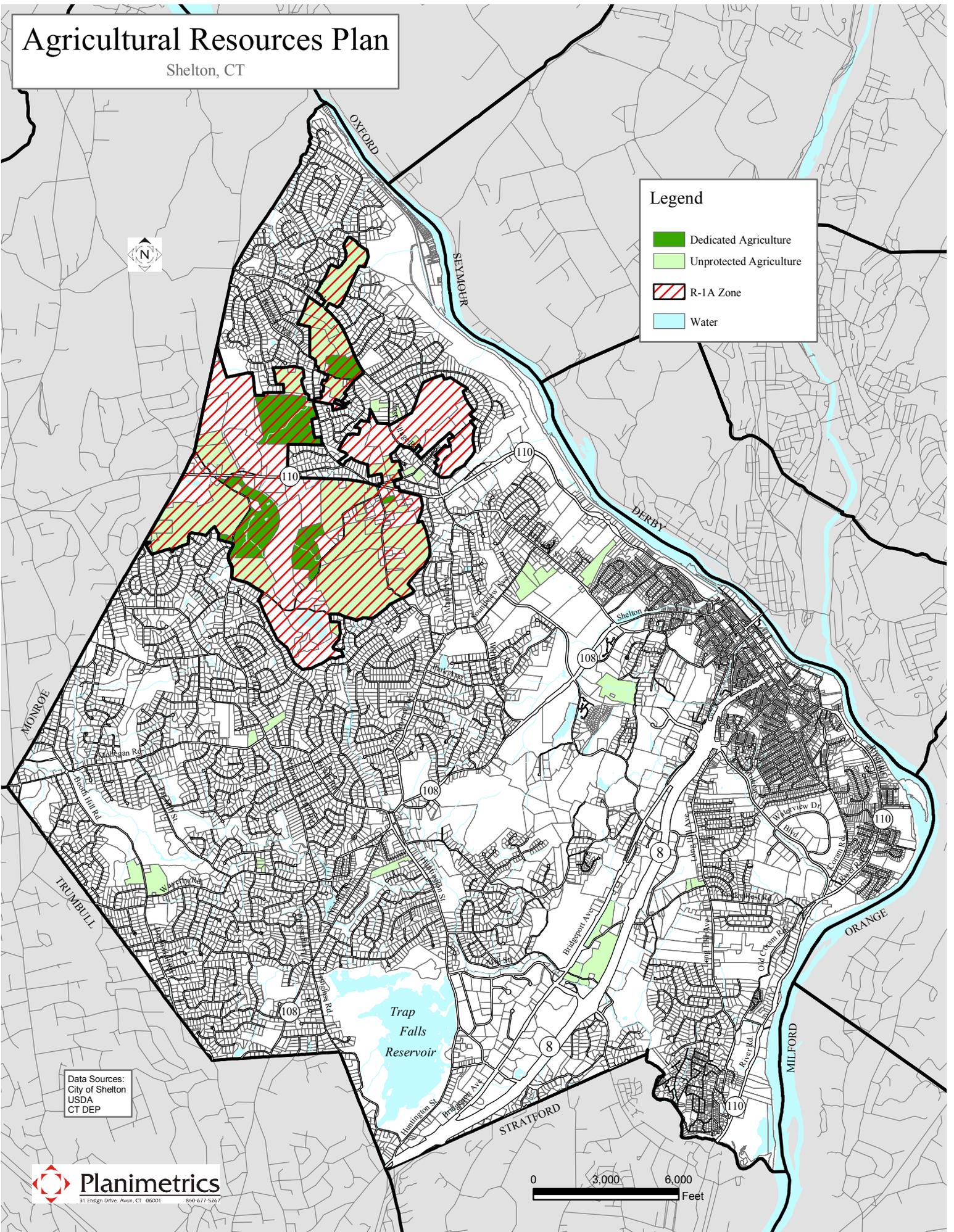
Agricultural Resources Plan

Shelton, CT



Legend

-  Dedicated Agriculture
-  Unprotected Agriculture
-  R-1A Zone
-  Water



Data Sources:
City of Shelton
USDA
CT DEP

For More Information

See Page 4-24 for more information on supporting farming activity.

-ment. Even with reduced assessments, farmland can be more fiscally sound than most residential development, due to its low demand for community services.

Shelton’s Zoning Regulations are also relatively farm-friendly, allowing farming activity in most zoning districts, farm stands for the sale of produce grown on the premises, and large 16 square foot signs on the premises.

Because farms and farm stands are located in rural areas away from commercial activity, they can be difficult for patrons to find. The PZC should consider allowing a limited number of small, remote directional signs, with the permission of property owners, to direct patrons to farms. Alternatively, farmers can be directed to the Connecticut Department of Agriculture (ConnDOAG) and their Connecticut Grown Program that offers Connecticut Department of Transportation (ConnDOT) approved directional signs that lead patrons from busy State highways onto local roads where farms are located. These signs are also installed at the farmer’s expense.

In addition to allowing farm stands, the City operates a farmer’s market on Canal Street in Downtown Shelton that offers an alternative outlet for farmers to sell their produce.

The PZC should consider adding more flexibility for farm related uses. Wineries where patrons can taste and purchase wines, bakeries selling baked goods made with farm produce, restaurants featuring farm produce or wines, and other forms of ecotourism can all add to the continued viability of agricultural uses and attract visitors to Shelton who may patronize other businesses during their visit.

As residential development continues to encroach on farming activity, complaints regarding manure odor, pesticide application, escaped livestock, noise, dust and other nuisances are bound to increase. Shelton can adopt a “Right to Farm” policy that:

- recognizes the importance of agriculture to the community,
- recognizes that the farms existed before the residential development, and
- protects farmers from nuisance claims arising out of the normal (reasonable) operation of their farms.

<p>Agricultural Preservation Strategies</p> <ol style="list-style-type: none">1. Continue to support programs that preserve farmland.2. Consider using alternatives to purchase of development rights for threatened farmland such as purchase and leaseback.3. Allow agricultural use of preserved open space resulting from CRD in the R-1A District.4. Continue to provide tax incentives for farming.5. Allow more flexible farm signs or encourage State approved signs.6. Allow more flexible farm use regulations to encourage ecotourism.7. Adopt a “right to farm” policy to protect agricultural activity from nuisance complaints.
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Preserve and Protect Important Natural Resources

Conservation of natural resources is important in terms of preserving environmental functions, maintaining biodiversity and preventing damage to the environment. Some of the major natural resource protection issues facing Shelton include:

- potential contamination of surface and groundwater resources,
- development of environmentally sensitive areas,
- fragmentation and loss of wildlife habitat, and
- the spread of invasive and/or non-native species.

From the public input received to date comes the following vision statement.

Preserve and protect important natural resources to ensure a healthy and diverse community.

Protect Water Quality

Protecting water quality should be the top priority for natural resource protection. Shelton's surface and groundwater resources provide potable water, contribute to biological diversity, support water dependent uses, and add to the overall quality of life for residents.

Protect Drinking Water Supplies

Surface and groundwater resources are particularly fragile in that once they become contaminated; they can be lost forever as a source of potable water, which can lead to serious economic consequences for the community, the region, and their residents (see sidebar). Shelton contains a public water well field and several surface drinking water reservoirs owned and operated by Aquarion Water Company of Connecticut (formerly Bridgeport Hydraulic Company). The Trap Falls Reservoir in particular is perhaps the most significant source of drinking water for the Aquarion Water Company, serving the greater Bridgeport region. Shelton has a responsibility to the region as well as its own residents, to ensure the continued safety of this critical resource.

Groundwater Resources



Surface Water Resources



Protection of water quality should be the top natural resource priority.

Resources for Preservation

Resources so important to environmental quality or community character that alterations to these areas should be avoided. These include:

- watercourses,
- waterbodies,
- inland wetlands,
- steep slopes (>25 percent),
- 100-year floodplain areas

Resources for Protection

Resources that can and should be protected if development occurs in an environmentally sensitive way. These include:

- water quality,
- public water supply watershed areas,
- areas of high groundwater availability (such as aquifers),
- stream-belt corridors,
- 500-year floodplain areas,
- unique or special habitat areas,
- unfragmented wildlife habitat areas,
- wildlife corridors

Groundwater Threats

As an indicator of the seriousness of the issue of drinking water protection, the Environmental Protection Agency (EPA) has noted 11 significant groundwater contamination sites in Shelton, some of which threaten nearby private wells.

Shelton is required by law to adopt aquifer protection regulations that limit certain activities within “Level A aquifer protection areas”, which is a misnomer since they are defined as the groundwater recharge areas surrounding existing public drinking water wells. Given that these regulations will regulate land uses within “aquifer protection areas”, the PZC is the most logical agency to administer the regulation. Like all Connecticut communities with public drinking water wells, Shelton must await model aquifer protection regulations from the Connecticut Department of Environmental Protection (DEP) before adopting regulations of its own.

While Connecticut’s aquifer protection law protects public drinking water wells, it does not generally protect aquifers or surface drinking water sources from similar contamination. Shelton contains many areas that might be categorized into the following water resource protection areas:

- Level A Aquifer Protection Areas (APA) known to supply existing public drinking wells require a high level of control to protect the public health,
- public water supply watersheds containing a public drinking water reservoir also require a high level of control to protect the public health,
- Level B APAs, preliminarily thought to supply existing public drinking wells, have a high potential to impact Level A APAs located within them and require a high degree of control to protect existing wells and the potential for new wells,
- high groundwater availability areas capable of supplying significant volumes of water for private and public use are a future untapped resource that is vulnerable to the rapid spread of pollutants, requiring a moderate to high degree of protection, and
- watersheds containing aquifers or other high groundwater availability areas capable of supporting public wells require a moderate level of protection due to the lack of an immediate public threat and the undetermined potential of pollution to impact future water resources.

Shelton should consider expanding the required Aquifer Protection Ordinance to prescribe uses according to their potential risk to all of the varying water resource protection areas or creating a separate watershed protection overlay district. The table on page 3-16 ranks land uses from lowest to highest risk for polluting water resources and makes recommendations for their use in the water resource protection areas described above. While not a potable water source, consideration should also be given to restricting uses that require the storage of hazardous materials in close proximity to the Housatonic River.

Underground Storage Tank Removal



Hazardous Materials Pose a Threat



Water Resources

Shelton, CT



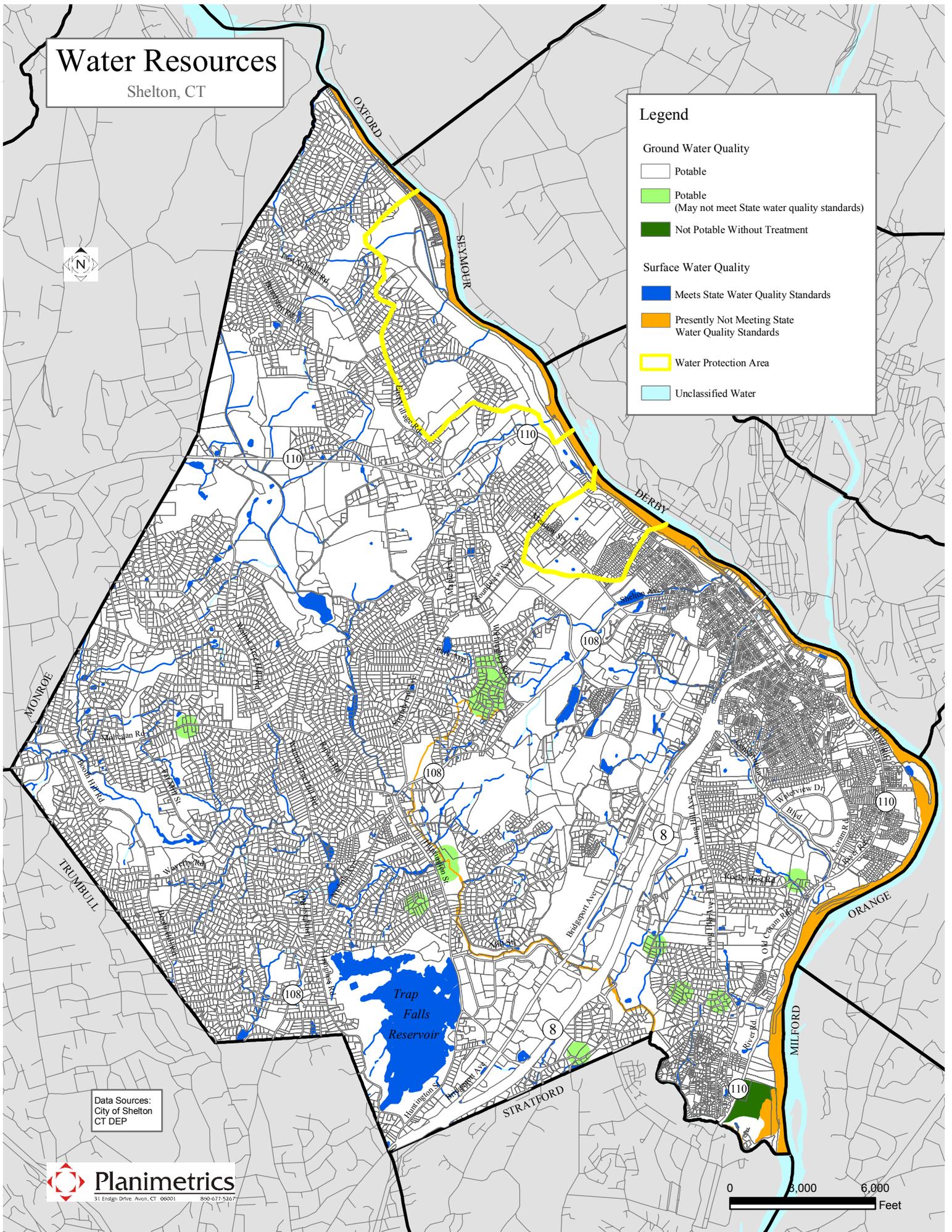
Legend

Ground Water Quality

- White box: Potable
- Light green box: Potable (May not meet State water quality standards)
- Dark green box: Not Potable Without Treatment

Surface Water Quality

- Blue box: Meets State Water Quality Standards
- Orange box: Presently Not Meeting State Water Quality Standards
- Yellow outline: Water Protection Area
- Light blue box: Unclassified Water



Data Sources:
City of Shelton
CT DEP



Planimetrics

31 Ensign Drive, Avon, CT 06001 860-677-5267



Underground Storage Tanks

Residential underground storage tanks or UST were common for many years. By some estimates, one in five residential USTs in Connecticut has leaked. The average cost of removing an intact residential UST is \$2,000 plus the cost of a new above ground tank while the average cost of cleanup of a leaking residential UST in Connecticut is \$8,000. The owner of a leaking UST may also be responsible for nearby contaminated wells. As of 1999, 36 communities in Connecticut adopted some form of UST regulations.

Many insurance companies will not issue homeowners insurance on homes with UST and many homeowners policies will not cover the cost of cleanup of a leaking UST.

The median length of tenure for single-family homeowners in Connecticut is 15 years, meaning that half of the homeowners have lived in the same home for more than 15 years. The average life expectancy of a UST is 15 to 20 years.

Recommendations for New Uses in Water Resource Protection Areas

Lowest Risk		
	Use	Recommendation
A	1. Water company owned land	Should be permitted anywhere
	2. Passive recreation and open space	
	3. Parks and forests	
	4. Private land managed for forest products	
	5. Developed recreational use, public parks	
B	1. Field crops or permanent pasture	Should be permitted anywhere
	2. Low density residential ($\geq .5$ units/acre)	
	3. Churches, municipal offices	
C	1. Agricultural production - dairy, livestock, poultry, nursery, orchards	Generally preexisting uses, best management practices recommended
	2. Golf courses	Conditionally permitted in all water resource protection areas except Level A APAs upon adherence to best management practices and connection to public sewers where applicable
	3. Medium density residential (1 to 2 units/acre)	
D	1. Institutional uses - schools, hospitals, nursing homes	Conditionally permitted in Level A and B APAs, public water supply watersheds and designated high groundwater availability areas upon adherence to best management practices and connection to public sewer. Adherence to best management practices and connection to public sewer recommended in other water resource protection areas
	2. High density housing (<2 units/acre)	
	3. Commercial - with nothing more than domestic sewage discharges	
	4. Assembly, storage, research - with nothing more than domestic sewage discharges	
E	1. Retail commercial - gas and auto service stations, dry cleaners, photo processors, medical arts, furniture strippers, beauty shops, junk yards, machine shops, radiator repair shops, print shops	Prohibited in Level A and B APAs, public water supply watersheds and designated high groundwater availability areas. Conditionally permitted upon adherence to best management practices and connection to public sewers where applicable
	2. Manufacturing, processing, research	
	3. Waste disposal lagoons, bulky-waste landfills	
	4. Cemeteries	
Highest Risk		

Use risk factor information from Connecticut Department of Environmental Protection

Underground storage tanks (UST) for residential fuel oil are another significant threat to groundwater resources as the DEP estimates that one in every five residential USTs in Connecticut has leaked in the past. In 1998, the DEP required steel, single-walled, commercial USTs (that were highly susceptible to leaking) to be removed or replaced with new tanks that have such added safety features as double walls, non-corroding fiberglass on plastic construction, concrete containment vaults, and leak monitoring systems to reduce the risk of contamination. Unfortunately, the new rules did not apply to residential USTs.

For many residents, a UST is out of sight, out of mind, and they never give them any thought until something goes noticeably wrong. Many lending institutions and insurance companies will not lend money or issue policies on residences with USTs and will require their removal and replacement with indoor, aboveground tanks before closing loans or issuing policies. While helpful, this process does not always address longtime residents who have owned their homes for decades, when the average life expectancy of a steel walled UST is 15 to 20 years.

To address this issue, many communities have adopted Underground Storage Tank Ordinances that regulate USTs to varying degrees. Such an ordinance can require any combination of the following:

- registration and monitoring of all USTs,
- the immediate removal of USTs of undocumented age,
- the removal of all USTs that have reached their expected life, and
- amortization of all USTs over time before requiring their removal.

Shelton should evaluate the threat of USTs to groundwater resources and if warranted adopt a UST ordinance.

Septic systems pose a similar threat to both groundwater and surface water resources in that they are also out of sight and out of mind until something goes wrong. Septic system failures can lead to the contamination of stormwater runoff with such organisms as E. Coli and Cryptosporidium, which can then migrate and contaminate surface and groundwater drinking supplies. Septic systems generally require regular maintenance to function properly and reach their useful life expectancy, but in some cases can continue to function despite years of neglect before prematurely failing.

To address this issue, many communities create Septic Management Programs that encourage or require residents to monitor and regularly maintain their septic systems. These programs can range from a simple system of reminders to perform regular maintenance to requiring mandatory inspection and maintenance, with contractors providing proof to the local Sanitarian.

Shelton should evaluate the threat of septic systems on drinking water resources and if warranted, create a Septic Management Program to avoid the necessity of extending public water and sewer lines to serve areas of widespread septic failure.

Improve Stormwater Management

Shelton has liberal lot coverage requirements that allow up to 50% impervious coverage in residential districts and up to 90% in commercial districts. Impervious surfaces can increase the volume and velocity of stormwater flowing off a developed site, causing erosion as well as collecting and concentrating non-point source pollutants such as:

- road sand and salt;
- automotive fuel, oil and grease; and
- fertilizers and pesticides.

Under the Environmental Protection Agency's (EPA) new National Pollution Discharge Elimination System (NPDES) Phase II guidelines, Shelton and any commercial properties tying into its stormwater system will be responsible for reducing the discharge of pollutants to the maximum extent practical through the implementation of a series of minimum control measures and best management practices summarized below.

Impervious Surfaces

Impervious surfaces are buildings structures and paved surfaces that do not allow stormwater to soak into the ground, thus creating additional stormwater runoff.

Pervious Pavement

Pervious paved surfaces such as grass pavers, open grid block pavers, and permeable bituminous pavement can be used to effectively reduce lot coverage from a stormwater management perspective. While not acceptable in all situations due to the tendency of motor vehicles to leach oil and grease onto paved surfaces, these materials can be used in limited applications such as remote fire lanes, or parking areas that are used infrequently or seasonally. Examples include overflow church parking that is used seasonally or at least only once a week; and seasonal commercial parking that is only used for periods of seasonal high demand but remain unused for ten months out of the year.

Housatonic River

The Housatonic River is an important water resource for the community and the region, providing recreational opportunities and contributing to the character of the community. Strategies located throughout this Plan are designed to maintain and improve its water quality; maintain and ensure future accessibility through open space acquisition, a greenway system and as part of new water dependent and other riverfront development; and to protect and provide access to its scenic character.

While there are instances where it makes sense to discharge stormwater into rivers and streams as fast as possible to make room for increased flows delayed further upstream, Shelton should consider adopting a Zero Increase in Runoff Policy for those instances where the rapid discharge of stormwater into streams would lead to excessive erosion or flooding. A Zero Increase in Runoff Policy requires the rate of stormwater flow leaving a developed property to be no greater than the pre-development flow. This is accomplished through the detention and metered release of stormwater from facilities such as catch basins and detention ponds. Because the volume of stormwater is actually increased due to impervious surfaces, these facilities will mete out stormwater at the same predevelopment rate but for a longer duration. Retaining the first inch of stormwater from new developments can improve the quality of stormwater runoff by capturing the first flush of non-point source pollutants washing across paved surfaces and lawns.

Reducing impervious surfaces can directly reduce the amount of surface runoff that must be collected and treated. Runoff from building roofs is generally considered clean water. By discharging it onto lawns or impervious surfaces, it can become contaminated with non-point source pollutants and add to the volume of stormwater that must be managed. Roof runoff can be safely disposed directly into the ground by connecting roof leaders into special catch basins that temporarily store and allow water to infiltrate into the ground at a high rate, effectively removing building roofs as impervious surfaces on a site.

Lot coverage, parking, and road standards can all be examined for possible reductions. Effective Impervious Lot Coverage standards can be adopted and used in conjunction with modified Lot Coverage standards to encourage the infiltration of clean runoff, reductions in paved surfaces, and the use of pervious pavement that allows infiltration of stormwater in limited applications. Impervious surfaces can also be reduced by encouraging shared parking between non-competing uses such as churches and offices. By reducing the amount of lot coverage and allowing higher, effective impervious surface coverage that takes into account roof runoff infiltration, permeable pavement, and similar measures, stormwater runoff can be reduced while minimizing impact on the City's limited economic development resources.

Runoff from many paved surfaces should be treated before being discharged into the ground or nearby surface waters. This can be accomplished by a combination of mechanical and natural means. Oil and grit separators, if properly maintained, can remove the bulk of automotive fluids, sand, and silt from pavement runoff before it is discharged. Certain natural wetlands vegetation are also capable of filtering sand and silt and even absorbing some pollutants. Used in combination, these measures can significantly improve the quality of stormwater being released into the waterways of Shelton.

The quality of stormwater runoff can also be improved and volumes reduced through water quality education programs such as those offered by the Nonpoint Education for Municipal Officials (NEMO) program of the UCONN Extension Service. NEMO provides training and educational materials to help communities understand the importance of protecting water quality and provides solutions that can be implemented at every level from corporations down to individual homeowners.

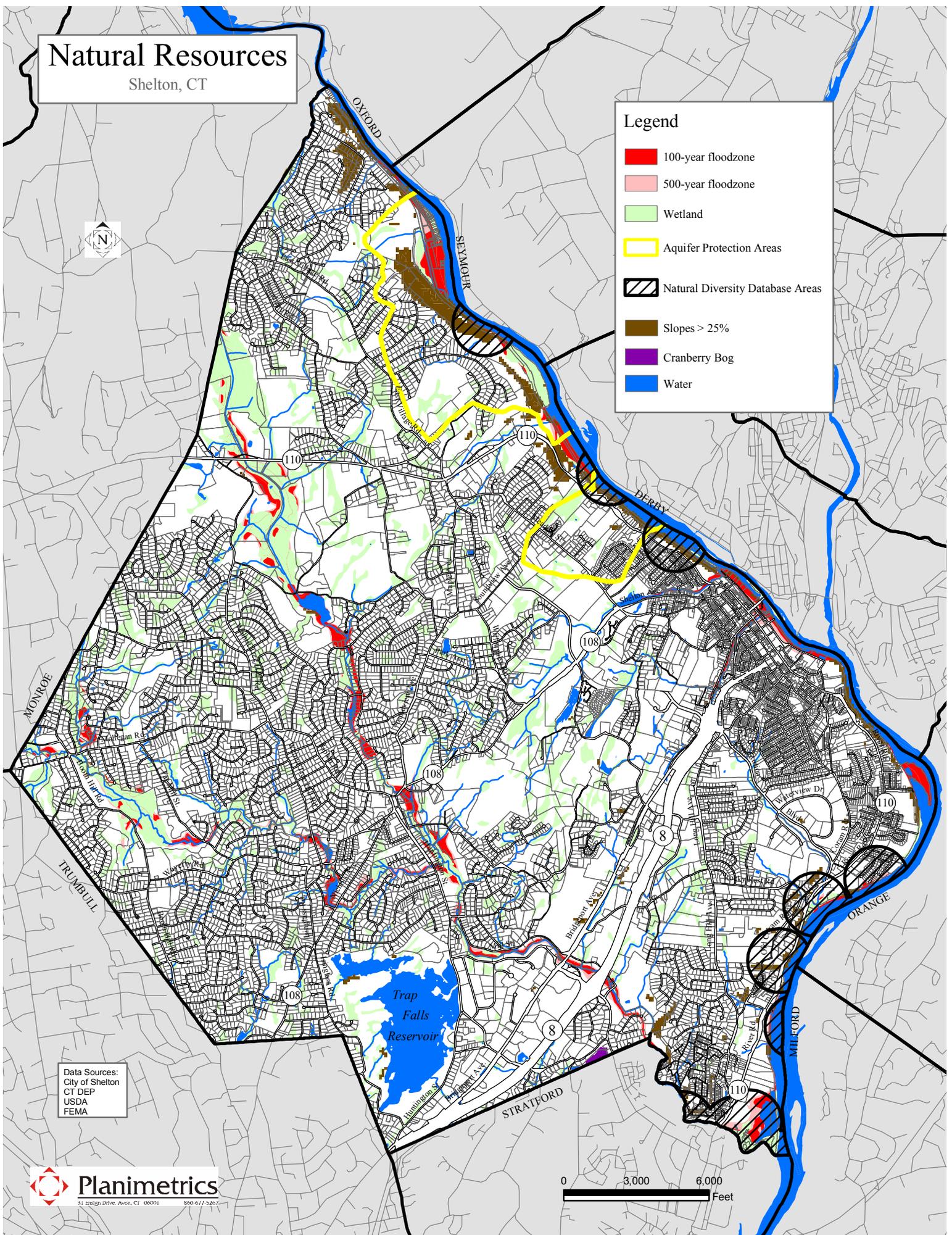
Natural Resources

Shelton, CT



Legend

- 100-year floodzone
- 500-year floodzone
- Wetland
- Aquifer Protection Areas
- Natural Diversity Database Areas
- Slopes > 25%
- Cranberry Bog
- Water



Data Sources:
City of Shelton
CT DEP
USDA
FEMA

Builder's Acre

An acre of land is 43,560 square feet in area. For simplicity, Shelton's R-1 District has a minimum lot size of 40,000 square feet, which is 3,560 square feet short of a full acre. This is referred to as a "builder's acre." The R-1A District requires a minimum lot size of 120,000 square feet, or three builder's acres.

Efficiency Loss Factor

Most developable parcels of land are irregular in area and shape. When applying minimum lot sizes and frontages to a parcel, there is invariably excess land that is either incorporated into larger building lots or added to the open space set-aside. An efficiency loss factor accounts for these irregularities so that PRD and CRD, which are unencumbered by large minimum lot sizes and frontages, do not result in additional building lots.

Protect Sensitive Soil Resources

Shelton's Zoning Regulations are conventional in that they prescribe residential lot sizes according to general conditions such as historic development patterns and the availability of public water and sewer. The local conditions within these districts can vary considerably from one parcel to next due to the existence of wetlands, steep slopes, and other soil conditions that impact development.

To ensure a minimum buildable area on each residential building lot, Shelton adopted a buildable land regulation that subtracts watercourses, wetlands, and steep slopes (>25%) from the minimum lot size of individual lots. The PZC should consider adding 100-year floodplains to the regulation since their development is highly restricted under the Flood Damage Reduction Ordinance.

While appropriate for conventional subdivisions, the buildable land regulation cannot be used for Planned Residence Districts (PRD) and Conservation Residential Developments (CRD), forcing developers to design a conventional subdivision that adheres to the buildable land regulation for the sole purpose of determining development yield. PRDs and CRDs can only be applied to the R-1 and R-1A Districts, with one-acre and three-acre minimum lot sizes respectively (see sidebar). To encourage alternative types of development, the PZC should consider adopting density factors for these districts that take into account the minimum lot size; open space set-aside; road right-of way; and a lot configuration efficiency loss factor (see sidebar).

After applying the buildable land standard to an entire developable parcel to determine the amount of developable land, the appropriate density factor can be applied to the developable land to produce a comparable development yield to a conventional large-lot subdivision. This process negates the need to design a conventional subdivision for the sole purpose of determining development yield, thus removing a financial impediment to using alternative development patterns. To remove the fear that density factors might reduce development yield, the PZC can give developers the option of choosing between the no-cost density factor approach and the conventional subdivision design approach required today.

The environmental benefit of applying the buildable land regulation and then a density factor to PRDs and CRDs is that it virtually removes development pressure from sensitive soils because their development or incorporation into building lots (where they can be disturbed) is no longer necessary in order to maximize development yield.

Exposed Ledge



Steep Erodible Soils



By requiring proposed limits of clearing on site plans and subdivisions, clearing, cutting, and filling can be minimized in sensitive areas.

Preserve Wildlife and Habitats

As Shelton continues to develop, pressure on wildlife will increase, as habitat is lost to development. This can lead to increasing conflicts between wildlife and humans as bears, deer, geese, raccoons and other animals create nuisances in their search for food or simply staking out their instinctive territory.

Surprisingly, neither the Subdivision Regulations nor Zoning Regulations contain any language pertaining to the consideration of wildlife and their habitat in the development of land. While the existence of wildlife habitat is rarely an obstacle to development, adding language that requires applicants to consider impacts on wildlife and their habitat could result in efforts to mitigate or avoid impacts.

The DEP maintains a Natural Diversity Database (NDDB) that identifies areas where species of concern that are threatened or endangered may exist within Shelton. When development proposals occur in these areas, applicants should be required to work closely with City, and DEP staff if necessary, to mitigate any impacts on the species of concern and their habitat.

NDDB sites are not the only significant wildlife habitat in Shelton. Through the efforts of the City, the State, and the Shelton Land Trust, significant amounts of open space that also serve as wildlife habitat have been preserved in Shelton. Shelton's growing greenways as well as watershed land owned by Aquarion Water Company provide large contiguous open spaces and corridors for wildlife to live and migrate through.

Another simple measure of added protection for preserving the natural ecosystem is to prohibit the deliberate introduction of non-native or invasive species during the site development or subdivision process. Invasive plant and animal species with no predators can aggressively multiply; replacing or depleting native wildlife food sources, leading to erosion, costly property damage and even threatening human health and safety when species are toxic such as the giant hogweed shown below. Encouraging the use of native plants that do not require fertilizers and broad-based pesticides can also help to improve water quality.

Conflicts Between Man and Nature



Invasive Plant Species



Natural Resource Protection Strategies

1. When adopting mandatory aquifer protection regulations, assess the threat to other surface and ground drinking water, and coastal water resources and expand the regulations to offer equal protection if necessary.
2. Evaluate the threat of underground storage tanks (UST) to groundwater resources and adopt a UST ordinance if necessary.
3. Evaluate the threat of septic system failures on surface and ground drinking water supplies, and adopt a Septic Management Program if necessary.
4. Adopt a “Zero Increase in Runoff” policy to reduce stormwater impacts such as erosion and flooding on downstream properties.
5. Adopt effective impervious coverage requirements to encourage reductions in stormwater runoff.
6. Require the capture of the first inch of stormwater and the natural and/or mechanical treatment of stormwater before its release.
7. Take advantage of water resource protection education programs.
8. Ensure public access to the Housatonic River.
9. Amend the Subdivision and Zoning Regulations to require applicants to work with Staff and/or the DEP to avoid or mitigate impacts on species of concern identified in the DEP’s Natural Diversity Database.
10. Amend the Subdivision and Zoning Regulations to require applicants to consider wildlife and their habitat in their designs.
11. Amend the Subdivision and Zoning Regulations to require proposed limits of clearing on site plans and subdivisions.
12. Prohibit the use of invasive species as landscaping for site plans and subdivisions and encourage the use of native plants that do not require fertilizers and broad-based pesticides.
13. Modify the buildable land regulation to apply to entire CRD and PRD developments and include floodplain in the definition.
14. Adopt density standards for R-1 and R-1A Districts to facilitate CRD and PRD.

Excess Pavement Increases Runoff



Failing Septic System



Preserve Historic Resources

Shelton, like many New England communities has a long and rich history. Many historic buildings, some dating back as far as the early 18th Century, are evident today, adding to the character and fabric of the community.

Preserving Shelton's heritage was the number three priority for resource protection after open space/greenways and agricultural resources. This strong sentiment could be due not only to the importance of historic resources to maintaining Shelton's unique identity, but to the fact that there are virtually no protections in place for these resources.

Preserve historic resources to preserve Shelton's history and protect community character.

Shelton does have one National Register Historic District along the Huntington Green, which was the historic heart of the Ripton Parish. While honorary in nature this designation could offer tax advantages for the rehabilitation of historic properties within the district.

Establish Preservation Programs

Update Historic Surveys

Before the City can establish any historic preservation programs, an up to date citywide survey of historic properties should be conducted to identify historic and architecturally significant structures and document the details that make them worthy of preservation. A rudimentary survey completed by volunteers in the 1970s and another of Downtown Shelton, completed in 1978 after the Sponge Rubber Products factory fire could serve as a good base of information. Once completed, concentrations of historic and/or architecturally significant structures, perhaps located in areas such as Downtown, Huntington Center, and White Hills, can then be considered for local historic district or village district designation.

Establish Local Historic Districts

In order to exercise regulatory control over the architectural integrity of historic resources within this and other historic areas of Shelton, property owners within historic areas would need to vote to establish a local historic district. A Historic District Commission, appointed by the Board of Aldermen, would then adopt and administer regulations requiring a Certificate of Appropriateness for certain exterior architectural improvements within a district that are visible from a public street. While the scope of regulations may vary from one district to another, the intent should be to ensure that improvements do not harm the architectural character of individual properties or the surrounding district. Property owners within local historic districts often appreciate the protection of their investment in maintaining and rehabilitating their properties offered by the assurance of continued historic and architectural integrity of neighboring properties.

Historic District Myths

*Historic District Designation will lower the value of homes: **False.*** Studies have shown that both national and local historic district designations can stabilize or increase property values relative to similar properties outside of historic districts.

*Local Historic District Commissions can regulate changes to the interior of buildings: **False.*** Commissions can only regulate the exterior appearance of elements that are visible from the street. Interior changes or exterior alterations and additions that are not visible from the street are not regulated.

*Local Historic District Commissions can control the color of your house: **False.*** Painting your house is routine maintenance and is not a regulated activity. A Commission, if requested, might offer advice to a property owner on historic paint schemes.

*Local Historic District Commissions can prohibit the installation of handicapped access ramps or fire escapes: **False.*** Commissions cannot prohibit the permitted installation of features required to protect health and safety.

Historic Tax Abatements

CGS Sec. 12-65e and Sec. 12-121e authorize communities to fix assessments during rehabilitation and/or phase in increased assessments resulting from the rehabilitation of blighted properties within a designated rehabilitation area or cited under a local blight ordinance.

Historic Structures

Generally speaking, a historic structure has to be at least 50 years old to be historically significant, although this figure can vary according to the purpose of the designation. For example, a Demolition Delay Ordinance can specify a qualifying age for the purpose of delaying the demolition of architecturally or historically significant structures.

National Register Historic District

Huntington Center National Register of Historic Places

- Commodore Hull School
- Plumb Memorial Library

Examples of Undesignated Historic Structures

The following are just a few examples of historic structures that could be eligible for designation on either the national, state or a local register of historic places:

- Huntington Congregational Church
- Marks-Brownson House
- Ousatonic Dam and canal
- St Paul's Episcopal Church
- St Joseph's Church
- Pierpont Block
- Trap Falls School
- White Hills Baptist Church
- Wilson Barn

Seek Certified Local Government Status

Once a local historic district is established, Shelton would be eligible for Certified Local Government Designation. As a Certified Local Government, a local historic district would be eligible to apply for State and Federal historic preservation grants to conduct rehabilitation, education and other historic preservation programs.

Investigate Village District Designations

Another tool for protecting the aesthetic character of historic properties is the "village district." Adopted by Planning & Planning and Zoning Commissions (PZC), a village district is a zoning district that allows for a high degree of architectural and site design control within established villages such as Downtown and Huntington Center that would otherwise be beyond their jurisdiction. A village district typically applies to commercial and multi-family developments, ensuring that as properties are redeveloped, or infill development occurs, the development will be in character with the surrounding village. Unlike a local historic district, village districts may be adopted unilaterally by the PZC after an application and public hearing in accordance with their established zoning procedures.

Provide Regulatory Incentives for Preservation

To encourage rather than mandate historic preservation, regulatory incentives such as adaptive re-use provisions can be adopted by the PZC to give property owners of historic mills or other significant historic properties flexibility in re-tenanting their properties in return for making repairs that ensure the continued architectural and historic integrity of the property. The Central Business District allows such flexibility in Downtown Shelton.

Provide Financial Incentives for Preservation

The Board of Aldermen (BOA) and/or Board of Apportionment and Taxation (BAT) can provide economic incentives such as tax abatements for the restoration or improvement of historic resources, provided such improvements do not compromise the architectural or historic integrity of the property (see sidebar). Such abatements are a "win-win" situation for both the City and property owner. By deferring or phasing in the tax increase on the improved value of a historic property, property owners are not immediately saddled with higher property taxes while paying for renovations, which would otherwise be a disincentive to improving their property. The City ultimately benefits from both the aesthetic improvement to properties as well as the eventual increase in property taxes when the properties are later assessed at their new full value (see sidebar).

Seek Alternatives to Demolition of Historic Properties

While not ultimately offering protection, the BOA can adopt a demolition delay ordinance that requires as much as a 90-day waiting period before historic buildings can be demolished. This waiting period allows the opportunity to seek alternatives to demolition such as purchasing the property, relocating the structure(s), or at a minimum, salvaging architectural components before buildings are

destroyed. The Shelton Historic Center offers fine examples of structures that were moved to ensure their preservation.

Encourage “Sensitive Stewardship”

Owners who are committed emotionally and financially to maintaining historic resources can be the most effective means of preserving them. Sensitive stewardship is the notion that owners of historic properties are temporary stewards of a historic community resource and have a responsibility to maintain their architectural and historic integrity and pass that responsibility on to future owners. Without pride and sensitivity in ownership, no regulatory or incentive program can prevent the loss of historic resources due to neglect and ultimate demolition.

Utilize Recognition Programs

One way to encourage sensitive stewardship is through such recognition programs as the National and State Registers of Historic Places. Shelton already has several designations on both historic registers but there are clearly additional properties worthy of designation (see sidebar).

National or State Historic Register designation is an honorary program with no regulatory impacts on owners. However, it does offer limited protection from federally funded programs such as Federal Highway Administration (FHWA) funded highway projects, requiring such projects to mitigate impacts on National Register designated properties. Designation can also benefit owners of historic commercial properties by making renovations thereof eligible for federal tax credits if renovations are completed in accordance with historic renovation guidelines established by the Secretary of the Department of the Interior. Several Downtown buildings, including the Pierpont Block and Victory Restaurant Building, were renovated during the 1990’s and had they been on the National Register of Historic Places, might have been eligible for historic tax credits equal to 20% of the cost of the renovation. While unfortunate, rehabilitation of historic structures in a manner that does not preserve historic or architectural integrity is not prevented by National or State Historic Register designation.

Shelton can also establish an honorary local register of historic places to acknowledge properties of local historic significance without the formality of an application for federal or state designation. Such a program can be administered by the Shelton Historical Society and could include a voluntarily historic placard program to indicate the original owner and/or date of construction of local historic buildings. While adding no protection to a property, it can instill pride in ownership and encourage preservation efforts.

Continue to Provide Educational Resources

Education programs are another critical component of any historic preservation program. Many owners of historic properties are unfamiliar with historic preservation techniques and have been known to rebel against historic register designation, local historic district designation, and village district designation for fear that they will lose control of their property or be financially harmed. Historic register programs are honorary and offer positive benefits without any regulation

whatsoever. The purview of local historic districts is limited to the architectural appearance of historic properties from the street and does not reach beyond to the rear or interior of structures (see sidebar). Village districts are often confused with local historic districts but maintaining architectural and historical integrity is not their primary function. Once property owners understand that the benefits of historic preservation outweigh any limitations that it may create, they will be more likely to support historic preservation initiatives in the future.

Historic Preservation Strategies

1. Conduct a citywide historic resource inventory.
2. Consider encouraging the creation of one or more Local Historic Districts for identified concentrations of historic properties.
3. Seek Certified Local Government Status to become eligible for state and federal grants and loans for historic preservation programs and restoration projects.
4. Consider encouraging the creation of Village Districts to regulate historic mixed-use commercial areas.
5. Continue to provide adaptive reuse provisions for historic properties.
6. Allow tax abatements for restoration or improvements to blighted historic properties that do not compromise their architectural or historic integrity.
7. Adopt a demolition delay ordinance that requires up to a 90-day waiting period before the demolition of a historic structure.
8. Encourage applications for National and State Historic Register designation.
9. Consider establishing a local register of historic places and providing historic placards to instill pride in ownership.
10. Continue to seek ways to provide educational programs and technical assistance to owners of historic resources.

Historic Water Trough / Fountain



Historic Recognition Plaque



Preserve Scenic Resources

For More Information

See page 3-10 for more information on Public Act 490 tax programs.

Shelton possesses a unique combination of natural and man-made features that make it a scenically diverse community. From its historic urban waterfront along the Housatonic River to the agricultural uplands of White Hills, Shelton's scenery is a major component of the City's overall community character.

Like natural and historic resources, if not adequately protected, these scenic resources can be spoiled and lost. Shelton residents agree and feel that the City should do more to protect these important resources.

Preserve scenic resources to protect community character.

Protect Scenic Areas and Vistas

Scenic resources generally fall into two main categories: vistas that afford distant scenic views and scenic areas that are scenic in themselves, but may also be viewed from afar. Shelton contains many scenic vistas including long views along the Housatonic River, views across several scenic reservoirs, overhead views of Downtown, and more distant views across the rolling countryside from several western hills. Much of the scenic riverfront is privately owned but the general public is still able to enjoy glimpses from various roads, and locations such as Indian Well State Park, Riverview Park, and the Downtown Riverwalk offer more expansive views. Shelton's gently rolling uplands do not offer many vistas but there are occasional expansive views across farms and water bodies.

In order to protect these resources, the Conservation Commission or a similar organization should conduct an inventory of scenic resources. Once identified, strategies can be developed to help protect them such as scenic road designation, easements, or acquisitions.

The Connecticut Coastal Management Act (CMA) provides the Planning and Zoning Commission the statutory authority to consider the impacts of proposed developments on views and vistas within the coastal boundary along the Housatonic River. The Commission should consider adopting a 50-100 foot buffer review area abutting the Housatonic River in accordance with the CMA.

Consider Expanding PA 490 Programs

Section 12-107 of the Connecticut General Statutes (P.A. 490) also authorizes communities to assess forest and open space at lower values for as long as it remains undeveloped. While not a true preservation program, P.A. 490 does encourage property owners not to develop their land simply due to their property tax burden. Shelton currently has both farmland and forest programs under PA 490 and may want to consider enacting an open space program to retain Shelton's remaining rural charm for as long as possible or until other resources can be marshaled to permanently protect it.

Protect Scenic Roads

Shelton has many scenic roads such as Huntington Street, Isinglass Road, and Nells Rock Road located throughout the City. Some are lined with stone walls and covered by canopies of trees, while others offer scenic views of natural beauty or historic, man-made structures. Like Shelton's historic resources, these roads are relatively unprotected and could lose their scenic charm due to road widening, utility line maintenance, or roadside development.

Shelton's Scenic Road Ordinance is one way to protect scenic road elements within City street rights-of-way. The Ordinance allows property owners along qualifying scenic roads to petition the PZC to designate a portion of a City street as a local scenic road. Once designated, the ordinance would limit improvements to the road that might impair its scenic character such as widening, adding curbing, or removing stone walls and significant trees.

Unfortunately, many of the elements that make the roads scenic often lie beyond the road or right-of way. Stone walls, significant canopy trees, rustic barns and scenic meadows are typically beyond the reach of state and local scenic road regulations, requiring a second level of protection.

One method of protecting these scenic elements from roadside development is through conservation easements or open space acquisition during the development process. By encumbering scenic elements with conservation easements or incorporating them into open space set-asides, they remain protected while development is pushed away from road, helping to maintain its scenic character.

Utility maintenance is another major threat to scenic roads as utility companies prune street trees for electrical or telephone reliability. While pruning trees is necessary, it does not always have to be so destructive. The designated City Tree-Warden can put the utility companies on notice that he/she is to be informed of any pruning work and can work cooperatively with the utility companies and their contractors to limit prune more conservatively while maintaining reliability.

Scenic Resource Preservation Strategies

1. Conduct a citywide scenic resource inventory.
2. Seek creative ways to protect identified scenic elements.
3. Amend the Zoning Regulations to consider the impacts of proposed developments on views and vistas along the Housatonic River.
4. Consider amending the Zoning Regulations to include a 50-100 foot buffer review area abutting the Housatonic River in accordance with the CMA.
5. Continue to use open space set-asides and conservation easements to protect roadside scenic elements.
6. Continue to seek coordination between the City Tree Warden and utility companies regarding street tree pruning.

GUIDE APPROPRIATE DEVELOPMENT



Overview

At this point in Shelton’s development history, the City is approximately three-quarters developed. Despite its small area in proportion to the developed areas of Shelton, the remaining undeveloped land holds the economic well-being, community character, and quality of life of Shelton and its residents in the balance. At the current rates of development, this land could be consumed in as little as twenty years, leaving little time to correct the course of its development.

If Shelton is to protect important resources, enhance community character and quality of life, and make the most of the limited opportunities available to achieve these Plan goals, it must carefully guide the remaining economic and residential development to ensure that balanced growth occurs in the most appropriate locations, using the most appropriate development patterns.

The overall vision for the future development of Shelton is as follows.

Guide appropriate and balanced development that maintains a healthy community and contributes to community character and quality of life.

This will be accomplished by focusing on three main action themes:

- protecting and enhancing diverse structural elements of the community,
- guiding appropriate, commercial and industrial development; and
- guiding appropriate residential development patterns.

If Shelton is to protect important resources, enhance community character and quality of life...it must carefully guide the remaining economic and residential development to ensure that balanced growth occurs in the most appropriate locations, using the most appropriate development patterns

Residential Development



Corporate Development



Community structure plays a significant role in defining the character of a community...

Protect and Enhance Community Structure

Community structure is the framework of natural and man-made elements that have historically defined the community and guided its orderly development. Community structure plays a significant role in defining the character of a community and structural elements can contribute or detract from the distinct character or “sense of place” that sets one community apart from another.

Elements of Community Structure

	Natural		Man-Made	
	Nodes	Linear or Dispersed	Nodes	Linear or Dispersed
Enhancing	<ul style="list-style-type: none"> • scenic areas • lakes 	<ul style="list-style-type: none"> • greenways • rivers • streams • ridgelines 	<ul style="list-style-type: none"> • villages • campuses • clusters • gateways • special places 	<ul style="list-style-type: none"> • pedestrian linkages
Neutral				<ul style="list-style-type: none"> • significant roads • railroads
Detracting				<ul style="list-style-type: none"> • strip development • residential sprawl

By protecting natural and man-made structural elements such as greenways and villages that enhance the community, and avoiding the proliferation of detracting elements such as strip commercial development and insensitive residential development, Shelton can preserve its diverse character and unique identity.

Shelton’s community structure includes such diverse elements as Downtown Shelton, Huntington Center, greenways, the Housatonic River, and Route 8 (see map on the opposing page). Each have historically played a role in shaping the development of Shelton or are defining elements in themselves.

Protection of Shelton’s community structure will be guided by the following action theme.

Protect and enhance diverse structural elements of the community to maintain a healthy and balanced community, and protect community character.

This will be accomplished by focusing on four main strategies:

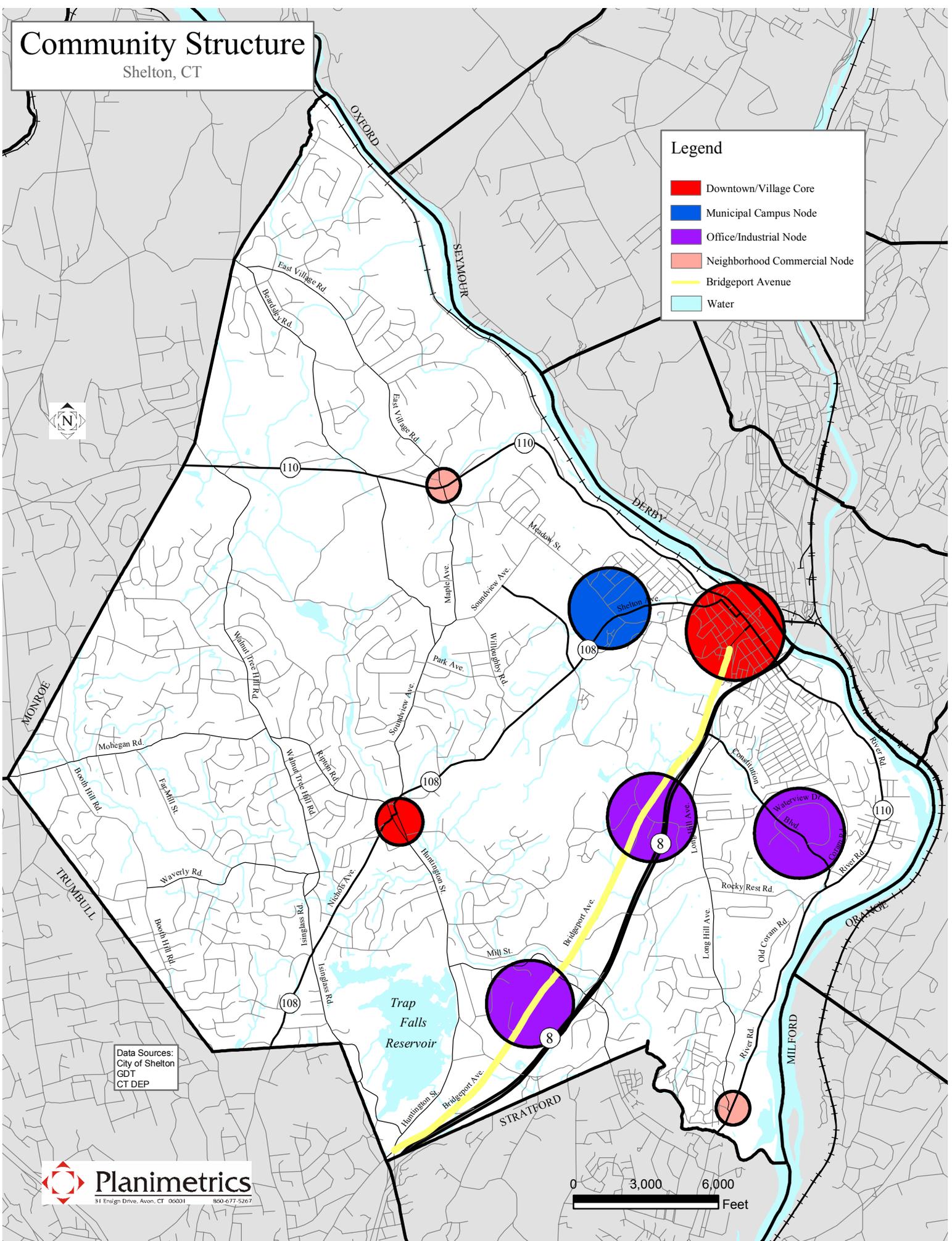
- protecting and enhancing Downtown Shelton,
- protecting and enhancing Huntington Center,
- protecting and enhancing White Hills, and
- protecting and enhancing suburban office /industrial areas

Community Structure

Shelton, CT

Legend

- Downtown/Village Core
- Municipal Campus Node
- Office/Industrial Node
- Neighborhood Commercial Node
- Bridgeport Avenue
- Water



Data Sources:
City of Shelton
GDT
CT DEP

If Downtown Shelton is maintained and enhanced, it can be a buoy that lifts the fortunes and spirit of the entire community, but if neglected, it can become an anchor that will slowly drag the remainder of the city down with it.

For More Information

See page 3-22 for more information on local historic districts and village districts.

Definition of Brownfield

According to the United States Department of Environmental Protection, “with certain legal exclusions and additions, the term ‘brownfield site’ means real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.”

Because of the costs of remediating these conditions, brownfield sites are placed at a significant economic disadvantage with respect to suburban “greenfield” sites that are undeveloped and free of environmental pollutants.

Protect and Enhance Downtown Shelton

Beginning around 1870 and continuing for over 100 years, Downtown Shelton was the civic, economic, residential, and social heart of the community. Today those functions have diminished as civic, economic, and social functions have become dispersed throughout the community in the wake of suburban expansion. Downtown Shelton, with its historic architecture, compact development pattern, and diversity of land uses, still holds value as an important structural element within the community. As was noted during the public workshop at the onset of this planning process, the remainder of the City cannot afford to turn its back on Downtown.

Consider Local Historic District or Village District Designation

To protect the remaining architectural and historic integrity of Downtown Shelton, which will be the seed around which redevelopment will occur; Chapter 4 recommends either local historic district designation by property owners and/or village district designation by the PZC. Each tool has its pros and cons with local historic districts being harder to implement but offering financial incentives, while the PZC can more easily implement village districts, which are not intended to enforce historic or architectural integrity. As also noted in Chapter 4, National Register of Historic Places registration could offer significant tax incentives for restoration of historic Downtown properties.

Continue to Provide Development Flexibility

The Zoning Regulations already allow flexibility for redevelopment in the CBD Overlay District. While laudable, these regulations need more specificity to prescribe minimum standards, ensure compatibility of mixed-uses, and to balance the protection of architectural and historical integrity of buildings and the cleanup of environmental issues with economic development goals. Similar flexibility is needed throughout the commercial core of Downtown if development is to be lured away from more easily developed suburban locations.

Through the efforts for the Shelton Economic Development Corporation (SEDC), Shelton has made significant strides towards remediating “brownfield” conditions in Downtown Shelton that contribute to its economic disadvantage with respect to more suburban locations (see sidebar). Shelton and the SEDC should continue to help property owners and developers to take advantage of state and federal grants and tax credit programs such as the Industrial Site Investment Tax Credit Program for remediating brownfields as they redevelop properties in Downtown Shelton.

Reestablish Downtown as the Civic Center of the Community

While Downtown, on the eastern border of the City, is not the geographic center of the community, it has historically been the center of the community in many other respects. Its geographic location makes the provision some community services such as police protection, ambulance services, and secondary education impractical, necessitating more geographically or demographically central locations to the west. However, moving or duplicating other community services

outside of Downtown over the years, such as the library, community center, and senior center, has diminished the importance of Downtown in community life and reduced the synergy between civic and commercial functions that occurs when residents conducting City business or utilizing City services patronize Downtown businesses.

As demand for existing community facilities continues to grow, consideration should be given to expanding those facilities already Downtown rather than their suburban counterparts or new facilities should be built Downtown, possibly utilizing existing structures along Canal Street in a manner similar to the reuse of the old high school for City Hall.

Consider Becoming a Main Street Community

While some Downtown businesses have already taken the initiative to pool their resources for their collective benefit, Downtown Shelton has a sufficient mass of commercial activity to warrant consideration for membership in the Connecticut Main Street Program (see sidebar) and receive more focused attention on the needs of all existing as well as future commercial tenants and property owners. The Main Street Program is a bootstrap program designed to help downtown merchants help themselves. A Main Street Program can complement the work of the SEDC and could even be made more cost effective by sharing resources. Ten Connecticut cities, towns, and villages ranging in size from the village of Rockville to the City of Waterbury have Main Street programs. A Main Street Program in Downtown Shelton would allow businesses to collectively market themselves, coordinate special events, maintain and beautify the streetscape and even cooperatively plan with the City for desirable improvements.

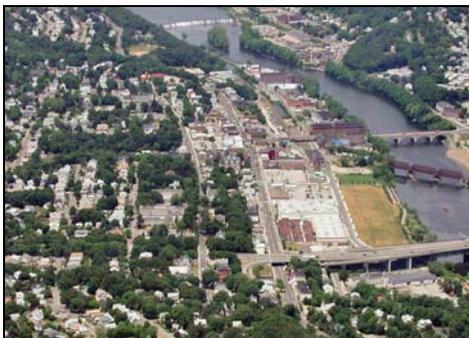
Update the Downtown Shelton Revitalization Program

The City of Shelton-Downtown Shelton Revitalization Program, prepared by the Shelton Economic Development Corporation (SEDC) in 1985 and updated in 1988, contains many strategies for Downtown that remain effective today and are incorporated into this Plan by reference. Recognizing the importance of Downtown, the 1992 POCD recommended that the Downtown Shelton Revitalization Program be updated into a Comprehensive Plan of Development for Downtown, to be conducted jointly by the Planning and Zoning Commission (PZC) and SEDC. That joint effort remains to be completed and should be similarly adopted as an update to this Plan.

Main Street Program

The Main Street Program is designed to help businesses in traditional neighborhood, village, and downtown settings compete with suburban shopping centers and especially shopping malls. Main Street Programs bring local businesses together to achieve common goals such as streetscape beautification, maintenance, marketing, and planning. Each Main Street Program has a coordinator that acts similar to a mall manager, administering the various programs on behalf of member businesses. Through economies of scale and coordinated efforts, Main Street Programs are able to accomplish goals that the uncoordinated efforts of local businesses cannot.

Downtown



Pedestrian Friendly Development



Traffic Volumes at Exit 14

Ramp	2004	Annual Growth
NB on RT 110	3,800	0.9%
NB on Kneen St	6,800	1.6%
NB off Kneen St	1,800	2.8%
SB on	NA	NA
SB off	9,200	1.3%

Source: ConnDOT

High Accident Locations Center St & Bridgeport Ave

- Between Coram & Long Hill Ave
- At Perry Hill Rd & Oak Ave
- Between John St & Sullivan Ave
- At Exit 13 SB ramps

Source: ConnDOT

For More Information

See Chapter 5 for more information on transportation strategies.

Improve Traffic Safety and Circulation

The main north-south arterials through downtown are Howe Avenue (Route 110) and Coram Avenue, with numerous east-west connectors, the most important of which are Center and Cornell Streets. ConnDOT has identified two locations on Howe Avenue, between Cornell and Center Streets, and the intersection of Howe Avenue and Bridge Street, as high-accident locations due to a total of 32 accidents over a three-year period, the most common of which were rear-end collisions, turning conflicts, and sideswipes.

The busiest and most congested location in Downtown Shelton is the corner of Howe Avenue and Bridge Street, which is the focus of traffic between Shelton and Derby. Traffic volumes on Howe Avenue are in the range where improvements such as turning lanes in selected locations should be considered but on-street parking over much of its length complicates the solution. While understood that this parking is perceived as needed, possible alternatives are discussed below.

The following actions should be considered for their potential to improve safety and circulation through Downtown:

- extension of Canal Street will serve adjacent developing areas and provide an alternative to Howe Avenue for some north-south traffic; and
- a detailed study of conditions on Howe Avenue between Route 8 and Wooster Street should be undertaken to consider:
 - locations for new turning lanes and safety improvements,
 - turning volumes, sight distances and turning radii at corners,
 - possible signalization of additional intersections (particularly at Cornell St), and extension of signal coordination where appropriate and
 - possible future use of Canal and Riverdale Streets as alternative access to Route 110 south of Downtown.

Interchange 14 not only serves the busiest section of Route 8 in Shelton but is also the only exit serving Downtown (see sidebar for traffic volumes on the exit ramps). Interchange 14 exemplifies the constraints that topography and development placed on the original construction of Route 8, forcing the omission of a southbound entrance ramp from the original design. The consequence of no southbound entrance ramp has been increased traffic on city streets (including truck traffic from Downtown) and higher accident rates on alternate routes.

The nearest opportunities to access Route 8 southbound are at Interchange 13, reached via Center Street and Bridgeport Avenue and at Interchange 15 in Derby, reached via Howe Avenue and Bridge Street. The section of Center Street between Long Hill and Oak Avenues had 8,400 vehicles per day in 2004 and ConnDOT has identified several locations in this area as high accident locations (see sidebar). As noted above, the intersection of Howe Avenue and Bridge Street is also the site of traffic congestion and a high accident rate.

Construction of the southbound entrance ramp would relieve traffic on Center Street and other Downtown streets, rationalize traffic patterns at Interchange 13, and minimize truck traffic on Downtown streets. ConnDOT has studied the feasibility of an additional ramp and found that a Howe Avenue location would serve the most traffic, corroborating the City's prior recommendation.

The high cost and likely impacts of this project have led to the expectation that implementation may be delayed indefinitely. This has indirectly led to assigning higher priorities to other projects perceived as more implementable. However, several steps can be taken to advance this project:

- update the ConnDOT study to account for current traffic volumes, roadway design standards, project development procedures, community participation and environmental requirements;
- conduct an alternatives analysis to confirm community consensus and demonstrate that the project has no “fatal flaws”, making it a contender for resources to undertake detailed design;
- define the footprint of the ramp to identify properties likely to be required for construction and prevent or discourage to the extent legally possible any change in these properties that would complicate later acquisition.; and
- peripherally, conduct a more detailed study addressing the northbound ramps at Kneen Street, which are substandard in terms of length, acceleration/deceleration/merging lanes and visibility, leading to traffic conflicts.

Provide Adequate Parking for Current and Future Uses

While parking is available Downtown, both on-street as well as in public and private parking lots; residents, businesses, and their patrons perceive it to be both inadequate in amount and inconveniently located. The Shelton Economic Development Corporation’s (SEDC) Downtown Revitalization Plan includes strategies to develop additional parking in several locations near proposed development and recommends the following parking standards for particular types of development:

- 4.5 spaces per 1,000 square feet of street-level commercial space,
- 3.0 spaces per 1,000 square feet of upper level commercial space,
- 1.0 space per 2 employees for office, manufacturing, and warehouse,
- 1.0 space per other type of dwelling unit, and
- 0.5 space per dwelling unit for elderly persons (although elderly housing in Shelton has shown the need for closer to one space per unit).

These parking strategies and standards should be revisited as part of the comprehensive update of the City of Shelton-Downtown Shelton Revitalization Program in conjunction with the Shelton Economic Development Corporation (SEDC).

The Board of Aldermen should consider adopting a fee in-lieu of parking and parking trust fund ordinance to enable the redevelopment of parcels without adequate land for on-site parking. Fees could be used to defray the cost of public parking facilities outlined in the City of Shelton-Downtown Shelton Revitalization Program.

Interchange 14 in Shelton



Interchange 15 in Nearby Derby



Price of Parking

The City has generally taken the view that Downtown parking should be both abundant and free. While desirable from a development point of view, providing numerous additional parking facilities, particularly structures, will impose financial, maintenance, and management obligations on the City. When the ultimate scope of development and parking facilities Downtown becomes clear, the City may wish to re-evaluate parking pricing policy.

When the possibility of building a parking garage in Downtown Shelton was studied about 15 years ago, the conclusion was reached that the structure would be unlikely to generate sufficient revenue to cover its costs. This conclusion may remain true if the City is committed to provide substantial amounts of free parking. Completion of Downtown redevelopment projects with additional offices and commercial activities may change conditions sufficiently so that parking demand and pricing could be productively re-examined.

The city currently has a parking Authority with a volunteer Chairman and no staff. If the City contemplates construction of substantial new parking facilities it might consider establishing a more formal parking authority, either under the jurisdiction of an existing City department (such as Public Works) or as an independent agency.

In many municipalities, parking revenue is often a substantial contribution to municipal budgets.

Parking for residential buildings is generally built with and provided for the exclusive use of tenants. Independent off-street parking areas and facilities will be provided for office, retail, and light industrial uses. The SEDC is working with the Housatonic Railroad to explore use of some railroad property for parking and pedestrian/bicycle facilities. As more off-street parking becomes available, it may become possible to remove some on-street parking to facilitate circulation improvements and make more effective use of the road network.

Balance Vehicular and Pedestrian Needs

Infrastructure is an important element of revitalizing Downtown. Without adequate roads, parking, sidewalks, and utilities, any redevelopment effort would be futile. There needs to be a balance between parking and necessary traffic improvements so that businesses remain accessible.

Sidewalks should be upgraded and missing links completed in order to facilitate walking between the River and Howe Avenue as well as from all parking areas. Street trees, street furniture (benches, trash receptacles), pedestrian scale lighting and even burial of overhead utilities can make Downtown more pedestrian friendly and attract businesses and residents back to Downtown. These types of amenities should be provided on at least portions of Howe Avenue as it serves as the “Main Street” and gateway into Shelton.

Extension of the Riverwalk to the Shelton-Derby Dam will complete a facility that will enhance Downtown and improve the quality of life, and may ultimately extend to Derby and Ansonia over the railroad bridge. In addition, a bikeway is desirable from the Riverwalk to Riverview Park as part of the citywide bikeway network.

Protect and Enhance Huntington Center

Although significantly smaller in scale than Downtown, Huntington Center is the older of the two village centers. Huntington Center’s issues are similar to Downtown in many respects but are sufficiently different to warrant special attention.

Limit Commercial Activity to its Current Location and Neighborhood Function

Commercial activity in Huntington Center is generally limited to the area east of Shelton Avenue (RT 108) and north of Huntington Street. This commercial area performs a neighborhood commercial function, serving the daily needs of the residents of central and southwestern Shelton. Future commercial activity should be limited to its current geographic location and neighborhood commercial function to prevent encroachment into surrounding historic properties and further erosion of the village’s character. Higher order community commercial needs should be met in Downtown Shelton, where commercial expansion is more desirable and appropriate.

Consider Local Historic District and Village District Designations

Like Downtown, Huntington Center could benefit from both Local Historic District and Village District designation, the former to protect the existing historic properties in and around the village core, and the latter to improve the eclectic mix of commercial architecture, to be more in keeping with the village's traditional charm. Having a Village District designation and regulations in place could enforce every aspect of development including: access, architecture, landscaping, lighting, parking, scale, and setbacks; to ensure that redevelopment is pedestrian friendly in scale and function, functions more efficiently from a parking and traffic perspective, and better reflects the historic character of the village.

Improve Traffic Safety and Circulation

Route 108 passes through the center of the village along the southern edge of the Huntington Green (the Green) with an average daily traffic volume of 8,500 vehicles per day. It then turns west on Huntington Street (14,000 vehicles per day) following the eastern edge of The Green before turning north across the brook and proceeding along Shelton Avenue (16,400 vehicles per day) towards Downtown. These traffic volumes have remained relatively steady since 1993. Huntington Street is one-way northbound and Church Street on the west side of the Green is one-way southbound, forcing traffic to circulate around the Green and cemetery in a counter-clockwise pattern. The commercial establishments along the east side of Huntington Street have multiple driveways, only one of which is controlled by a signal. There is an exit drive from Huntington Plaza onto Route 108 between the intersection with Ripton Road and the Means Brook bridge. This drive has limited visibility and is marked for right turns out only.

There are four traffic signals on Route 108 in this area: three coordinated signals are located on corners of the Green (excluding the northwest corner at Ripton Road), and the fourth independently operated signal is located approximately 500 feet north, at the intersection with Soundview Avenue and Old Shelton Road. The latter intersection is the site of a significant number of accidents and a revision of the signal by ConnDOT will occur in 2006. Accident experience after completion of this change should be monitored and changes relative to previous accident patterns noted.

Traffic congestion in Huntington Center is major concern for residents. Despite the signal coordination, the roads have limited space for queuing, turning movements in and out of the commercial driveways create traffic conflicts and there appears to be little room for additional turning lanes or widening.

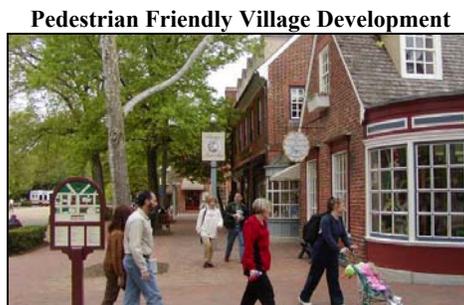
Village Development

Traditional villages evolved at a time when most residents were reliant on their own two feet for transportation. As a result, compact, pedestrian friendly development patterns evolved to allow residents to work, shop, play, and pray, all within walking distance of their homes.

With the advent of the automobile, development spread out from the villages, and a pedestrian friendly environment often gave way to an automobile oriented environment that emphasized traffic flow and parking over pedestrian safety.

There is a nationwide movement to restore the vibrancy of historic villages and even create new "neo-traditional" villages that balance the needs of pedestrians and motorists. Traditional village development patterns can be encouraged or enforced through design guidelines or village districts respectively; bringing buildings closer to the street and one another, providing wide sidewalks with pedestrian amenities, and placing parking to the side or rear of buildings.

The picture below illustrates a pedestrian friendly environment created by traditional village development patterns, giving the village a "sense of place" that sets it apart from modern, automobile oriented, commercial sprawl.



For More Information

See page 5-20 for more information on access management.

One possibility that should continue to be explored is closing Church Street Extension and extending the Green south, forcing northbound traffic on Route 108 to turn south on Church Street and join Huntington Street traffic south of the cemetery. A preliminary assessment of this concept indicates relative advantages and disadvantages as follows:

<u>Advantages</u>	<u>Disadvantages</u>
<ul style="list-style-type: none"> • provides more space for vehicle queuing, • reduces vehicle conflicts, improving safety and simplifying traffic operations, • permits longer green times at signals with fewer movements to control, • allows better pedestrian access to the green, and • results in fewer potential conflicts between vehicles and pedestrians. 	<ul style="list-style-type: none"> • requires a longer travel route when northbound traffic is redirected south for a short distance, • drivers would probably resist this change and not support the new routing pattern, and • will likely need a new traffic signal at the new turning location or a widening to accommodate merging traffic.

A study of this possibility should be conducted, including detailed traffic forecasts, geometric alternatives such as roundabouts, reassignment of traffic and evaluation of signal operations (synchronization of lights has been problematic).

The completion of Constitution Boulevard from Bridgeport Avenue to Leavenworth Road (Route 110), while remote from Huntington Center, is vital to alleviating traffic congestion in the village. A completed Constitution Boulevard would redirect Route 108 and Huntington Street traffic bound for White Hills and Monroe away from the village by providing a more direct, less congested alternative route. Constitution Boulevard is discussed in more detail in Chapter 5.

As with other locations in the city, it is desirable that access management regulations be introduced, with the objective of reducing frequency of curb cuts, encouraging cross-access between adjoining properties, and encouraging shared parking. While the opportunities to consolidate existing driveways appear limited, a regulatory framework will provide the opportunity to make improvements when future redevelopment occurs.

Whether incorporated into a comprehensive set of village district regulations or not, access management regulations are needed to:

- reduce or eliminate inappropriate or excessive curb cuts,
- encourage interparcel access, and
- enable shared parking between sites.

Balance Vehicular and Pedestrian Needs

In making necessary traffic improvements, consideration should be given to maintaining or improving pedestrian access throughout the village. All three of the traffic signals around the green have pedestrian-actuated phases and are linked by pedestrian paths across the Green. The only other sidewalks in the area are located on the west side of Church Street, and the south side of Shelton Avenue north of the Green. There are no sidewalks along Huntington Street.

Protect and Enhance White Hills

Limit Commercial Activity to its Current Location and Neighborhood Function

White Hills is nebulous in its shape, influence, and function. Like Huntington Center, it has an historic origin and a small commercial center but remains relatively undeveloped, with a strong rural and agricultural character. It is recommended that similar to Huntington Center; commercial activity should be limited to its present location and neighborhood function. Given the unsuitability of the busy Route 110 frontage for residential use, one possible exception to this could be limited professional office use immediately north of the present commercial activity, between East Village Road and Indian Hole Brook (see Future Land Use Plan in Chapter 6).

Encourage Appropriate Development Patterns

The White Hills represent the final development frontier for Shelton, as they contain the majority of the developable residentially zoned land in the City. Chapter 3 stresses the importance of improving the patterns of residential development and encouraging continued agricultural activity and White Hills stand to benefit the most from these strategies. Careful extension of public sewers could facilitate appropriate development patterns that preserve significant open space and farmland while protecting scenic road frontage.

Every effort should be made to sustain the farming of this area through continued purchase of development rights, regulatory flexibility for farm related activities and adoption of a Right to Farm Policy.

Protect and Enhance Suburban Office/Industrial Areas

The loss of Sponge Rubber Products and the opening of the Route 8 Expressway in the mid 1970s marked a dramatic shift in the focus of economic activity away from Downtown towards the south. The Shelton Research Park, Shelton Industrial Park, Bridgeport Avenue, and to a lesser extent, River Road, have since experienced significant new economic activity over the last three decades.

The Shelton Research Park and Shelton Industrial Park are examples of office/industrial nodes that provide an attractive business environment without compromising overall community character. By concentrating office/industrial development in an attractive, park-like setting with quality transportation access and other infrastructure, these parks have established Shelton as a premier suburban business location in southeast Connecticut.

Limit General Commercial Activity in Corporate Office and Industrial Areas

If these parks are to be developed to their fullest economic potential, steps must be taken to ensure that they are protected from inappropriate land uses, both in and around them, and ensure that adequate infrastructure is available to meet their needs at full buildout. To accomplish this, all but ancillary commercial uses should be prohibited in and around the parks. Ancillary uses might include athletic facilities, day care centers, financial institutions, lodging, print shops, phar-

Floor Area Ratio (FAR)

Floor area ratios (FAR) are a zoning tool used to control the bulk of buildings relative to the size of the parcel that they are situated on. Traditionally, FARs are used to limit the size of buildings so that they do not overwhelm a parcel and/or negatively impact adjacent properties.

For example, a maximum FAR of 0.5 would limit the total floor area of a building to one-half the area of a parcel. With parking lots for commercial and industrial developments generally consuming two or more times the area than the floor area that they are designed to serve, achieving a FAR of 0.5 would require a multiple story building or structured parking to keep the combined building and parking coverage under the maximum allowed site coverage.

macies, restaurants, and other uses designed to meet the needs of businesses and their employees. Wherever practical, these facilities should be incorporated into office/industrial developments and shared among businesses within the park.

Bridgeport Avenue, Constitution Boulevard, and River Road are all major arterials that carry traffic to and from the two industrial parks, and in the case of Bridgeport Avenue and River Road, host significant commercial/industrial activity in their own right. The latter corridors contain significant strip commercial development that can detract from community character with ubiquitous corporate images and generate significant traffic, while offering smaller economic benefits than office/industrial development to their employees and the City as a whole. This strip commercial development not only consumes valuable traffic capacity needed to serve more desirable office/industrial development but also provides attractive “greenfield” development sites that put Downtown Shelton, with its many “brownfield” sites, at a significant economic disadvantage.

Ample regional shopping opportunities exist in the neighboring communities of Bridgeport, Milford, Orange, Trumbull, and even Derby, minimizing the need for these uses along Bridgeport Avenue and River Road. Neighborhood shopping needs are already being met within these corridors as well as in Downtown, Huntington Center, and White Hills. Given their limited traffic capacity and importance to the two industrial parks, their high visibility of uses, and their function as significant gateways into the City, these corridors should be reserved for predominantly high-quality office/industrial development and ancillary uses, with added attention paid to the aesthetic character of development within view of the road.

Floor area ratios (FAR) are a zoning tool used to control the bulk of buildings relative to the size of the parcel they are situated on. Traditionally used to limit the size of structures, FARs can also be used to encourage multiple-story buildings where single-story buildings are not desired for economic or aesthetic reasons. Because retail development generally prefers sprawling single-story, high-bay buildings, a minimum FAR could be used to discourage retail development by encouraging multiple-story buildings in locations such as the Shelton Research Park or Downtown Shelton, where offices or multi-story mixed-uses are desired respectively. Minimum FARs could also be used to encourage industrial/warehouse uses where reduced parking requirements relative to retail uses would allow larger single-story buildings within site coverage limits.

Improve Traffic Safety and Circulation

The ability of the Route 8, Bridgeport Avenue, Constitution Boulevard, and River Road to safely and efficiently conduct traffic to and from the many office and industrial tenants in this area is vital to the success of future economic development within these corridors. Chapter 5 contains a comprehensive inventory,, assessment, and recommendations for all forms of transportation within these areas.

Continue to Provide Pedestrian and Bicycle Improvements

To reduce motor vehicle trips and provide a healthier work environment, Shelton should continue to enhance the network of sidewalks and/or trails within these industrial parks and commercial corridors to allow workers and surrounding residents to walk or bike between uses, walk to and from bus stops, or simply walk or jog for recreational purposes without having to share the road.

Community Structure Strategies

Downtown

1. Continue to update the City of Shelton-Downtown Shelton Revitalization Program into a Comprehensive Plan for Downtown Shelton.
2. Plan for adequate parking for current and future uses by updating the Downtown parking studies in conjunction with the SEDC.
3. Incorporate the City of Shelton-Downtown Shelton Revitalization Program into the POCD by reference.
4. Consider membership in the Connecticut Main Street Program.
5. Consider Local Historic District Designation and/or Village District Designation for Downtown Shelton.
6. Continue to provide development flexibility in Downtown Shelton.
7. Enhance Downtown's function as the civic center of the community.
8. Consider extending Canal Street improvements to provide an alternative to Howe Avenue north-south traffic.
9. Consider evaluating a new connection to the Derby-Shelton Bridge via an extension of Center Street.
10. Consider undertaking a detailed study of conditions on Howe Avenue between Route 8 and Wooster Street to identify possible improvements.
11. Consider updating the ConnDOT study of Exit 14 to confirm community consensus, demonstrate that the project has no "fatal flaws", define the footprint of the ramp, and conduct a more detailed study addressing the northbound ramps at Kneen Street.
12. Upgrade sidewalks and complete missing links to facilitate walking between the River and Howe Avenue.
13. Continue to make other coordinated pedestrian improvements to Downtown Shelton such as adding street trees, street furniture, pedestrian scale lighting, and burying overhead utilities.
14. Consider adopting a payment in-lieu of parking / parking trust fund ordinance.

Community Structure Strategies (continued)

Huntington Center

15. Limit commercial activity in Huntington Center to its current location and neighborhood function.
16. Consider Local Historic District Designation for the non-commercial portion of Huntington Center.
17. Consider Village District Designation for the commercial portion of Huntington Center.
18. Continue to pursue closing Church Street Extension and extending the Green south to reroute traffic around The Green and improve circulation.
19. Institute access management to improve traffic and pedestrian circulation as properties are redeveloped.
20. Complete Constitution Boulevard from Bridgeport Avenue to Leavenworth Road (Route 110).
21. Maintain and enhance bicycle/pedestrian access in Huntington Center.

White Hills

22. Limit commercial activity in White Hills to its current location and neighborhood function, with the exception of limited professional office use immediately north of Leavenworth Road (Route 110) between East Village Road and Indian Hole Brook.
23. Encourage conservation development patterns in White Hills.
24. Continue to encourage farming in White Hills.

Suburban Office/Industrial Areas

25. Consider adjusting floor area ratios in preferred office/industrial areas to discourage general commercial development.
26. Continue to provide bicycle and pedestrian enhancements in commercial and industrial areas to create a safe environment for cyclists and pedestrians and reduce dependency on motor vehicles.

Guide Appropriate Economic Development

Economic development can be broadly defined as any development that generates wealth for the community. This has traditionally been interpreted as commercial and industrial development that generates more tax revenue than it requires in services; creates jobs for local residents; and creates multiplier effects as businesses and employees patronize other local businesses to meet their business or personal needs. As Baby Boomers in Shelton and communities throughout the nation collectively age, the concept of economic development has expanded to include age-restricted housing that also pays more in taxes than it requires in services, due to the limited number of school-age children encountered in such housing developments.

Shelton is a mature community in its economic development history with about 425 acres out of over 1,800 acres of commercial and industrial zoned land remaining vacant. Some of the over 700 acres of Planned Development Districts add to that total developed acreage.

Compared to the over 2,700 acres of vacant, underutilized, or unprotected residentially zoned land available for development, the relatively small amount of land available for economic development indicates that the ratio of residential to commercial tax revenue may continue the trend towards an increasing proportion of residential tax revenues. To combat this trend, Shelton will have to plan carefully for the remaining commercial and industrial land in order to maximize economic development potential while minimizing negative impacts on the city.

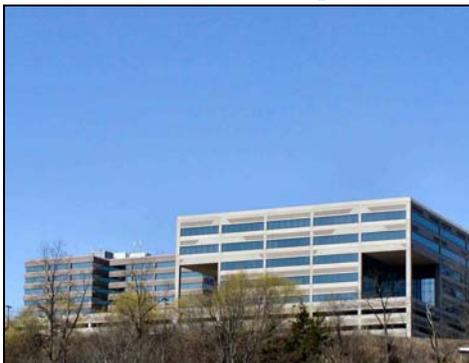
The main action theme for economic development is as follows.

Guide appropriate commercial and industrial development that seeks to maximize future revenue potential in order to maintain a balanced and healthy community.

This will be accomplished by:

- optimizing economic development potential, and
- ensuring compatible economic development.

Modern Office Development



Historic Mixed-Use Development



After preservation of open space, business development was the second biggest concern of Shelton residents participating in the kick-off public workshop.

**Nonresidential
Net Revenue at Buildout**

Scenario	Net Revenue*
Optimum	\$40,387,586
Proportional	\$30,865,754
Worst-Case	\$28,198,364

* Using 2002-2003 Mill Rate

Optimize Economic Development

One of the main concerns during this planning process is the desire to optimize the development of the limited remaining commercial and industrial zoned land in Shelton in order to reverse the trend of increasing reliance on residential property taxes and offset the greater potential for further residential development. To this end, the Plan Update Advisory Committee conducted a comprehensive buildout analysis (see Chapter 1) to estimate the fiscal impacts of three approaches to economic development.

The results of that analysis (see sidebar), while general in nature, clearly show that by guiding future economic development towards an optimum mix of uses, Shelton can provide a significantly larger tax base (\$10-12 Million in nonresidential revenue) in anticipation of the post buildout period when new growth in the Grand List will be curtailed due to lack of development opportunities. As long as land remains available for economic development, Shelton has an opportunity to continue reducing the tax burden on residents. Shelton needs to make the most of the limited land available for economic development before it is completely consumed, so that when buildout is reached, the City will be in the best financial shape to weather the years to follow when taxes will be more a function of inflation and less a function of new growth in the Grand List.

At the Plan Update Advisory Committee’s request, a second residential and economic buildout analysis was conducted to gauge the impact of the conservation and development strategies contained in this Plan as well as proposed changes depicted in the Future Land Use Plan (FLUP). Both the FLUP and the results of this analysis are presented in Chapter 6.

While Shelton may never achieve the optimum development scenario, the City can take steps to steer development patterns in the proper direction through changes in the Zoning Regulations and Zoning Map as well as changes in policy among the land use agencies. Clearly, continuing to allow residential uses in commercial and industrial areas and density bonuses for residential development are not only contrary to the goal of optimizing the use of available land but will increase expenditures as well.

Generally, corporate office development has the greatest potential for property taxes per acre due to its multi-story format and significant personal property (office equipment and furnishings), followed by industrial, commercial (retail, restaurants, services, etc.) and warehousing. There is of course significant variation among uses within these broad categories with respect to fiscal impact. For example, like office buildings, hotels can generate far more tax revenue than the average commercial use due to their multi-story format, significant personal property, and revenue generated. Age-restricted housing also factors into the mix and can also vary significantly in terms of tax revenue per acre from one development to the next depending on the overall density of development. The chart on page 4-18 illustrates the assessed value per acre among various land uses.

Minimize Demand for Community Services

When comparing the economic development potential of these different land uses, we must also consider the costs of delivering services to each type of land use. Every use either directly or indirectly consumes general services such as road maintenance, emergency services, and general government services (administration, engineering, finance, health, planning, etc). While none of the uses listed above requires education services (which account for approximately two-thirds of the annual budget) they can vary in the amount of other services consumed as well as indirect costs.

Commercial uses generate a significantly higher proportion of police responses than other land uses due to such issues as shoplifting, vehicular accidents, lock-outs, and thefts. With traffic accidents being one of the most frequent causes of ambulance, fire, and police calls, commercial uses and corporate offices with their high peak traffic counts are indirectly responsible for many the calls.

Manufacturing and warehousing require the least amount of community services due to generally lower employment and vehicle trips than either office or commercial uses. However, resulting truck traffic can create significant wear on local streets that should also be considered.

All economic development creates spin-off effects on the community including:

- multiplier or trickle-down effects as businesses and their employees patronize other businesses;
- increased demand for local housing by employees of new businesses;
- construction jobs and demand for local building products.

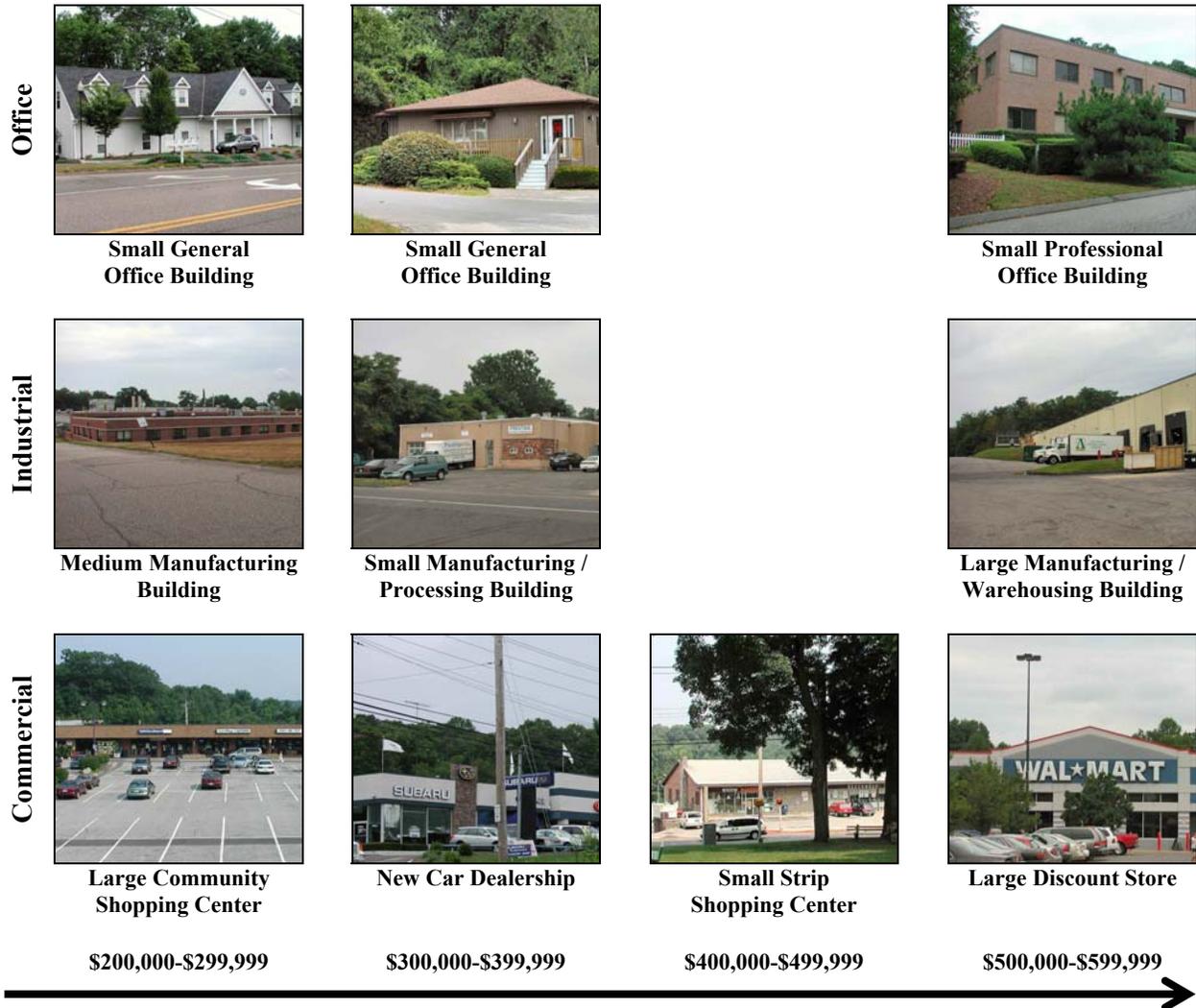
Office jobs can create demand for high-end housing for executives that often can pay more than its share of property taxes, while retail and service jobs create demand for more affordable housing that can require more in services than it generates in tax revenue.

Retail and service uses, despite their economic drawbacks relative to office and industrial uses, have their place in Shelton and should not be completely discouraged. Residents attending the various workshops expressed a desire for more shopping opportunities and a variety of higher quality goods and services. The trick is to balance these desires with the need to optimize limited economic development potential. By limiting opportunities for significant new retail uses in outlying suburban greenfields, the Planning and Zoning Commission (PZC) and Shelton Economic Development Commission (SEDC) can direct community-scale retail uses towards Downtown, where if planned appropriately, they would be welcome additions to the neighborhood.

Optimize Limited Traffic Capacity

Corporate offices generate significant traffic during the weekday AM and PM peak travel hours. By comparison, manufacturing and warehousing generate roughly one-half (0.5) and one-quarter (0.25) as much traffic as corporate offices respectively. Commercial uses can sustain even higher traffic levels than offices

Assessed Value of Real and Personal Property



Assessed Value of Real and Personal Property per Acre 

Source: Shelton Assessor's Office

The above chart, continuing onto the following page, is intended to provide a sampling of commercial, industrial and office uses in Shelton to illustrate the significant variation in assessed value per acre between land uses of different character and scale. As the chart illustrates, there is not always a clear correlation between the size of the development and the assessed value per acre. Some of the smaller, older developments pictured have values that are higher than larger developments because of the intense use of their small parcels of land. The larger, modern developments pictured tend to have significant, sometimes surplus acreage, lowering their relative value per acre. Other factors such as structured parking, the amount of personal property, State tax exemptions for new industrial equipment, and depreciation of older equipment can also significantly affect the total assessed value per acre.

(continued)

per Acre by General Land Use Category (2003)



These issues aside, the resulting chart illustrates several points:

- it consistently takes a larger, or more intense commercial or industrial development to match the revenue per acre of office development (the high-rise corporate office building generated more than twice the revenue per acre of the similarly scaled hotel);
- as expected, multi-storied development across all categories generates more revenue per acre than single-story developments;
- within assessed value per acre categories, office use generates comparable revenue per acre to commercial and industrial uses, with significantly less impact on community character; and
- within assessed value per acre categories, the commercial uses pictured are more significant traffic generators than their industrial or office counterparts.

Economic Development Areas

The following are economic development areas depicted on the Economic Development Plan on the opposing page.

Central Business District

The CBD encompasses the heart of Downtown Shelton. The CBD should be the focus of citywide and regional retail commercial development in mixed-use settings with offices and residential uses when appropriate. Flexibility is required to encourage the redevelopment of older brownfield sites.

Corporate Park

Office, research, industrial, and ancillary uses in a high-quality campus-like setting.

Regional Business

Highway-oriented commercial and industrial uses of neighborhood to regional significance.

Neighborhood Business

Commercial centers providing everyday goods and services to surrounding neighborhoods.

Regional Corporate

Office, research, industrial, and ancillary uses in a high-quality highway-oriented setting.

Transitional Business

Small-scale, mixed-use office and commercial development compatible with adjacent residential neighborhoods.

throughout the day, with some operating seven days a week. Despite their single-story design, large grocery stores for example can generate more than four (4) times the daily traffic of commercial offices per acre and 10 times that of an industrial park. Residential development, as an origin or destination for most trips is ultimately responsible for most traffic, although with 15,000 residents working in other communities and 17,000 employees in-turn coming from other communities, assigning responsibility for traffic and accidents can be difficult.

Traffic capacity is a limited commodity that can limit economic development potential where the cost of increasing capacity exceeds the benefits of additional economic development. In locations where traffic capacity is critical to future economic development, traffic generation and not tax revenue per acre may become the critical factor in optimizing economic development. For example, warehousing might generate roughly one-half (0.5) of the tax revenue per square foot of floor area compared to corporate offices, but in areas with limited traffic capacity, you can build four (4) times the warehouse floor area for the same amount of traffic, effectively doubling the potential tax revenue ($0.5 \times 4.0 = 2.0$).

As mentioned earlier, age-restricted housing can be considered a backhanded form of economic development in that it generates up to two-thirds more tax revenue than it consumes in services due to its lack of school-age children. Another benefit of age-restricted housing is that in commercial areas where traffic capacity is limited such as Downtown, it can generate reverse traffic flows to the main AM or PM peak flow, using underutilized lanes. It can even negate the need for vehicular trips altogether by allowing residents who are still in the workforce to live in close proximity to their place of employment, and all residents to walk to nearby shopping and other services. Age-restricted housing should be used cautiously as an economic development tool, and as long as suitable residential land is available, it should not consume limited commercially zoned land unless traffic, Downtown redevelopment, or other considerations make it the most prudent choice.

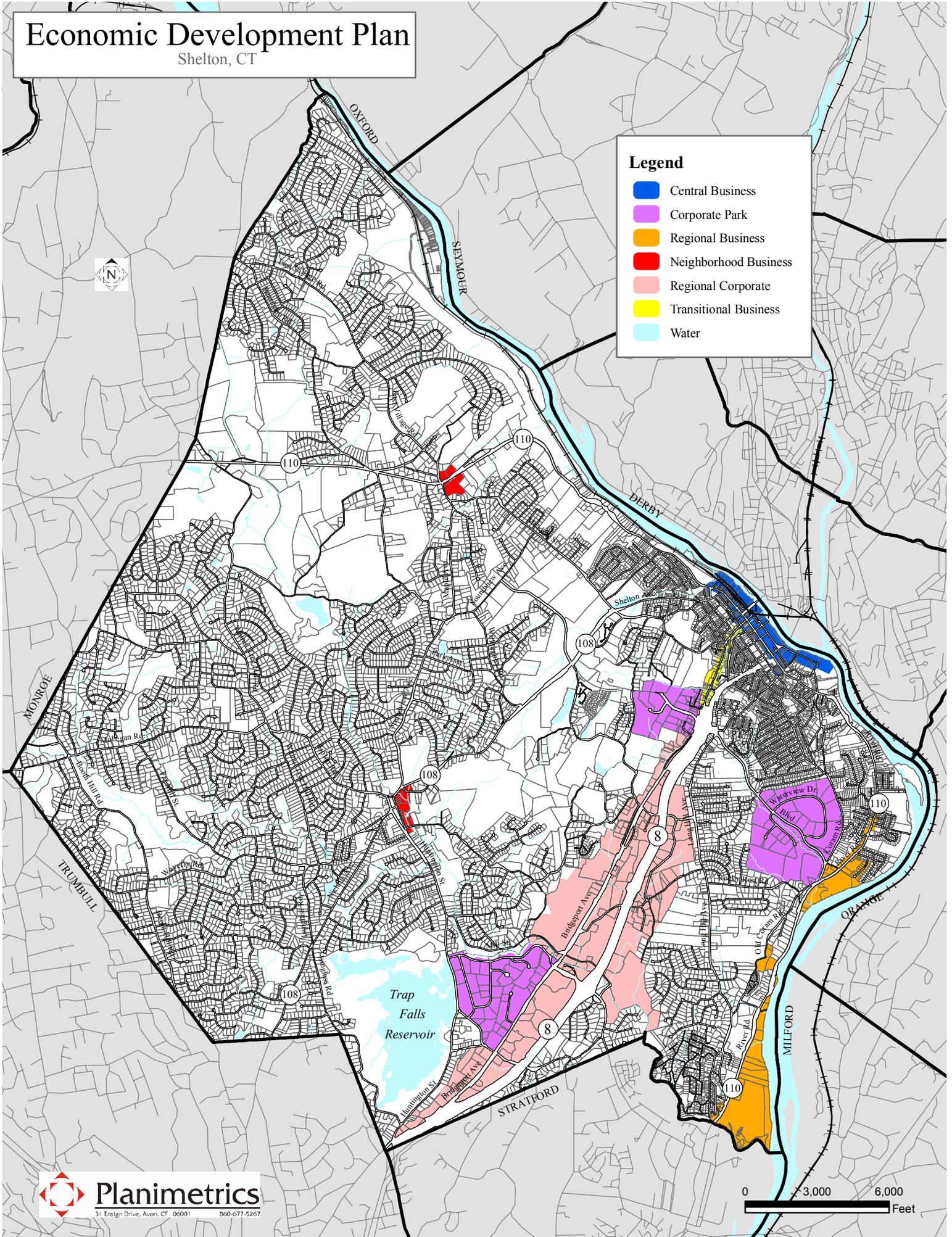
Create Additional Land for Economic Development

Limited vacant residential land is available at the fringes of existing commercial and industrial zones that could be rezoned for future economic development without creating conflicts with existing residential development. Doing so would provide a compound net benefit to the City by not only providing for higher value nonresidential development but also by displacing potential residential development that might otherwise become a perpetual drain on the City's budget (see Economic Development Plan on the opposing page).

Preserved open space in and adjacent to commercial and industrial land; when not serving as a buffer to residential development, protecting important resources, providing recreational benefits or serving some other important open space benefit; could be sold to allow further economic development. The proceeds could then be used to purchase new open space that achieves identified Plan goals such as providing a vital link in the system of greenways or creating a larger contiguous piece of open space that provides significant wildlife habitat. Like rezoning from residential to commercial and industrial, the purchase of new

Economic Development Plan

Shelton, CT



Legend

- Central Business
- Corporate Park
- Regional Business
- Neighborhood Business
- Regional Corporate
- Transitional Business
- Water

residentially zoned open space would displace additional residences that would otherwise be a fiscal drain on the City.

Ensure Adequate Utility Capacity

Utility capacity can also limit economic development potential. Sanitary and storm sewers, water, natural gas, electricity, and communications capacity should be sized to accommodate anticipated needs. Commercial, industrial, offices, and especially certain heavy industries, can be considerable consumers of electricity, gas, sewer capacity, and water. These utilities and other services are examined in more detail in Chapter 5.

In optimizing economic development, Shelton must balance net tax revenue against infrastructure capacity, community character, and the environment. In many locations, corporate offices, with their high real estate and personal property values, remain the primary focus of economic development, followed by manufacturing, warehousing, commercial development and age-restricted housing, in order of net tax benefits to the City. As described earlier in this Chapter, each significant structural element of the City, from Huntington Center to the Shelton Research Park, has its own unique character and set of issues that will dictate which uses within this hierarchy will strike the perfect balance.

Ensure Compatible Economic Development

Economic development can have significant positive and negative impacts on neighboring properties and the community as a whole. Compatibility in the context of economic development can mean in harmony with:

- available infrastructure,
- environmental conditions,
- community character, and
- adjacent developed and undeveloped property.

Remove Uncertainty from the Zoning Process

A major issue raised by residents is the excessive flexibility and uncertainty created by Planned Development Districts (PDD) and Planned Residence Districts (PRD), discussed later in this Chapter. The PDD has been repeatedly applied throughout Shelton with no guidance from the previous Plan of Conservation and Development, and without warning to neighboring property owners, except for the preceding designation as Special Development Areas (SDA). PDDs have allowed developers to utilize an unrestricted mix of uses with little respect for the underlying zone or adjacent land uses, resulting in commercial and high-density residential uses encroaching on single-family neighborhoods and residential uses consuming scarce economic development land.

One of the more important functions of zoning is to provide a sense of security in making land use decisions, such as purchasing a home or business. There is an expectation on the part of a home buyer that single-family housing will be built on nearby single-family zoned land and that their investment will be protected. To return a sense of zoning stability, clear economic growth boundaries, including future SDAs, are defined in the Future Land Use Plan (FLUP) in Chapter 6.

The PDD regulations are undergoing amendments to address many of the concerns raised by residents and members of the PUAC. At a minimum, the amendments should end the practice of allowing uses that are incompatible with underlying zoning or the intent of this Plan and its FLUP. They should also provide minimum architectural, bulk and site development standards, such as those of the underlying zone, which the PZC can reduce when it results in a better development or preserves an important resource. The intent of PDDs should be to create development that is superior to that of the underlying zone while remaining in harmony with the surrounding neighborhood and community as a whole.

The PZC should examine the Schedule of Permitted Uses in the Zoning Regulations in terms of the level of scrutiny required for various commercial and industrial uses. Uses such as manufacturing plants, gas stations, trucking terminals, and lumberyards are listed as “permitted as of right” implying that even Site Plans are not required in certain zones. Regardless of the intensity of use intended for a particular zoning district, these uses should at least require Site Plan approval to ensure compliance with the Zoning Regulations. If the potential exists for conflicts with adjacent land uses either within the zoning district or adjacent districts, Special Exceptions should be required to give the PZC the discretion to mitigate conflicts or deny applications where mitigation is not possible.

There are seven office and industrial districts ranging in size from the IB-2 District (20,000 square foot minimum lot size) to the IA-1 and Office Park Districts (120,000 square foot minimum lot size). There are also six commercial districts that range in size from the 6,000 square foot CA-3 District to the 80,000 square foot CA-1 District. Despite the broad spectrum of districts available, much of the recent economic development in Shelton has superseded these districts through the use of the PDD process, indicating that the current districts are out of sync with either current economic development trends or community desires. The differences between some districts are often subtle in terms of allowed uses and minimum lot sizes, making them somewhat redundant.

In light of these circumstances, the PZC should consider a broad overhaul of current commercial and industrial zoning, consolidating districts wherever possible, adjusting levels of permitted uses where necessary to accommodate consolidation, and implementing the many other recommendations contained herein, such as possible Village Districts for Downtown and Huntington Center.

Consider Adopting Design Review

To ensure high-quality development that complements the character of neighboring properties in these visible locations as well as throughout the community as a whole, consider adopting design guidelines. Administered by a local Design Review Committee (DRC), design guidelines are intended to provide developers with a clear understanding of the community’s vision for the appropriate design of new development or redevelopment of existing sites, both in terms of architecture and other site elements such as landscaping, parking, lighting and signs.

While perceived by some as adding a new layer to the development process, many developers appreciate the clear guidance that design guidelines provide and are grateful for what amounts to free design advice from Committee members

For More Information

See page 3-10 for more information on supporting farming activity.

that ultimately improves the function and value of their developments. If implemented effectively, design guidelines can actually reduce approval times and lighten the existing burden on the Planning and Zoning Commission (PZC). While design guidelines are not regulatory and reports of DRC findings to the PZC are advisory only, a negative report from the DRC to the PZC could provide leverage under an application where the PZC is able to exercise some discretion with respect to protecting the value of neighboring properties or overall community character, such as with a Special Exception Permit.

Improve Buffers Between Incompatible Uses

Buffers consisting of existing undisturbed vegetation, landscaping or a combination of both can reduce or eliminate conflicts between incompatible land uses and protect environmentally sensitive areas. The Zoning Regulations contain buffer requirements for many uses but they may be inadequate for their intended task. These should be examined for adequacy in protecting adjacent land uses and environmentally sensitive areas. Buffers should remain flexible to:

- allow their reduction or elimination between compatible or like uses,
- credit existing vegetation towards landscaping requirements if it provides necessary screening, and
- allow the substitution of additional landscaping and walls in exchange for reduced buffer width where appropriate.

Encourage Green Development Principles

Another measure to make development more compatible with environmental conditions is to provide incentives for building and site designs that incorporate conservation design principles and the use of alternative energy sources. Use of renovated stormwater for irrigation, pervious pavement, green roof technology, active and passive solar radiation for electricity, heating and light, geothermal heating, and other smart building technology can all reduce the environmental impact of new development.

Problems associated with Connecticut’s aging energy transmission grid are most apparent in Fairfield County, where brownouts, load shedding, and shutdowns are becoming commonplace, negatively impacting existing and future economic development. Renewable energy resources such as solar, geothermal, and wind power are an important means of reducing dependency on fossil fuels and reducing both air pollution and load on the electrical grid. To promote the use of renewable energy systems, the state and federal governments offer tax credits or exemptions for commercial/industrial installations. Shelton should consider a similar property tax abatement program to help mitigate the costs of these commercial/industrial installations, to make their assessment more comparable to conventional development methods.

Encourage and Support Current Farming Activity

Agriculture continues to play an important role in the economy of Shelton. Agricultural uses should be encouraged and supported because they:

- provide local jobs,
- provide a local source of food products,

- attract ecologically minded tourists,
- provide an educational resource,
- displace potential residential development and
- contribute to community character.

Chapter 3 contains several strategies for helping to ensure the economic viability of agricultural uses including:

- supporting programs that preserve farmland,
- allowing agricultural use of preserved open space resulting from CRD in the R-1A District,
- allowing more flexible farm signs,
- allowing more flexible agricultural use regulations to encourage ecotourism, and
- adopting a “right to farm” policy to protect agricultural activity from nuisance complaints.

Economic Development Strategies

1. Optimize net tax revenues by limiting general commercial uses in areas better suited to more desirable office and industrial uses.
2. Optimize economic development potential with respect to traffic generation where traffic capacity is limited.
3. Ensure adequate utility capacities.
4. Prohibit the use of PDDs in residential districts.
5. Require future SDAs to be reflected in the Future Land Use Plan (FLUP).
6. Reexamine currently undeveloped or redevelopable SDAs to determine if conventional rezoning is more appropriate.
7. Limit PDDs to projects that produce superior development that is compatible with surrounding properties and overall community character.
8. Provide clear boundaries for economic expansion, reflected in the FLUP.
9. Modify the Schedule of Permitted Uses to require Site Plan approval for all non-single-family development and reorganize uses according the level of discretion needed by the PZC to ensure their appropriateness.
10. Overhaul the current commercial and industrial zoning districts to eliminate redundancies and tune them to current community economic development trends and desired land uses.
11. Implement design review for all but single-family residential development.
12. Create improved but flexible buffer requirements between incompatible land uses and environmentally sensitive areas.
13. Encourage the use of green technologies.
14. Consider property tax abatements to mitigate the added cost of renewable energy systems in commercial applications.
15. Encourage and support current farming activity.

Guide Appropriate Residential Development

During the development of this Plan, many residents noted that the planning process often focused on structural elements such as Downtown Shelton, Huntington Center and the White Hills, while not mentioning other areas of the City such as South Shelton and Pine Rock Park. While the Plan does contain strategies to address issues specific to significant structural elements, the balance of Shelton's neighborhoods are no less important to vitality of the community. The following strategies are intended to address development issues in the balance of Shelton's residential and agricultural areas. There are countless other strategies contained throughout the Plan to address environmental, recreation, infrastructure and transportation issues and improve the quality of life in all residential neighborhoods.

Residents of Shelton and communities throughout Connecticut have come to the realization that conventional subdivision and zoning regulations have created a "cookie cutter" pattern of residential development that has come to be known as "residential sprawl". Residential sprawl can destroy rural, scenic, and overall community character through rigid development patterns that stress minimum lot size and road frontage over protection of important resources, such as open space, sensitive natural resources, and scenic roads.

Shelton residents are particularly concerned with the rate and intensity of residential development in recent years. While there is little that can be done to control the rate of development, which is a function of market forces, Chapter 3 contains many tools and strategies for preserving more open space and other important resources during the development process, and there are still more tools and strategies to regulate the intensity of development.

The action theme for guiding appropriate development is as follows.

Guide appropriate patterns of residential development to protect important resources and community character.

This will be accomplished by:

- reducing the intensity of rural/suburban residential development,
- improving the pattern of rural/suburban residential development, and
- providing housing diversity in appropriate locations.

New White Hills Subdivision



Infill Development



Reduce the Intensity of Rural/Suburban Development

Based on the results of the economic buildout analysis described in Chapter 2, the average dwelling unit in 2002 required \$1,467 more in community services than it generated in tax revenue. With the potential for 1,680 additional dwelling units at buildout based on current zoning, the City can expect a net loss of \$3 million in revenue as a result, which must be offset by either increasing taxes an additional \$156 in taxes per household (2002 dollars) or through additional economic development (see sidebar).

These results illustrate the financial implications of developing available residentially zoned land while maintaining the same proportion of dwelling types currently found in Shelton. What they do not show is the impact of continuing the past practices of allowing density bonuses for alternatives to single-family housing, or allowing residential development in Planned Development Districts (PDD) intended for commercial and industrial development. Given that nearly every residential development approved during the course of this planning process received approval for at least twice the underlying density through Planned Residential Districts or similar approvals, the 1,680 dwelling unit potential and \$3 million net loss of revenue will be considerably higher.

These practices further increase the expected revenue gap by generating more residents and more schoolchildren than the model already projects. Furthermore, residential development in PDDs originally intended for economic development compound the issue by also reducing the revenue potential of that future economic development needed offset the residential budget gap.

The potential for decreases in these and other funding sources emphasizes the importance of the strategy of optimizing economic development potential and staying the course in the amount of permitted residential development, if not scaling it back through various measures such as increasing open space set-asides or reducing residential density according to the capacity of the land to support it.

Correct Issues with the Planned Residential Development Process

One of the most frequently cited public concerns during the planning process thus far has been the overuse of the Planned Development Districts (PDD) and Planned Residence Districts (PDD) for new residential developments, leading to unanticipated increases in density and conflicts in residential character.

Planned Development Districts in particular, with their lack of basic standards, not only allow relatively unrestricted residential densities as well as 60 foot and higher building heights, but can also allow non-residential uses at the discretion of the Planning and Zoning Commission. As stated earlier, the PDD tool should be used sparingly in those locations where flexibility is desired to achieve community goals and the resulting development is superior in design and compatibility with the surrounding neighborhood than could otherwise be achieved under the underlying conventional zoning districts. The PDD regulations are currently being amended to address their lack of standards, brought to light by a recent Connecticut court case. Given the availability of more appropriate tools such as

Residential Net Revenue at Buildout (2002 dollars)

Revenues	\$8,267,636
Expenditures	\$11,454,000
Net Revenue	-\$3,186,364
One Mill	\$3,247,017

Using 2002-2003 Mill Rate

For More Information

See page 3-4 for more information on Planned Residential Developments.

Conservation Residential Developments (CRD) in the residence districts, consideration should be given to eliminating the PDD as a tool in the those districts.

Planned Residence Districts are another concern for residents. Unlike the PDD, which require prior designation as Special Development Areas (SDA) before they are rezoned, PRD offer residents no such preliminary warning and can be requested at any time, in any R-1 or R1A District, allowing up to three and one-half times the density of a conventional subdivision.

The stated intent of the PRD is to protect significant and desirable land for open space, encourage central water and sewage disposal systems, and provide a choice of dwelling types throughout the City. The PRD may have outlived its intended goals.

With the number two planning priority being optimization of economic development, allowing any increases in residential density will only undermine this strategy by increasing the residential development potential beyond the estimated 1,680 additional housing units already possible under conventional zoning and further offset any fiscal gains made through careful economic development.

PRD places too much emphasis on encouraging alternatives to single-family development and not enough emphasis on preserving open space. Not only is the formula for preserving open space unclear, there is no apparent bearing between the amount of increase in density and the amount of open space preserved, nor between the minimum lot size of the underlying zone. In other words, whether the density increases by 1.1 or 3.5 times the underlying zone or whether the underlying zone requires one- or two-acre lots, the minimum open space set-aside is fixed at 15,000 square feet per dwelling unit shown on a preliminary conventional subdivision plan at the time of application. With this level of incentive, there is no reason not to maximize the number of dwelling units at 3.5 times the underlying density, provided the market will bear the new units.

In Chapter 1, a housing-mix analysis for the year 2000 revealed that only 67% of Shelton's housing stock is single-family detached units, making Shelton comparable to Seymour, Stratford, and Milford in the percentage of single-family homes. In comparison, the neighboring communities of Monroe, Orange, Oxford, and Trumbull have 87% to 93% single-family units. Fortunately, Shelton has a higher than expected owner-occupancy rate of 79%, creating stability in the City's housing stock. By continuing to encourage multi-family development in one- and two-acre rural and suburban neighborhoods, Shelton is needlessly increasing the property tax burden on residents, negatively affecting rural character, and taking the City in an urban direction, more in keeping with Seymour and Derby than more rural Monroe or Oxford.

Despite allowing increases in density that may make development incompatible with adjacent single-family and agricultural uses, there are no PRD standards for buffers between incompatible uses.

If not eliminated as a tool altogether, the PZC should adjust the PRD regulations to require open space commensurate with the increase in density or limit the increased density to age-restricted housing that will have a positive fiscal impact on

the City. Minimum buffer requirements should be established to protect both adjacent land uses and scenic elements such as scenic roads and historic structures.

Encourage Conservation Development Patterns

The Upper and Lower White Hills, with their rolling terrain and agricultural fields, represent the last significant rural areas in Shelton. The two-acre R-1A District located along Route 110 in the White Hills provides added protection to agricultural uses and rural character by halving the residential density of the surrounding R-1 District, but its delineation at 2000 feet from the centerline of Route 110 was more the result of eliminating unwanted industrial zoning than protecting rural character. Consideration should be given to expanding the R-1A District to encompass the remaining significant agricultural and vacant parcels in the White Hills, thus helping to reduce development pressure on sensitive resources in this area.

The latter recommendation would be contingent upon several additional strategies, briefly outlined in Chapter 3 that strive to preserve more agricultural and open space land as well as protect important natural resources. Without these additional strategies in place, doubling the lot size will only result in land being consumed at a faster rate to accommodate larger lots. By encouraging conservation residential developments in a predominantly R-1A zoned White Hills, the density can be reduced in keeping with the rural character of the area, without unnecessarily consuming land for larger lots. For example, development could still result in a neighborhood of one-acre lots comparable to those found in the R-1 District, but with the difference being that for every acre developed, there would be an acre of preserved open space or agricultural land. That land could be used not only to meet open space or agricultural preservation goals, but also to provide significant buffers between the development and the White Hills' many scenic roads. The appearance of new developments from existing roads could be limited to distant filtered views, if visible at all.

To encourage conservation residential developments and discourage conventional development, both in White Hills and throughout Shelton, the PZC must deregulate the former, and more tightly regulate the latter pattern of development. Currently, CRD and PRD require preliminary subdivision plans to determine the base density for these alternative development regulations. While not fully engineered, these preliminary plans require significant expense in engineering and soil testing to prove the development potential of a parcel of land.

By converting from conventional lot size regulations to density-based zoning regulations in at least the R-1 and R-1A Districts, if not other smaller districts, the PZC can reduce the determination of development potential of land to a straightforward formula: the amount of buildable land on a parcel multiplied by a simple density factor.

The PZC can tailor the density factor to account for:

- the current lot size (one dwelling unit per builders' acre in the R-1 District and two in the R-1A District),
- the recommended open space set aside (15%),

Conservation Developments

For some, the term "conservation development" conjures images of tightly clustered, often oversized housing on small lots that is out of character with adjacent large lot residential development and out of sync with the desires of the housing market. This does not have to be the case. Conservation development patterns can cover an infinite spectrum of possibilities ranging from an imperceptible reduction in lot sizes in return for the flexibility to protect a significant historic, natural, or scenic resource, to significant reductions in lot area, frontage, and coverage in return for preserving as much as half or more of the development as open space. In the two-acre R-1A District, the latter could result in a pattern of building lots identical to a conventional one-acre R-1A subdivision (although we would hope otherwise), only the 50% or more open space set-aside could be used to provide significant buffers from scenic roads, protect sensitive environmental areas, and even continue to be used for agricultural purposes.

Although illustrating an extreme example, the conservation development on the right contains the same number of houses as the conventional development on the left, only it preserves significantly more open space, buffers the scenic road and historic farmstead, avoids the scenic meadow, produces two less curb cuts and two less breaks in the scenic stone wall, and has ten out of 12 lots directly abutting open space.

For More Information

See Chapter 3, pages 3-4 and 3-18 for more information on conservation development patterns.

- average new road right-of-way (5-10%) and
- an efficiency loss factor that accounts for the irregular size and shape of developable parcels (5%).

A density factor of 0.80 dwelling units per acre (not builders' acre) might prove comparable to the conventional lot-based development yield in the R-1 District. Density factors can even be checked against existing conventional developments to calibrate them.

Benefits of density-based zoning include:

- no need for preliminary conventional subdivision plans for CRD and PRD,
- building lots can be configured to avoid sensitive natural resources,
- preservation of significant open space and agricultural land is facilitated, and
- the density of new development can be adjusted without rendering existing conventional building lots non-conforming due to increased lot sizes (see R-1A recommendation for White Hills).

If conventional “cookie cutter” development patterns (see below left) are considered undesirable and conservation development patterns (see below right) are preferred by the community, then the regulatory requirements should be reversed. CRDs that preserve significantly more open space than the minimum set-aside can be permitted by right with a subdivision approval, while conventional development could require an additional Special Exception, with the onus placed on the applicant to show why a CRD is not preferable for preserving rural and scenic character. As noted earlier, the PRD regulations allow significant increases in density that require discretion on the part of the PZC and should not be permitted by right, despite meeting various community goals.

Address “Teardowns” and “Bulk-Ups”

As Shelton continues to become a more affluent community and available residential land diminishes, the issues of “teardowns” and “bulk-ups” will become more prevalent in the community, as it has in Fairfield County towns such as Fairfield and New Canaan. Teardowns typically occur when the value of developed residential land exceeds the value of the land and home as currently configured. The result is that one or more smaller homes are torn down to accommodate a single larger home that can often be out of character with surrounding development.

Conventional Development Pattern



Conservation Development Pattern



Oversized homes often referred to as “bulk-ups” or “McMansions” are also becoming more common as Shelton becomes more affluent. Ordinarily, these larger homes are a simple matter of preference and when located among similar homes, pose no problem for surrounding development, but when constructed as part of a teardown, such homes can dwarf surrounding development, looming closely over neighboring houses and appearing too bulky for their lots. Before this issue comes to the forefront as a significant problem, the Planning and Zoning Commission should examine residential bulk standards and consider regulations similar to those recently adopted in New Canaan.

Address Inaccessible Homes on the Housatonic River

Located on the Housatonic River in the northeast corner of Shelton is a cluster of vacation homes accessible only by boat from Oxford or Seymour. Some of these homes have been converted to year-round use, raising concerns for the residents’ health and safety as well as for the provision of other community services. The continued year-round use of these houses should be discouraged.

Rezone Residential Land for Economic Development

Rezoning land from residential to commercial and industrial zones in appropriate locations can provide a compound net benefit by not only providing for higher value nonresidential development but also by displacing potential residential development that might otherwise become a perpetual drain on the City’s budget. Suitable land should be identified adjacent to current commercial and industrial zones where conflicts with existing residential development can be kept to a minimum.

Provide for Housing Diversity in Appropriate Locations

Following a trend occurring throughout Connecticut, Shelton’s housing supply is becoming increasingly oriented towards larger single-family homes. Projected demographic changes over the next 15 years suggest that Shelton residents may need alternatives to traditional single-family housing in the future. If both young and old are to be able to find housing that meets their needs, new housing will need to accommodate elderly and active-adult residents as well as moderate-income households and first-time buyers.

As noted throughout the Plan, residents are concerned with the creation of higher density residential development in traditionally low-density single-family neighborhoods. However, there are several locations where such development could be desirable.

Encourage Downtown Mixed-Use and Multi-Family Development

Downtown Shelton, with its diverse mix of uses in close proximity, is an ideal location for such development for a number of reasons including:

- residences within walking distance of jobs, shopping, and other amenities can reduce parking demand and dependency on motor vehicles,
- peak residential parking demand is often the opposite of commercial uses,
- high concentrations of residents can support Downtown businesses,

Affordability Requirements

In order to qualify as an affordable unit under CGS 8-30g, a dwelling must be:

- assisted housing (housing funded under a state or federal program),
- CHFA-financed housing (housing financed under a program for income-qualifying persons or families), or
- housing that is deed-restricted to be affordable to low- or moderate-income households for at least 40 years.

A moderate income household earning 80% of the regional median household income or a low-income household earning 50% of the regional median household income cannot spend more than 30% of its gross income on rent, mortgage, utilities, taxes, and other housing costs.

At just over 3% affordable, the City is well below the State's goal of 10% affordable housing stock.

The inertia created by over 14,000 existing housing units makes achieving the State's goal nearly impossible since every ten new housing units, whether affordable or not, in turn requires one additional affordable unit towards the State's goal, qualifying housing developments in which only 30% of the units are affordable do little to increase the citywide percentage of affordable dwelling units. It would take the conversion of more than 1,000 existing dwellings to affordable housing units to meet the State's goal for Shelton.

- residential uses can be suitable for upper-stories in existing Downtown buildings,
- residential uses can be suitable for obsolete industrial floor space in Downtown mill buildings,
- mixed-use development can make the redevelopment of Downtown commercial and industrial properties more economically viable,
- multi-family use can be compatible with adjacent commercial use and provide a transition to moderate-density single-family development surrounding Downtown.

Consider Pedestrian Scale Mixed-Use Redevelopment in Huntington Center

While Huntington Center is fully developed, two-story mixed-use development with first-floor commercial uses might be appropriate on existing commercial properties as redevelopment opportunities arise. Such development could replace inappropriate strip commercial development, and through village district regulations, return the village to a pedestrian oriented streetscape that de-emphasizes motor vehicles and invites walking between businesses.

Ensure Continued Elderly Housing Options

Shelton's population aged 55 and older already accounts for over 25% of the City's total population and that percentage is expected to grow to over 35% by the year 2020. Many existing residents will probably want to stay in their homes and neighborhoods for as long as possible, as they grow older.

To facilitate this, the City should consider enhancing the elderly tax relief program for age- and income-eligible residents. Encouraging income-restricted "empty nesters" to remain in their homes can be financially beneficial for the City despite the reduction in tax revenue, when compared to the cost of services required by young families with children that might replace them if they are forced by income or infirmity to leave their single-family homes.

For those who choose to downsize or can no longer maintain their single-family homes, options such as active-adult housing, assisted living, and income-assisted elderly housing are available throughout Shelton. As demand for these alternatives increase, new facilities should be encouraged to locate in areas where residents can be within walking distance of many daily needs, such as Downtown Shelton.

Despite their revenue positive nature (due to lack of schoolchildren), these types of alternative housing facilities should not be allowed to displace traditional forms of economic development, unless they are in a historically mixed-use environment such as Downtown. If located in traditional single-family areas, they should be carefully sited and buffered to minimize their impact on neighboring residential areas.

Shelton also has fairly flexible regulations for accessory apartments, which allow families to take care of elderly or infirm relatives living within the same structure.

The Shelton Housing Authority operates 120 units of affordable elderly housing in three housing developments (Sinsabaugh Heights I & II, and Helen DeVaux Apartments). With serious roof and floor issues reported in two developments, parking issues at all three developments, and monthly rents fixed too low to pay for improvements, the long-range prospects of these facilities are not good. The Shelton Housing Authority needs an infusion of funds from grants or other sources to ensure the long-term viability of these important housing resources.

Continue to provide Income Diverse Housing

While Shelton housing stock is relatively affordable by Fairfield County standards, an affordable mortgage or rent alone does not qualify a housing unit as affordable by the State standards contained in Section 8-30g of the Connecticut General Statutes (see opposite sidebar). Until Shelton reaches the threshold of 10% of its housing stock guaranteed as affordable (currently 3%), it is subject to an affordable housing appeals procedure that shifts the burden of proof to the Planning and Zoning Commission to show that threats to public health or safety outweigh the need for affordable housing.

While attaining the State’s target of 10% affordable housing stock in Shelton is virtually impossible (see opposite sidebar), the City should still strive to increase the amount of affordable housing in the community. As long as the State goal remains in effect, there is little that Shelton can do to avoid large affordable housing developments submitted under Section 8-30g, but there are ways to provide additional affordable housing in an equitable and less obtrusive manner.

Affordable housing need not be concentrated in one or more large developments. Organizations such as Habitat for Humanity, religious organizations, and local housing trusts have shown that small-scale projects, often as small as one or two homes on existing vacant lots, can be just as effective.

Shelton can take one or more of the following approaches to encourage affordable housing on a similar scale:

- allow development flexibility in return for providing one or more affordable units within a proposed development;
- require a small percentage (e.g. 10%) of all new housing units to be affordable; and/or
- allow a fee-in-lieu of providing affordable units to be placed in a housing trust fund to purchase, construct, or rehabilitate affordable units.

Benefits of an Affordable Housing Trust

By creating an affordable housing trust fund and accepting fees-in-lieu of affordable housing units, City residents can retain control over the design, density, and location of units and the burden is shared by all new development. Under such a program, a housing trust could even purchase existing blighted or substandard homes, renovate them with affordable housing funds, and sell or lease them under the State’s affordability requirements, effectively removing blight and substandard housing conditions, while guaranteeing the long-term affordability of existing housing stock.

Inclusionary Zoning

Section 8-2i of the Connecticut General Statutes enables communities to adopt inclusionary zoning regulations that encourage housing for low and moderate-income persons. Such regulations may include but are not limited to:

- setting aside affordable housing units through long-term deed restrictions or other means,
- allowing density bonuses for providing affordable housing units, and
- allowing a fee-in-lieu of an affordable housing unit.

Shelton can also regulate the construction of affordable units such as requiring affordable units to be similar in size and appearance to market-rate units or preventing a developer from “skimming” a project by building all of the market-rate units at a higher density without building the affordable units.

Creating additional age-restricted affordable housing can also provide multiple benefits to Shelton including:

- providing affordable housing units;
- making progress towards State goal of 10% affordable housing units in the community;
- helping to meet the projected demand for elderly housing;
- allowing elderly residents to remain in the community, and
- remaining revenue positive for the City despite their affordability.

Residential Development Strategies

1. Eliminate the use of the PDD in the residence districts.
2. Adjust PRD densities to be commensurate with the amount of dedicated open space and/or limit their use to age-restricted housing.
3. Require buffers between PRD and surrounding development.
4. Expand the R-1A District to encompass the large tracts of vacant and agricultural land within White Hills.
5. Adopt density-based zoning in the R-1 and R-1A Districts.
6. Eliminate the requirement for preliminary conventional subdivision plans for PRD and CRD.
7. Permit CRD as of right with Subdivision approval and require Special Exceptions for conventional subdivisions and PRD in the R-1 and R-1A Districts.
8. Examine residential bulk standards and consider amending the regulations to address “teardowns” and “bulk-ups” if necessary.
9. Discourage the year-round use of isolated vacation homes on the Housatonic River
10. Continue to encourage Downtown mixed-use and multi-family development.
11. Consider pedestrian scale mixed-use redevelopment in Huntington Center in conjunction with village district regulations.
12. Expand elderly tax relief programs.
13. Encourage active-adult and elderly housing when and where appropriate based on water and sewer availability, and achieving other Plan goals such as enhancing Downtown Shelton.
14. Discourage active-adult and elderly housing that displaces traditional economic development.
15. Minimize the impact of active-adult and elderly housing development on adjacent single-family neighborhoods through siting and buffering.
16. Assist the Shelton Housing Authority with securing funding to maintain and enhance Shelton’s three senior housing developments.
17. Consider allowing additional development flexibility in return for providing one or more affordable units within a proposed development.
18. Consider requiring a small percentage of all new housing units to be affordable;
19. Consider allowing a fee-in-lieu of providing affordable units to be placed in a housing trust fund to purchase, construct, or rehabilitate affordable units.

ADDRESS COMMUNITY NEEDS

5

Overview

Transportation facilities and utilities can be used to help guide appropriate development patterns and together with community facilities and services, can have significant impacts on quality of life. The overall guiding vision for addressing community needs is as follows.

Provide adequate, efficient, and reliable community facilities, transportation systems, and public utilities to meet community needs, maintain a healthy community, and enhance quality of life.

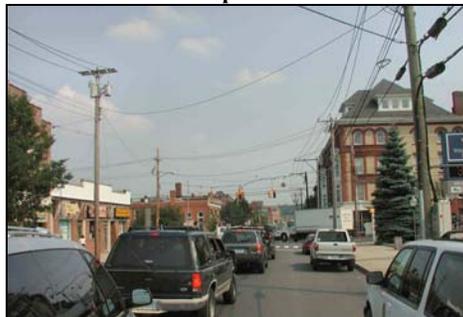
This will be accomplished by focusing on three main action themes:

- adequately maintaining and enhancing community facilities and services;
- maintaining a safe and efficient transportation system; and
- ensuring adequate public utilities.

Community Facilities



Transportation



Utilities



Emergency Services



Shelton needs to provide well maintained and adequately staffed public facilities capable of meeting the current and future needs of the City.

Maintain and Enhance Community Facilities and Services

Community facilities support important community functions such as education, public safety, and recreation and contribute significantly to the quality of life of Shelton residents.

During the inventory and assessment phase of preparing this Plan, the Plan Update Advisory Committee (PUAC) and their planning consultant conducted a series of public workshops, meetings with City agencies, and telephone interviews to determine the current state of community facilities and services and identify issues that will need to be addressed during the next decade if the City is expected to meet growing demands for services. The following items represent the most significant issues presented to the PUAC during this process:

- City Hall space needs,
- School space needs,
- Emergency Services space needs
- recreation facility needs,
- ADA compliance at the Plumb Library, and
- Animal Shelter needs,
- overall staffing, and
- capital improvement planning.

The overriding action theme for addressing community facilities and services is as follows.

Adequately maintain and enhance community facilities and services to meet anticipated community needs, ensure a healthy community, and maintain a high quality of life.

City Hall



Mohegan School



Address City Hall Needs

City Hall, located in the former Fowler School, has undergone many repairs and renovations since its conversion to address immediate concerns such as aging roofs and lack of vault and office space on the first floor. Despite these renovations and repairs, the following issues remain to be addressed:

- despite not being fully staffed, some departments continue to be short of office and storage space;
- meeting space is deficient, requiring boards and commissions to move between multiple facilities, depending on the availability of meeting rooms;
- public parking is limited to on-street parking, which can be problematic when conducting large public meetings and on days when City Hall is used as a polling place; and
- long-term “dead” storage has been created off-site at the Old Intermediate School, making periodic retrieval of archived records inconvenient for staff and raising the question of what to do with them if the school is sold or put to some other use, such as a renovated elementary school.

Digital archiving of the more critical information could be used to put some of the archived information back at the Staff’s fingertips when needed, while consuming minimal space at City Hall but permanent and convenient solutions are needed to address all of these issues.

Despite the institutional, financial and other momentum behind continuing to “make do” with piecemeal renovations to City Hall, there are functional, cultural and possibly financial benefits to relocating City Hall to a new location in the heart of Downtown Shelton. A new City Hall or Government Center could be the centerpiece of Downtown redevelopment efforts, drawing residents and others into the heart of Downtown to conduct city business and placing them as well as City staff within walking distance of Downtown businesses. This option would allow the City to eventually be fully staffed in one consolidated location with adequate meeting office, parking, and storage space, reinforcing Downtown’s role as the center of civic activity. The off-street parking for such a facility could also serve businesses as well as civic and cultural events at night and on weekends.

This concept is not new, with both the Planning and Zoning Commission and Shelton Economic Development Corporation advocating for this concept in their plans for Downtown. Residents agree that Downtown is critical to the community’s future and that by consolidating community facilities and services Downtown, the entire city will have a stake in the ensuring that revitalization efforts continue.

The alternative costs of increasing maintenance, continued renovations, energy inefficiency, and possible further distribution of City functions due to lack of space can be described as putting good money after bad and may only be delaying the inevitable due to the many needs that simply cannot be addressed.

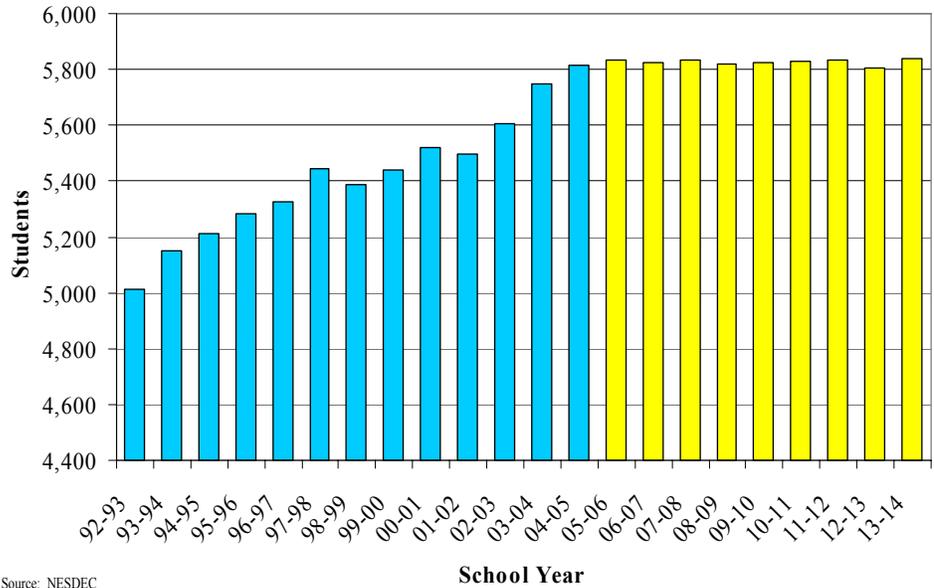
All Day Kindergarten

In 2003, the Board of Education conducted a survey of every household in Shelton, in conjunction with their long-range planning process. Survey respondents agreed nearly three to one that Shelton should institute all-day kindergarten, with 40% of respondents strongly agreeing with the suggestion.

Address Education Facility Needs

Despite a total student population that is not expected to grow significantly during the planning period, Shelton, like many communities in Connecticut, is faced with the need for new or renovated school facilities due to aging buildings, racial imbalance, changes in education standards, and local desire for new amenities such as all-day kindergarten, and dedicated art and music space in the elementary schools.

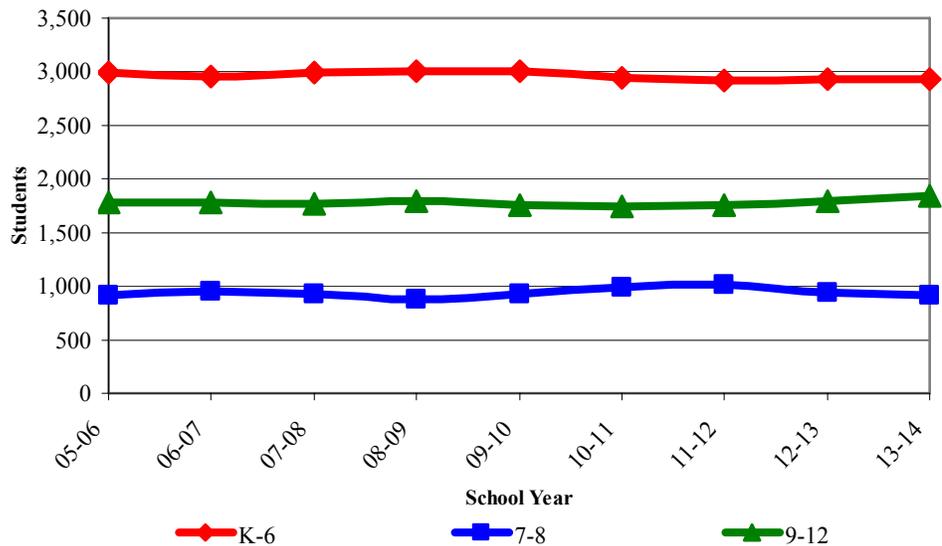
Historic and Projected Total School Enrollment (1992-2014)



Source: NESDEC

As the preceding and following charts illustrate, student enrollment will remain relatively flat over the next ten years.

Projected School Enrollment by Grade Configuration (2005-2014)



Source: NESDEC

Community Facilities

Shelton, CT

1. Indian Wells State Park
2. East Village Rec. Park
3. White Hills Fire Station
4. Nike Rec Site
5. Mohegan School
6. Booth Hill School
7. Capwell Park
8. Huntington Community Center
9. Huntington Fire Department
10. Elizabeth Shelton School
11. Shelton High School
12. Shelton Intermediate School

15. Plumb Memorial Library
16. Parent Child Resource Center
17. Echo Hose Fire Company
18. US Post Office
19. City Parking Lot
20. City Hall

21. Sewage Treatment Plant
22. Impound Lot
23. Highway Maintenance Dept.
24. Dog Pound
25. Park Maintenance Dept.
26. Lafayette School
27. Park

13. Police Station/
Senior Center
14. Riverview Park
28. Old Intermediate School
29. Ripton School
30. Sunnyside School/Boat Launch
31. Little League Fields
32. Southbank Open Space
33. Long Hill School
34. Sewer Pumping Station
35. Sewer Pumping Station
36. Pine Rock Park Fire Dept.
37. Pine Rock Playground
38. Basketball Court

Data Sources:
City of Shelton
CT DEP



Planimetrics

31 Ensign Drive, Avon, CT 06001 860-677-5267

0 3,000 6,000
Feet

Address Short Term School Needs

In 2004, the architecture and engineering firm of Fletcher Thompson completed the Shelton Public Schools Long Range Plan (School Plan), outlining the current condition of all school buildings and making recommendations for meeting the changing needs of the school system over the next ten years.

With the recent completion of the new Shelton Intermediate School and \$25 million in renovations underway at the Shelton High School, these two facilities are poised to handle student needs for the next ten years and beyond. At the elementary Pre-K through sixth grade level, the situation is far from resolved.

The School Plan notes that due to both structural and site deficiencies that are cost prohibitive to fix and impending racial imbalance at Lafayette School, the facility is no longer capable of functioning as an elementary school. The Plan goes on to note that Lafayette School could be made suitable for the Board of Education offices if relocated from the Shelton High School to free classroom space in that facility. In addition to the impending loss of capacity at Lafayette School, the Board of Education wants to institute all day kindergarten, reduce class sizes, create dedicated classroom space at each elementary school for art and music instruction, and achieve other objectives. These combined circumstances warrant the replacement and creation of additional classroom space for 600-650 students.

Two options already considered by the Board of Education are to build a new Elementary School or perform a “like new” renovation of the Old Shelton Intermediate School. The White Hills area has been identified as the likely location of a new \$25 million elementary school due to its focus as the location of new residential growth although it should be noted that a number of residents have stated their opposition to this location during public planning workshops. A “like new” renovation of the Old Intermediate School would cost approximately \$10 million dollars less than a new school (the State of Connecticut would share the cost of both options) after accounting for the purchase of land for a new school and demolition work at the older school.

The City continues to use the Old Shelton Intermediate School for indoor recreation, the Probate Court, archival storage for City Hall, and the emergency services organizations are looking at it for a number of emergency service functions. If the Board of Education returns this facility to school use, alternative sites for the storage and emergency service facilities would be required. If sold for redevelopment, the City would have to replace these recreation facilities as well.

Like the Old Shelton Intermediate School, the Parks and Recreation Department is dependent upon the Lafayette School for its recreation facilities. If the Old Shelton Intermediate School is sold for redevelopment, many of the current and anticipated uses of that building, as well as relocated Board of Education Offices, could be accommodated in the Lafayette School upon its closure. If the Lafayette School were also sold for redevelopment, its recreation facilities would also need to be replaced, creating a severe shortage of gymnasium space that would only partially be offset by a new elementary school.

Address Long Term School Needs

In 1990, Shelton's public school enrollment ratio was 12.7% of the total population and by 2000 it had increased to 15.1%. If Shelton becomes a community of 43,198 residents, as projected in the economic buildout analysis described in Chapter 1, enrollment ratios between 12.7% and 15.1% would result in school enrollments ranging between 5,486 to 6,523 students: a broad range that falls both above and below the peak level of 5,839 projected by NESDEC for the 2013-14 school year. Based on the number of public schoolchildren per household, the economic buildout analysis independently projects a student enrollment of approximately 6,600 students at buildout, supporting the accuracy of the higher end of the projected range.

Part of the reason for the variation in projected school enrollment is a function of demographics. Birth rates in Connecticut have historically followed a 30 to 35-year cycle, with peak school enrollments generally following 15 years after the peak birth rate. Connecticut last experienced a birth rate peak in 1990, as the tail end of the Baby Boom generation entered their childbearing years. Many school districts across the State are now reaching peak enrollments, approximately 15 years later. Looking at the chart on the previous page, Shelton is a perfect example of this trend. The consequence of this trend is that despite reaching buildout, school enrollments will continue to fluctuate due to this trend as well as turnover in existing households. It remains to be seen whether the trends towards smaller household sizes and bearing children later in life will affect total enrollment as it peaks again between 2035 and 2040.

Adding to future uncertainty in school enrollment is the fact that according to the 2000 Census, there were over 1,000 school-age residents enrolled in private schools, at least 400 of which are enrolled in St. Joseph's School alone. Accounting for over 15% of total student enrollment, any decline in the fortunes of St. Joseph's or other area private schools could significantly impact Shelton Public Schools with a sudden influx of new students.

If actual student enrollment approaches the high end of the projected range, and/or one or more area private schools were to close, student enrollment could exceed current enrollment by 900 to as many as 1,900 students, requiring additional classroom space. Since the Board of Education's Long-Range Plan does not evaluate all of the existing school sites with regard to their potential for expansion, further analysis is required to determine whether additional land would be needed beyond the ten-year scope of that Plan. If necessary, additional land should be secured, adjacent to existing facilities if possible, before it is consumed by development.

Address Emergency Services Needs

Emergency services fall into three basic categories: police protection, fire protection, and emergency medical services. All three emergency services report a number of issues that need to be addressed during the next ten years and beyond.

Police Department

The Police Department's personnel include 52 uniformed officers plus dispatchers and support personnel operating out of a single facility built in 1975. There are two vacant officer positions to be filled that would bring the force up to 54 officers but six more budgeted positions remain unfilled. The integration of female officers into the force has led to deficiencies with respect to separate locker room space and showers but there is no room to expand these facilities.

While the Police Department is not centrally located, its current location is not bad from a response standpoint. Unmanned substations would allow officers to maintain a presence in key areas and provide a space for performing routine paperwork and other activities without returning to the Police Station. The completion of Constitution Boulevard would provide significant benefits to the Police Department and other emergency services, both in terms of reducing traffic congestion that can lead to accidents and in shortening response times by providing a more direct cross-town route.

Fire Department

With about 290 volunteers distributed among four fire companies, Shelton has one of the largest all volunteer fire departments in the Northeast, at a time when many smaller departments have been forced by decreasing numbers of volunteers and poor turnout during weekdays to turn to full-time and part-time paid personnel to supplement their ranks.

Training of volunteer firefighters is growing more rigorous, time-consuming, and expensive, contributing to the decline of volunteers nationwide. For example, only about half of Shelton's firefighters are trained and certified to enter buildings during a fire. Training space at the firehouses is limited, prompting the Department to look into creating a training center at the Old Shelton Intermediate School. This Training Center would also benefit the Emergency Medical Services, whose personnel also have rigorous training demands.

Due to the growing size and weight of fire apparatus as well as growing and geographically shifting demand for services, several of the five fire companies may require new or expanded facilities in the future. The Company #1 Echo Hose station may need an upgrade to accommodate larger and heavier vehicles at a time when its demand for services is shifting south towards Bridgeport Avenue, prompting consideration of a new station site within the Bridgeport Avenue corridor. Administrative space is also lacking and the Department would like to relocate their administrative function to the Old Shelton Intermediate School. Huntington Station #3 may need a sub-station to address both geographically shifting service demand and to accommodate larger apparatus without significant modifications to the existing station.

From an equipment standpoint, the Fire Department utilizes 25 fire fighting apparatus. With some of the oldest vehicles reaching the end of their useful life, requiring costly repairs when they break down, two new heavy rescue trucks and two to three new aerial devices may be needed to replace aging equipment.

Emergency Medical Services

Echo Hose Ambulance provides first-response emergency medical and ambulance services to the City utilizing four ambulances and a staff of 128 volunteer and paid personnel. With 3,500 to 4,000 service calls per year, the aforementioned turnout and training issues have led the Company to turn to 3 full-time and 20 part-time paid personnel to provide service during weekdays between 6:00 am and 6:00 pm, with the remaining 105 volunteers manning evenings, nights and weekends. Increasing traffic congestion and an aging population, many of whom live in one of Shelton's several care facilities, are leading to increasing demand for services.

Unlike the Fire and Police Departments, Echo Hose Ambulance derives the bulk of their operating expenses from billing service users; with fundraising, grants, and the City meeting their capital needs.

Their current facility, like several other emergency service facilities in the City, is inadequate for their needs, lacking sufficient vehicle bays as well as office, storage, and training space. If the Echo Hose Hook and Ladder Company relocates to the Bridgeport Avenue area, the Ambulance Company could either share space at such a facility or utilize a vacated Downtown Echo Hose Hook and Ladder Company facility to relieve space needs.

Emergency Communications

Communications are in need of upgrading and are an immediate concern for all three emergency services. The concept of moving the communications center to the Old Shelton Intermediate School is being explored and could free valuable space in the Police Station, forestalling the expansion of that facility in order to fully staff the Department and address the needed facilities for female officers.

In addition to the need for new dispatching equipment, the radio equipment used by the three services will need upgrades as well, eventually including computers onboard emergency vehicles.

Address Public Works Needs

Highways and Bridges Department

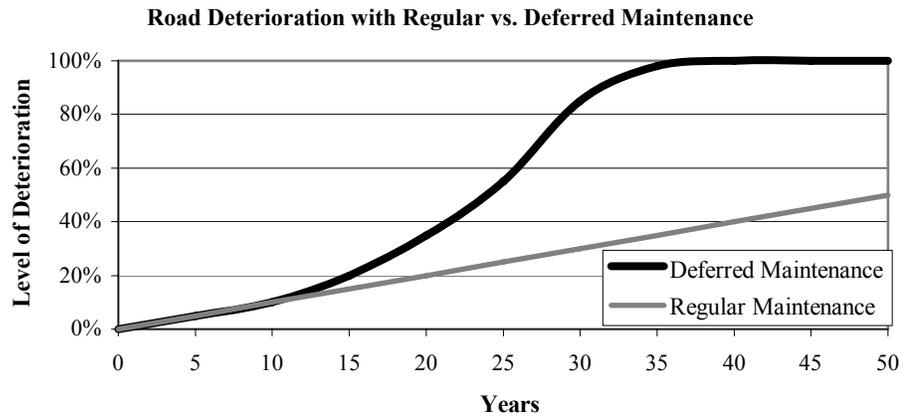
The Highways and Bridges Department maintains approximately 215 miles of roads, bridges, storm drainage facilities, and municipal parking lots, in addition to maintaining their own vehicles as well as police vehicles. According to the Highway Supervisor, with a staff of 30 employees, the Department is accomplishing all of these functions with fewer personnel and less funding than was used to maintain 30 fewer miles of road 15 years ago. Additional driver/operators are required to meet service demands, but contractors are currently filling equipment/personnel gaps.

The Highway Garage is undersized and ill equipped to serve the Department's needs. The complex currently includes three large and three small truck bays and has no lifts capable of handling heavy equipment. The building also has electri-

cal issues, including the need for a new generator. Six large drive-through bays, three heavy lifts, and a new generator would meet the Department's needs for the planning period and beyond. On-site expansion is not possible with the Highway Garage, Parks and Recreation Garage, fuel facility, sand/salt dome and recycling area, all sharing a ten-acre site that is already too small to accommodate these uses.

The department budget has been reduced in recent years to the degree that planned equipment purchases are regularly deferred and road maintenance is being cut back despite new roads being added annually. For example, no chip sealing was done in 2004, when more than 20 miles of road need to be chip sealed every year just to maintain a ten-year maintenance cycle for City streets. Deferring regular maintenance can save money in the short term but can lead to more costly expenditures in the future if maintenance is regularly deferred and roads are allowed to deteriorate prematurely. A Capital Improvement Program, described later in this Chapter, can help to plan and pay for necessary repairs in the future.

The following chart illustrates an example of the increasing cost of repairs over time with deferred maintenance. It is clear from the chart that a road with deferred maintenance could reach 50% deterioration twice as fast as a road receiving regular maintenance and if allowed to continue, could require complete reconstruction in 35 years.



Transfer Station

The Transfer Station is owned by the Connecticut Resources Recovery Authority and operated by the City of Shelton. The facility is considered inefficient by today's standards and is manned by two part-time employees. As a result, recyclable materials such as batteries, oil, refrigerators, and propane tanks are handled at the Highway/Parks and Recreation Garage complex. A state-of-the-art facility is estimated to cost about one-million dollars.

Address Parks and Recreation Needs

The Parks and Recreation Department is responsible for maintaining, operating, and programming courts, fields and other amenities at three indoor facilities and ten parks/recreation areas, in addition to numerous indoor and outdoor amenities at school sites throughout Shelton.

With a growing population, increasing sports participation by girls, and changing preferences in sports activities, demand for new outdoor athletic facilities is expected to grow during the planning period. Similarly, indoor athletic facilities such as school gymnasiums can be difficult to schedule as they serve double duty for school sanctioned sports as well as youth and adult recreation programs.

New facilities to be considered during the next ten years include:

- a new soccer field,
- a new full-size baseball field,
- a municipal golf course,
- a centralized athletic complex,
- an additional swimming pool, and
- an additional indoor gym (two or more if the Lafayette School and/or Old Shelton Intermediate School gyms are no longer available).

The new soccer field and full-size baseball field are immediate necessities to meet demand. If not included in a new centralized athletic complex (see following page), these fields should be located adjacent to existing fields if possible to simplify their maintenance.

An additional swimming pool is a long-term need if demand for the current indoor pool continues to increase. If not included in a new centralized athletic complex (see following page), another indoor pool would be preferable to facilitate its year-round use.

While there is public interest and demand for a municipal golf course, it is not as high of a priority as new athletic fields. A municipal golf course could generate income for the City and improve the City's image and desirability to potential businesses and residents. Depending on the availability of additional land adjacent to existing City land under consideration, a municipal golf facility could include a 9-hole or 18-hole golf course, a clubhouse and restaurant, and a driving range. A vendor would likely operate the facility and offer discounts to City residents.

Many of the residents attending the public workshops during the planning process understandably pointed to Monroe's Wolf Park as a model recreation facility that they would like to see implemented in Shelton. Wolf Park is a gem among municipal parks in the State and actually generates excess revenue for Monroe that is reinvested into the facility and used for other recreation and open space purposes.

The Parks and Recreation Commission is considering the feasibility of a centralized athletic complex of fields and services fanning out from a central hub. By

Recreation Facilities

Outdoor recreation courts and fields, including those located at school sites include the following facilities:

- Community Center
- East Village Civic Center
- Capewell Park
- East Village Park
- Nike Site
- Pine Rock Park
- Riverwalk Park & Farmers Market
- Riverview Park
- Southbank Park
- Sunnyside Park
- Shelton Lakes Recreation Area
- Huntington Green

Recreation Inventory

In addition to the playgrounds and athletic facilities at schools sites throughout Shelton, the Parks and Recreation Department operates and maintains the following facilities:

Baseball/Softball Fields	26
Football Fields	5
Multi-Use Fields	3
Soccer Fields	8
Basketball Courts	7
Tennis Courts	12
Volleyball Courts	1
Playgrounds	10
Swimming Beaches	2
Skateboard Park	1
Picnic Areas	10
Fishing Access	10
Boating Access	5

centralizing many athletic facilities in one location, the facility maintenance function can be simplified. Possible features of a centralized athletic complex could include:

- a lighted soccer field/track,
- baseball & softball fields,
- basketball courts,
- a roller blade rink,
- a building with snack bar & permanent sanitary facilities,
- an outdoor pool (would negate the need for a second indoor pool), and
- paved parking.

Such a facility, while highly desirable, does not fall into the category of necessities.

Indoor gymnasium space is at a premium, with an anticipated need for an additional facility in the next ten years. A new elementary school under consideration by the Board of Education would alleviate that need, but the loss of a gym at either the Old Shelton Intermediate School, Lafayette School, or both would undermine such a gain and possibly increase the need.

Ongoing concerns of the Parks and Recreation Department include equipment, maintenance, and staffing levels. The Department maintains (including snow plowing) not only the parks and community centers, but also school athletic facilities, grounds and parking lots; emergency services grounds and parking lots; community facility grounds and parking lots; and landscaped areas within City roadways. To meet anticipated demand, additional maintenance personnel, recreation personnel (e.g. Aquatics Director), new maintenance equipment, and an expanded storage and parking facility for Parks and Recreation maintenance equipment may be needed during the planning period.

The Riverwalk in Downtown Shelton was a key open space initiative that accomplishes multiple goals ranging from providing public access to the riverfront to providing a much needed outdoor civic space to draw residents Downtown. Other key open space parcels identified by the Parks and Recreation Commission for acquisition include the Tall, Wiacek, and Wabuda properties (these properties are included in the Open Space and Future Land Use Plans in Chapters 3 and 6). The Connecticut Resource Recovery Agency (CRRA) Landfill on River Road offers potential for Housatonic River public access and other possible recreational opportunities. These are outlined in the CRRA's Landfill Closure Plan.

Address other Community Facility Needs

Plumb Library

The Plumb Memorial Library has recently undergone an exterior historic renovation on the original building constructed in 1895. The original library is just over 4,750 square feet in area and is supplemented by a 13,000 square foot addition completed in 1974. Over 30 years later, the combined building has again reached capacity because like many libraries around the country, changes in technology have created demand for a constantly changing array of media that in addition to books includes books on tape, CDs, videos, DVDs, and internet access terminals.

With parking space already at a premium, there is no room for expansion, requiring the continual evaluation of available materials and the weeding out of those found least desirable.

The Board of Library Directors recognizes the need to conduct a comprehensive study of materials, services, and staffing as well as address ADA compliance issues stemming from the lack of an elevator, which is making the accommodation of handicapped residents especially difficult in winter.

Huntington Library

Located in the Community Center, the Huntington Branch Library is an approximately 11,000 square foot facility intended to supplement but not supplant the function of the Plumb Memorial Library. This facility's collections are more limited in scope, lacking reference and other materials available at the Plumb Memorial Library.

The only significant concern with this facility is an ongoing maintenance issue with a glass block wall dating back to the building's function as an elementary school. The wall has been repaired in the past to fix shattered glass blocks but the problem has re-emerged, creating a potentially hazardous situation as chunks of glass fall from the wall.

Animal Shelter

The Shelton Animal Shelter is staffed by one full-time Animal Control Officer and two part-time employees who care for dogs detained in the facility. In addition to enforcement duties, the staff runs spaying, neutering, foster home and adoption programs in cooperation with local veterinarians and the Friends of the Shelton Animal Shelter.

The facility is inadequate to meet Shelton's animal control needs with limited kennel, office, and storage space. Currently the facility can only house dogs, as there is nowhere to segregate other animals. Subsequently, cats and other animals are farmed out to a network of foster homes until they can be claimed by their owners or permanently adopted. The facility should be upgraded and enlarged to meet the City's needs, possibly in conjunction with a neighboring community. There is currently an \$80,000 budget request to upgrade the facility that should be acted upon in the near future.

Plumb Memorial Library



Shelton Animal Shelter



Senior Center

Built in 1991, the Senior Center is an 18,000 square foot facility catering to the recreation and social needs of Shelton residents over the age of 55. The facility offers a wide variety of services including hot meals, transportation, education, and recreation programs. The facility is sized and staffed to meet current and future needs. The Senior Services Director notes a trend towards today's seniors being more active and healthy and therefore less dependent on the facility to meet their needs.

Despite the adequacy of the Senior Center, the Senior Services Director also notes that there is an element of Shelton's aging population that transcends income groups, which is not being adequately served by the Center. A Social Worker is needed to help older residents with issues beyond the scope of services provided by the Center.

Old Shelton Intermediate School

The Old Shelton Intermediate School presents a number of opportunities and issues for the City over the next ten years and beyond. The Board of Education considers the former school unacceptable for education purposes for a number of reasons including its geographic location and current state of repair, and the City is subsequently considering its sale. Since its closure as a school, the City continues to use the facility for recreation activities and archival storage of City Hall records. Additional space within the facility is coveted by all three emergency services for administration, communications, training, and other uses and the Board of Education has not given up completely on performing a like-new restoration of the facility as a low-cost alternative to building a new elementary school.

Based on its current and anticipated future uses, it appears that with renovations the building would have considerable useful life left in it. To sell the facility would require alternative solutions for indoor recreation, storage and emergency service needs.

Address Communitywide Facility and Service Issues

Throughout the planning process, during PUAC meetings, public workshops, board and commission surveys, and departmental interviews, the two most persistent recurring themes have been deficiencies in staffing and maintenance of public facilities, and the lack of a Capital Improvement Program.

Deferred Maintenance and Staffing

While deferring maintenance and staff hiring can make sense if a facility or piece of equipment is slated to be replaced, or demand for a service is expected to decline, these do not always appear to be the case in Shelton. Many of the maintenance issues cited relate to facilities and improvements that have long useful lives ahead of them. Shelton's population is expected to continue growing for the foreseeable future, placing increasing pressure on reduced staff.

As the previous example of road maintenance illustrates, the deferral of maintenance not only time shifts repair costs to a later date, but if deferred repeatedly or at a critical time can lead to costlier repairs and even total replacement as roads, bridges, roofs, equipment, and vehicles fail prematurely. Putting off necessary repairs and improvements can also lead to environmental and safety hazards such as leaking underground tanks, indoor air quality issues and OSHA violations that might have to be addressed at a time not of the City's choosing.

Deferring the repair and replacement of necessary equipment and hiring of necessary personnel through the use of contractors can be a cost effective short-term solution, but if allowed to go too far, it can reach a point that is difficult to return from as the capacity to resume full responsibility of the function deteriorates over time due to space being re-allotted or lost and equipment retired or sold.

Based on current performance, most City departments are clearly capable of performing many of their functions with reduced staff but in some cases, continuing to do so may lead to unintended consequences such as:

- decreased quality of service and resident dissatisfaction,
- high staff turnover,
- loss of efficiency,
- deferral of non-critical functions,
- higher future maintenance costs,
- dependence on outside contractors, and
- missed opportunities.

Capital Improvement Program

The City has a six-year capital budget in place but it falls short of what a comprehensive Capital Improvement Program (CIP) should include. A CIP should be a clear statement of the City's policies and financial ability to manage the physical development of its public infrastructure and should include a systematic plan for providing infrastructure improvements within a timeframe that meets community goals and needs.

While the current Six-Year Capital Budget includes some comprehensive requests for capital items from some City Departments, others are clearly incomplete or missing altogether. For example, the Highways and Bridges Department has requested new equipment but requested neither necessary improvements to nor replacement of their Garage, nor any major road or bridge repairs over the next six years.

The Six-Year Capital Budget also lacks a basic budgetary element: the revenue side of the budgetary equation. With no indication of the sources of funding to pay for capital improvements, nor any reference to the City's ability to bond for them, the budget is reduced to nothing more than a list of capital funding requests.

The City should establish a comprehensive Capital Improvement Program. Many communities manage the process through a Capital Improvement Commit-

GASB 34

The Governmental Accounting Standards Board (GASB) issued Statement 34 (GASB 34) in 1999, requiring local governments to report annually on the value of their infrastructure (in their annual report) on an accrual accounting basis: providing an accounting of the remaining useful value of all community assets. In doing so, the City's overall financial condition becomes more comprehensible to the public, bond rating agencies, and the City itself.

GASB hopes that the new accounting standards will encourage better stewardship of public resources by holding communities accountable for the condition of their infrastructure assets, in essence making their improvement or lack thereof more apparent.

tee (which could be appointed by, report to, and include members of the Board of Aldermen), which includes an annual process for soliciting new funding requests, identifying funding sources, and prioritizing equipment purchases and projects based on the City's ability to pay for them. The CIP would include all significant improvements and repairs to community facilities, roads and other infrastructure anticipated within a five- to six-year period. It might also include longer-term needs as well, without necessarily identifying funding sources, so that the City can consider its long-term bonding capacity as it plans for short-term needs. A CIP is a dynamic plan that can be adjusted annually as the City's financial status fluctuates or community priorities change.

There are several benefits for developing and adopting a Capital Improvement Program. Not only does the CIP become a management tool for City boards, commissions and staff, a CIP also keeps citizens, developers, and businesses, who are interested in the development of the City, informed on projects affecting their future investments. A CIP could assist in leveraging other funds through improved timing of projects, and coordinating City projects with those of other public or private entities. A CIP can be referred annually to the Planning and Zoning Commission, which (assuming sufficient information on each request is included) can then comprehensively review all planned municipal improvements for conformance with the Plan of Conservation and Development, as required under CGS Section 8-24, eliminating the need for individual reviews of each project.

Another area that a CIP would aid the City in is in complying with the new accounting requirements of GASB 34. Traditionally, local governments have used a cash accounting method to report infrastructure assets like roads, bridges, and sewer facilities, with the capital cost of infrastructure investments appearing in the annual financial report for the year in which it is constructed, while the value of existing physical assets are not accounted for at all. Accrual accounting tracks the depreciating value of infrastructure over time and is more consistent with private sector accounting practices.

Under GASB 34, Shelton will now have to assess the condition and value of all community assets and track their value over time. With bond rating agencies such as Moodys and Standard & Poors evaluating the financial state of cities and towns under the new GASB 34 guidelines, communities can no longer afford to allow deferral of routine maintenance and repairs to accelerate the depreciation of infrastructure without impacting their ability to bond for those improvements when necessary.

The lack of a CIP, if coupled with reduced maintenance of public roads and facilities, could leave the City with few prospects for significant new revenue at build-out and numerous facilities in need of costly repairs. Shelton should anticipate this impending time of reduced revenues and begin working towards getting the City's facilities and other infrastructure in good order, so that when new revenue is scarce, future taxpayers will not be burdened with the cumulative costs of making major repairs to multiple facilities.

Address ADA Issues

In addition the Plumb Library's more obvious compliance issues with the Americans with Disabilities Act (ADA), other facilities such as the Huntington Library and the Senior Center reportedly have compliance issues as well. The City should continue bringing all publicly accessible community facilities into compliance with ADA requirements.

Community Facility and Service Need Strategies

1. Consider the costs and benefits of creating a Downtown Government Center vs. the continual repair and deficiencies of the current City Hall.
2. Address anticipated elementary school classroom space needs, considering not only the cost differential of alternatives but the long-term bussing and operating costs as well as alternative uses of existing and former school facilities.
3. Assess the long-term needs of the Board of Education to determine whether additional land should be appropriated now, before it is lost to development.
4. Consider a new Echo Hose fire station in the Bridgeport Avenue corridor to accommodate larger needed equipment and improve response times to this busy area. Also consider including space for the Echo Hose Ambulance.
5. Consider a fire substation within the Huntington Fire Company service area to provide needed space for new equipment.
6. Consider relocating the emergency dispatching function to another location, to not only make necessary communications upgrades but to free needed space within the existing Police Station.
7. Consider providing training space for the Fire Department and Echo Hose Ambulance.
8. Continue to support the efforts of emergency services volunteers to avoid additional cost associated with paid personnel.
9. Assess the need for a new or improved Highway and Buildings / Parks & Recreation Garage Site and begin planning for a new facility if necessary.
10. Provide adequate funding and staffing of the Highways and Bridges Department to keep maintenance of infrastructure and equipment up to date and avoid costlier future repairs.
11. Construct needed recreation fields.
12. Investigate the feasibility of such recreation facilities as a municipal golf course and a centralized athletic complex.
13. Monitor the need for an additional swimming pool.
14. Consider the demand for additional indoor athletic space, including when building, reconfiguring, or selling school facilities.

Community Facility and Service Need Strategies (continued)

15. Pursue public access to the Housatonic River and other possible recreational opportunities at the CRRA landfill on River Road.
16. Assess the need for social services for Shelton's aging populations and create a social worker position if necessary.
17. Conduct a comprehensive study of materials, services and staffing at the Plumb Memorial Library.
18. Address repair/safety issues at the Plumb Memorial and Huntington Libraries.
19. Make necessary improvements to the Animal Shelter.
20. Continue efforts to determine the fate of the Old Shelton Intermediate School so that current and desired functions of the facility can be permanently assigned to new or existing facilities and financially planned.
21. Consider the long-term costs of deferred maintenance of community infrastructure and potential for missed opportunities from reduced staffing.
22. Establish a ten-year Capital Improvement Program and consider appointing a Capital Improvement Committee to administer the program.
23. Continue to bring all publicly accessible community facilities into compliance with ADA requirements.

Maintain a Safe and Efficient Transportation System

The City of Shelton recognizes the relationship between the transportation system and both municipal character and quality of life. Transportation facilities and choices can encourage or constrain development, and preserve or threaten quality of life.

The responsibility for transportation planning and infrastructure is shared among local, state, and federal governments. Private sector developers share responsibility for transportation infrastructure immediately adjacent to their proposed developments, and when meeting size thresholds for either floor area or housing units, can also be held responsible for more significant improvements to adjacent and nearby State roads by the State Traffic Commission (STC). While a local perspective on road improvements looks primarily at relieving bottlenecks and facilitating development, the planning process on a larger scale is required to address other goals such as energy conservation, reducing air pollution and other environmental effects, preservation and management of existing facilities, integrating transportation modes, and social objectives.

In order to integrate transportation more tightly with other elements of the Plan, many transportation strategies have been addressed in Chapter 4 within the context of protecting and enhancing important structural elements of the community such as Downtown, Huntington Center, and the White Hills. Unless they provide additional benefits beyond the borders of these areas, this Chapter will not readress those strategies.

The action theme for guiding local transportation planning is as follows.

Maintain a safe and efficient transportation system to support desired development patterns, meet all residents transportation needs and ensure a healthy community.

This will be accomplished by:

- relating road design to both function and adjacent land uses,
- facilitating capacity and safety improvements to the road network,
- supporting alternative modes of transportation, and
- ensuring safe pedestrian and bicycle access in appropriate locations.

Commodore Hull Bridge



Alternative Transportation Modes



Classifying Roads

Roads are typically classified based on their:

- function (through traffic versus access),
- major land use (business or residential),
- traffic volumes, and
- overall location.

Classification and Access

Expressway – A limited access major arterial intended to carry high-speed regional and inter-regional traffic. Access is restricted to a limited number of highway interchanges.

Arterial - A road primarily intended to carry regional traffic and serve major activity centers. Direct access to arterials should be restricted, requiring shared driveways, interconnected parking lots, and similar measures to reduce curb cuts and maximize the movement of through traffic. Acceleration / deceleration lanes could also be required at access points to facilitate the efficient flow of traffic.

Collector - A road intended to serve business areas and/or distribute traffic between arterial roads and neighborhoods. Collector roads can provide both direct and indirect access to adjacent land but access management measures should be encouraged in commercial and industrial areas.

Local Street - A road primarily intended to provide direct access to abutting properties and not serve major through traffic.

Relate Road Design to Function and Desired Land Use

Road classifications are important for matching the design of roads to their location, adjacent land uses, and function. Matching the width, surface, geometry, and alignment of the road to anticipated traffic needs (access, volume, and speed) creates an efficient circulation system.

Typically, roadways are classified by function. The degree to which roadways are intended to provide mobility versus access to adjacent land forms the basis of their classification. Four broad categories are identified: expressways, arterials, collectors, and local streets (see sidebar). Within each of these categories, roadways are sometimes further subdivided into major or minor groupings such as major arterials and minor collectors.

By designating roads according to this classification system, future land-use decisions and road improvements can be coordinated to optimize and prolong the intended function of each road segment, whether it is to move traffic rapidly between community nodes or provide access to businesses or residences. Recommended road classifications are illustrated on the facing page.

Access management provides another set of tools for optimizing and prolonging the intended function of key road segments. Access management is the systematic control of the location, spacing, design, and operation of driveways, median openings and street connections to a roadway. It also involves roadway design applications such as median treatments, auxiliary lanes, and appropriate spacing of traffic signals.

The purpose of access management is to provide vehicular access to land development in a manner that preserves the safety and efficiency of the transportation system. This access design and location control is extended to all roadways. From a planning perspective, access management implements and reinforces the roadway functional hierarchy. Access management is particularly important along arterials and other primary roads intended to provide safe and efficient movement of traffic. However, access management is still necessary on collectors and even residential streets to address safety considerations. Access management is often complicated by the fact that the relationship between roadway classification and actual function is not always uniform. In other words, arterial roads sometimes serve local access needs while collector and even local roads can serve substantial amounts of through traffic.

The key principles of access management are to:

- better match roadway classification with function,
- limit direct access to major roadways,
- locate and time traffic signals to favor through movements,
- limit the number of conflict points and separate conflict areas,
- remove turning vehicles from through-traffic lanes,
- provide a supporting street and access system,
- encourage consolidation of driveways and sharing of existing drives, and
- encourage sharing of access and parking among adjacent development parcels.

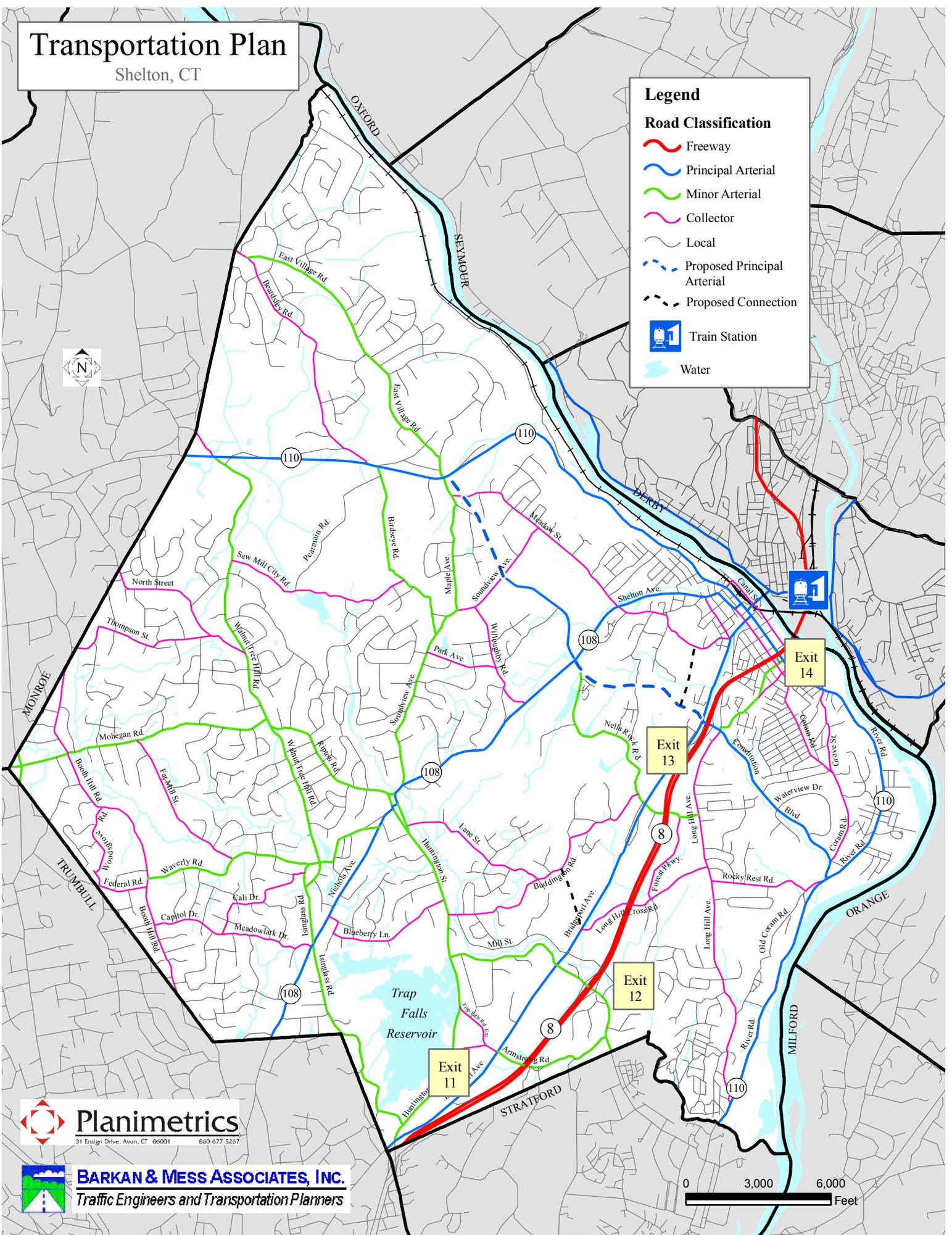
Transportation Plan

Shelton, CT

Legend

Road Classification

-  Freeway
-  Principal Arterial
-  Minor Arterial
-  Collector
-  Local
-  Proposed Principal Arterial
-  Proposed Connection
-  Train Station
-  Water



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31 Ensign Drive, Avon, CT 06001 860-677-5267

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Stormwater Management

Roads are also a significant source of stormwater and non-point source pollution that must be dealt with under the new National Pollutant Discharge Elimination System (NPDES) Phase II guidelines. By tailoring pavement widths to match the function of the road segment and adjacent land uses, the volume of stormwater runoff generated by new development can be reduced.

Access management is implemented through a combination of local and state regulations. The City can address access management concerns through the application of Subdivision and Zoning Regulations, public works projects, development review and permitting. The State Traffic Commission also exercises this function through the Major Traffic Generator certification process for projects on State highways that meet threshold development levels. Recent developments on Bridgeport Avenue such as Split Rock have only been approved after demonstrating suitable access management provisions.

While the ideal time to apply access management regulations is before development takes place, a well-developed set of access management regulations can still be effective when considering redevelopment proposals.

Access management will be most effective in conjunction with the following actions.

1. Limit sprawl. The combination of traffic volume and access arrangements is generally more troublesome for non-residential development. Recommendations about appropriate types of development in various locations in the City are presented in Chapter 4.
2. Review the City's Subdivision and Zoning Regulations for opportunities to incorporate additional access management principles. Existing regulations address numerous components of access management but might benefit from a more comprehensive perspective.
3. Develop access plans for specific corridors. For undeveloped parcels, ideal spacing of intersections and types of access can be determined in advance. In more developed areas, opportunities to improve access arrangements will be useful when redevelopment occurs. Candidate corridors for this type of analysis might include:
 - Bridgeport Avenue,
 - new sections of Constitution Boulevard,
 - Howe Avenue through downtown Shelton, and
 - Huntington Center

Facilitate Capacity and Safety Improvements to the Road Network

Traffic is a major concern of Shelton residents, with traffic issues ranking as the number four planning issue during the public workshops and congested areas accounting for one-fifth of the things that workshop participants were sorry about (see Chapter 2). Some of the most frequently identified trouble spots include Huntington Center, Downtown, and Bridgeport Avenue.

These three areas in particular, have been already been addressed in Chapter 4 under the discussions on protecting and enhancing these areas. The remainder of this section will address those traffic and safety issues outside of these areas as well as those of a general or citywide nature.

As discussed in Chapter 2, Shelton is projected to have an additional 1,680 units of various types of housing when fully developed. Depending on the ultimate housing mix, these housing units could generate as many as 20,000 additional two-way vehicle trips per day. While not quantified into square feet, the poten-

tial for additional economic development could generate at least as many trips. The future road network must be planned to accommodate these trips.

Traffic volumes on key roads are summarized in the table below. The figures refer to average daily traffic in 2004, unless otherwise specified.

Average Daily Traffic Volumes for Key Road Segments (2004)

Road	Location	Daily Trips
Route 8	South of Exit 13	59,300
	Commodore Hull Bridge	77,800
Bridgeport Avenue	South of Old Stratford Road	15,800
	Old Stratford Road to Exit 13	18,100
	North of Exit 13	17,300
Route 110	River Road at Stratford Line	17,300
	Howe Avenue Between White and Bridge Street	14,600
	Leavenworth Road at Birdseye Road	8,100
	Leavenworth Road at Monroe Line	6,100
Bridge Street	Derby-Shelton Bridge	11,800
Route 108	Nichols Avenue from Trumbull and Huntington Center	5,400
	Nichols Avenue in Huntington Center	14,000
	Shelton Avenue immediately north of Huntington Center	16,400
	Shelton Avenue from Huntington Center to Downtown	9,500
Constitution Boulevard	At Route 110	4,000
	At Plaskon Drive	7,400
	At Exit 13	12,900

Source: ConnDOT

Several locations have been determined to be high-accident locations based on the review of accident statistics from ConnDOT and the Shelton Police Department.

High Accident Locations

Road	Location
Route 8	Between Exits 11 and 12
	Between Exits 13 and 14
Bridgeport Avenue	Between Long Hill Road and Coram Avenue
	At Perry Hill Road and Oak Avenue
	Between Sullivan Avenue and John Street
	At Constitution Boulevard and Exit 13 northbound ramps
	At Exit 13 southbound ramps
	Between Commerce Drive and Mill Street
	At Commerce Drive/Old Stratford Road
	North of Armstrong Road
	At Armstrong/Trap Falls Road
Between Trap Falls Road and Philips Corp. Drive	
Route 110	Howe Avenue between Cornell and Center Streets
	Howe Avenue at Bridge Street
	Leavenworth Road at Maple Street and East Village Road

Sources: ConnDOT, Shelton Police Department

Those locations where safety improvements are not already planned should be carefully monitored to determine whether their recent accident history is an anomaly or safety improvements are needed.

Several changes in the road network have occurred since the previous Plan of Conservation and Development was adopted, some are in progress, and while others have been reconsidered.

The following previously recommended projects are in the process of implementation:

- realignment of Perry Hill Road.
- reconstruction and realignment of 3,200 feet of East Village Road.
- widening, realignment and resurfacing of 4,200 feet of Commerce Drive at the intersection with Bridgeport Avenue.
- reconstruction of three the three way intersection of Route 110 with Beardsley Road, School Street and Birdseye Road.

These projects are programmed in the Regional Transportation Improvement Program for construction through Federal Fiscal Year 2008. Federal aid funding for arterial and collector road improvements available to the four Valley Region communities is approximately \$2 million per year and is distributed according to a prioritization process. The Plan is required to develop a fiscally balanced (i.e., estimated total costs of recommended projects balances estimated funds available) regionwide plan with a 25 year planning horizon. Projects totaling \$44.6 million have been identified and are listed in the appendix. With the exception of the four projects listed above and some that were funded by special earmarks in recent transportation legislation, no timetable has been established for these projects.

Several recommendations to close gaps in the road network are still supported including the Aspetuck Trail Extension, Lane Street Extension, and Oak Valley Road Extension.

The Walnut Tree Hill Extension and Pearmain Road Extension in the White Hills area have been reconsidered since this rural area has been recommended for very low-density residential development.

Recommendations for projects in specific areas of the city are presented in the following sections.

Facilitate Capacity and Safety Improvements to the Route 8 Corridor

This corridor has been generally defined to include the section of Route 8 from Interchange 13 south to Interchange 11 at the Trumbull line, and the four-mile section of Bridgeport Avenue parallel to Route 8 over this length. Both the Route 8 expressway and Bridgeport Avenue (designated State Route 714) are state highways under the jurisdiction of the Connecticut Department of Transportation (ConnDOT).

This corridor is the source of much of the recent economic development in the City, resulting in increased traffic volumes, as discussed below. As discussed in

Chapter 4, careful development choices are needed not only to optimize tax revenues but also to preserve the traffic capacity needed to ensure the continued viability of the corridor for economic development. It is also necessary to make strategic investments to both increase traffic capacity and improve safety in this corridor.

Bridgeport Avenue is generally one travel lane in each direction, with additional through or turning lanes at some intersections. There are twelve traffic signals along this stretch of Bridgeport Avenue, four of which are located at driveways to major commercial developments. These signals operate independently, except for the following, which are coordinated:

- two signals at the drives to Shelton Square,
- two signals at the intersections with Long Hill Cross Road and Mill Street/Baird Sawmill Road, and
- three signals at the drives to Crown Point Plaza, Wal-Mart and the intersection with Nells Rock/Platt Roads.

Key intersecting city streets along this corridor include Trap Falls Road, which provides a connection to office developments near the reservoir and the Huntington neighborhood with a connection to retail outlets in the corridor, Old Stratford Road and Commerce Drive, which provide access between Route 8, Exit 12 and Shelton Research Park. Long Hill Cross Road serves a growing industrial area and provides access to Route 8, the South End neighborhood, and retail areas in the corridor. Constitution Boulevard, at Exit 13, provides access to the Shelton Industrial Park and will be extended westerly to Constitution Boulevard North to serve additional development areas.

Traffic growth along Bridgeport Avenue as well as on the ramps at the Route 8 interchanges is illustrated by the volumes shown below.

Traffic Growth on Bridgeport Avenue (State Route 714)

Location	Daily Traffic Volume (Two-Way)			Annual Change
	1993	1998	2004	1993-2004
North of Interchange 11	16,100	14,800	12,900	-2.0%
South of Old Stratford Road	14,000	17,700	15,800	1.1%
North of Old Stratford Road	12,800	17,200	18,100	3.2%
South of Interchange 13	11,300	14,100	14,900	2.6%
North of Interchange 13	13,900	16,800	17,300	2.0%

Source: Connecticut Department of Transportation. ¹

Bridgeport Avenue north of Old Stratford Road experienced the highest annual growth and the highest daily traffic volume in the corridor in 2004 while north of Interchange 11 actually declined in volume by 2% annually, falling from the highest traffic volume in 1993 to the lowest in 2004.

Traffic Growth on Route 8 Ramps in Shelton

Location	Ramp	Daily Traffic Volume			Annual Change
		1995	1998	2000	1995-2000
Interchange 11	NB On	1,900	2,200	2,500	5.6%
	NB Off	9,500	10,500	10,500	2.0%
	SB On	8,200	9,300	9,100	2.1%
	SB Off	2,000	2,500	2,500	4.0%
Interchange 12	NB On	4,000	4,800	5,500	6.0%
	NB Off	3,900	5,500	6,100	9.4%
	SB On	3,400	5,000	5,300	9.3%
	SB Off	N/A	4,100	5,000	10.4%
Interchange 13	NB On	4,000	4,800	5,300	5.8%
	NB Off	3,600	4,200	4,500	4.6%
	SB On	4,300	5,200	5,700	5.8%
	SB Off	3,800	4,700	4,800	4.8%

Source: Connecticut Department of Transportation.¹

Traffic on the ramps at Interchange 12 grew most rapidly at between 6 and 10 percent per year, while Interchange 13 traffic grew uniformly at about five percent and traffic to and from the north of Interchange 11 grew twice as fast as that to the south. These traffic volumes and patterns indicate significant growth in corridor traffic reflecting recent development and illustrate the increasing importance of Route 8 and Interchanges 11-13 as future development leads to further increases in traffic.

Accident data for Bridgeport Avenue, presented earlier in this Chapter, show a number of intersections and road segments where higher than expected accident rates occurred over a three-year period. A review of these statistics indicates that the majority of accidents involve rear end or turning collisions. These types of accidents can be mitigated through a number of public and privately funded improvements, some of which are currently pending and described below.

1. Improvements to Commerce Drive (ConnDOT project No. 126-161) extending 4,400 feet west from Bridgeport Avenue consist of widening to add a right turn lane for traffic turning south onto Bridgeport Avenue as well as some realignment and resurfacing. The project is programmed for construction in Federal Fiscal Year 2007 (October 1, 2006 - September 30, 2007).
2. Additional improvements at the intersection of Bridgeport Avenue, Commerce Drive and Old Stratford Road were planned in connection with development of Split Rock Corner, a 280,000 square foot mixed-use development on the southeast corner. These improvements, which are currently under construction, consist of a northbound right turn lane south of the intersection on Bridgeport Avenue and a right turn lane and second left turn lane on Old Stratford Road.
3. Access for the King's Point project taking place north of Nells Rock Road opposite Curtis Ryan Honda will align with the Honda Dealer driveway.

The following summary of improvements to the corridor is an update of previous requirements in light of current circumstances. Some projects have changed in scope or emphasis. The responsibility for these projects is shared among the federal, state, and city governments and in some cases private developers as well.

1. Construct southbound entrance ramp to Route 8 from Bridgeport Avenue. This project was proposed by ConnDOT to replace the existing southbound entrance ramp from Huntington Road at the Trumbull line, which is acknowledged to be substandard. A corridor study in 1999 established the need for the project and examined major alternatives. The entrance to the ramp should be adjacent to the exit from the existing southbound exit ramp. A single new traffic signal should control movements to and from these ramps. The next step in the process should be to undertake detailed design, clarify costs for construction purposes, and address state and federal environmental requirements. The city of Shelton will also benefit from strategic regionwide improvements to Route 8, such as the proposed incident management system.
2. Widen and improve Bridgeport Avenue (SR 714) to a four-lane cross section in various locations between Interchange 11 and Interchange 13. This will improve operational safety and support future growth. This project should include turning lanes at intersecting public streets and significant private drives where warranted, and appropriate lane markings, signage, street lighting, and drainage. The City has previously gone on record favoring widening the road over the entire length between these two interchanges. This is a desirable ultimate goal, but it is recommended that the interim approach be more focused for the following reasons.
 - Widening four miles of road is a very large project, and it is unlikely that it could be undertaken all at once, for reasons of both cost and interruption of traffic.
 - The extent of turning lanes at side streets needs to be evaluated on a case-by-case basis. Some side streets are busier than others are and some, as noted above, are being improved in connection with private developments approved by the State Traffic Commission. It is expected that developments in the corridor will continue to be proposed, and related improvements implemented.
 - Traffic volumes along Bridgeport Avenue vary. Widening to four lanes would be justified by a traffic study that takes numerous factors into account, but the threshold volume for widening generally ranges between 15,000 and 20,000 vehicles per day. Thus, traffic volumes in some locations on Bridgeport Avenue are currently in the range appropriate for four-lane facilities, while in other locations these volumes may be achieved in the future.
 - The emphasis of federal aid transportation funding in recent years has been increasingly evolving toward management of existing capacity before considering additional expansion. Shelton is included in a non-attainment area as far as Air Quality goals and requirements are concerned, and therefore projects for additional roadway capacity must be carefully justified.

It is recommended that a planning/engineering study be performed to forecast traffic volumes on Bridgeport Avenue over a 20-year horizon or at buildout, evaluate appropriate treatments at each intersection, break

the project into easily implementable pieces, and assign priorities based on these factors.

3. Reconstruct the intersection with Long Hill Cross Road to include turning lanes, lighting, and signage. The reconstruction should take account of the possibility that a new road from the west will connect to this intersection.
4. Improve the intersection with Trap Falls Road for improved safety and traffic capacity.
5. A long corridor with many traffic signals can often benefit from signal coordination over much of its length. This can improve efficiency and increase capacity. The technology of traffic signals and signal systems is evolving in the direction of making this type of interconnection easier and including monitoring of traffic volumes levels, incidents and other operations. Advanced signal systems are being installed in many corridors around the State and it is recommended that an evaluation be made of this concept in this corridor.

Traffic capacity on an arterial can be increased by a combination of new projects as described above and management of existing capacity to best effect. The concept and principles of access management have been discussed earlier in this Chapter. In the context of this corridor, several recent developments have already provided examples of good practice by:

- having primary access from side roads rather than Bridgeport Avenue,
- limiting the number of access drives to parcels, and
- aligning driveways opposite existing ones to consolidate traffic movements and make them easier to control by a traffic signal if warranted.

Some degree of access management on Bridgeport Avenue will be achieved in part through State Traffic Commission review all significant developments that meet the threshold for their consideration. The City can ensure good access management through local review and regulations. These regulations should encourage:

- access from side streets,
- alignment with existing drives to the extent practical,
- cross-access among adjacent development parcels,
- consolidation of driveways, and
- appropriate spacing of traffic signals.

Complete Constitution Boulevard

Constitution Boulevard serves as an arterial that provides access to key areas of the City. It also holds the potential for significant economic and other development.

Constitution Boulevard is presently open from Route 110 (River Road) to Bridgeport Avenue for a distance of 1.5 miles and provides access to the Shelton Industrial Park as well as access through parts of the South End and Downtown neighborhoods. According to the ConnDOT, traffic volumes on this section of Constitution Blvd. in 2004 were 4,000 vehicles per day near Route 110, rising to 7,400 vehicles near Plaskon Drive and nearly 13,000 vehicles per day near the Route 8 ramps.

Another 0.6-mile section of Constitution Boulevard, known as Constitution Boulevard North, extends north from Route 108 (Shelton Avenue), providing access to the Intermediate School, several residential developments, and considerable development potential.

Extension of Constitution Boulevard has long been considered desirable and necessary for development of large parcels of land in the corridor. Depending on the ultimate length of the extension, it is possible that Constitution Boulevard can act as an alternative route for traffic that currently travels through Huntington Center on Route 108, Huntington Street, Ripton Road and Soundview Avenue as well as through Downtown on Route 110 to reach White Hills and Monroe to the north and west.

There are two possible extensions to Constitution Boulevard: the first being an approximately 1.2 mile connection of the existing terminus at Bridgeport Avenue with Constitution Boulevard North at Shelton Avenue (Route 108) and the second being a 1.4 mile extension from the western terminus of Constitution Boulevard North at Summer Field Gardens to Route 110 in the White Hills.

Constitution Boulevard – Southern Extension

The first extension has received more attention and planning effort to date with a defined 80-foot right-of-way from Bridgeport Avenue to Shelton Avenue and the City has acquired most of the land necessary in the corridor with only three parcels remaining to be acquired. Much of the land open for development is owned by the City, including parcels with frontage on Bridgeport Avenue. Various developers have expressed interest in this area in the past, but there are no active development plans underway at present.

The 80-foot right of way allows for a recommended four-lane cross section with 12-foot lanes to accommodate not only development traffic from nearby parcels but also future traffic diverted from Route 110 or other arterials. This width also allows for future expansion as needed to accommodate turning lanes, possible pull-offs for buses, sidewalks, bikeways, or recreational trails. It is recommended that sidewalks and bike paths be included. Side roads and driveways should be infrequent and widely spaced to preserve through traffic capacity and improve safety by eliminating turning and crossing traffic movements.

There several funding alternative for the extension of Constitution Boulevard. The City could undertake the work with local resources, seek State or Federal funding, or negotiate with developers to complete sections of the road in connection with development proposals. Given that Constitution Boulevard is not on the Federal Aid highway system and completion of the extension would have no obvious air quality or environmental benefits, the possibility of state or federal funding seems remote although it might be possible to seek funds on economic development grounds, or through a special earmark in a future transportation bill.

The next steps in its implementation are acquisition of the remaining required properties and definition of the road layout, including termini. This will be influenced by considerations of slopes and grades, impacts on adjacent properties, and ultimate configuration of the parcels to be developed. In traffic terms, it is desir-

Bus Schedules

Weekday service runs on one-hour headways from 7:00 am to 8:00 pm, with the final run leaving the Derby Station at 9:40 pm. Saturday service is hourly between 9 am and 6 pm, and Sunday service runs every two hours between 9:30 am and 4:30 pm.

able for new roads to join existing intersections, rather than create new ones. Both of the intersections that would be logical termini (Constitution Blvd. and Bridgeport Avenue on the east and Constitution Blvd North and Shelton Avenue on the west) are already signalized and could be adapted to accommodate the new traffic movements. However, this needs to be evaluated in balance with the other considerations. It is recommended that the City undertake a detailed engineering study to define the road layout. It may then incorporate some pieces of the road into development agreements or undertake construction of selected pieces of the road itself.

Constitution Boulevard North

This area has generally been a lower priority than the lower section of Constitution Boulevard but interest in developing this area has been increasing recently. The City owns all but two parcels needed for the right-of-way in the vicinity of Soundview Avenue. It is recommended that these parcels be acquired as soon as possible before development precludes construction of the extension.

Support Alternative Modes of Transportation

Public Transportation

Shelton residents are fortunate to have multiple transportation options at their disposal including fixed-route rail and bus service as well as more flexible paratransit options such as dial-a-ride service.

A single bus route operated by the Greater Bridgeport Transit Authority currently serves Shelton. Route 15 originates in downtown Bridgeport at the bus/railroad terminal and travels through Bridgeport and Stratford to Shelton, where it proceeds up Bridgeport Avenue, stopping at Wal-Mart on its way Downtown before crossing the bridge to Derby and its northern terminus at the Derby-Shelton Train Station (see sidebar for schedule). It is also possible to take another bus route operated by Connecticut Transit from the Derby-Shelton Station to Downtown New Haven.

Limited Metro North train service is available at the Derby-Shelton Station in Derby with 12 daily trains operating on approximately 2:30 to 4:00 headways due to the lightly traveled Waterbury Line. More frequent service is available in Stratford with 72 daily trains and headways in some instances of less than 10 minutes due to its location on the New Haven Mainline.

Demand responsive dial-a-ride services for elderly and handicapped residents are operated by the Valley Transit District.

Public transportation can be addressed from both a regional and local perspective. Regionally, public transportation services require substantial subsidies to maintain existing services even without adding or extending routes. Resources are allocated within constraints at the regional and state level. Municipalities cannot control this process, but can express support for continuation and/or expansion of service. Locally, there are several things that can be done:

- encouraging development in transit corridors (i.e. Bridgeport Avenue and

Downtown)

- consider limited route adjustments to better serve areas with potential to generate ridership, such as concentrations of employment and shopping;
- encourage use of transit by providing shelters at key locations and sidewalks to facilitate trips between stops and key destinations (at present there is one bus shelter in the corridor, located on Bridgeport Avenue at the Wal-Mart drive).

It is recommended that a detailed study be made of the latter two issues. It is also noted that the Valley Council of Government will undertake a long-range study of public transportation alternatives in the near future. The City of Shelton will have an opportunity to participate in this study.

Greater use of public transportation improves the carrying capacity of any corridor, and this can be encouraged by designating stops near shopping areas and work locations, and providing shelters, sidewalks and safe pedestrian pathways to nearby developments. Funds for bus shelters are available through programs administered by the Valley Council of Governments (VCOG). It is recommended that a separate study be made of appropriate locations for stops and shelters in this corridor.

Bicycle Facilities and Trails

Bicycling has traditionally been considered a form of recreation, but in recent years, it has come to be seen as an alternative form of transportation. The number of active bicyclists nationally and locally has been growing over this time. These developments have brought about a greater emphasis on extending bicycle facilities and developing them into a network rather than isolated sections. Emphasis has also been placed on integrating bicycle facilities with other modes and making existing transportation facilities more bicycle-friendly. The two major types of bicycle facilities are on-road and off-road. On-road facilities are shared with motor vehicle traffic, and may include lanes specifically designated for bicycles or shared lanes. Off-road facilities include bike paths (exclusively for bicycle use) or multi-use trails, which are shared with pedestrians, in-line skaters, and other non-motorized forms of transportation.

In the Connecticut Statewide Bicycle and Pedestrian Transportation Plan, ConnDOT has designated several roads in Shelton as on-road bicycle routes. Designation as an on-road bicycle route means that conditions such as roadway shoulder widths, traffic controls and locations/design of roadway facilities such as drainage grates are generally accommodating to bicyclists.

Roads designated as on-road bicycle routes in Shelton include:

- Route 108 from the Trumbull town line to Downtown Shelton.
- Mohegan and Ripton Roads from the Monroe/Trumbull town lines to Huntington Center.
- Route 110 from the Stratford town line through Downtown Shelton to Indian Well Road.
- Indian Well Road from Route 110 at Indian Well State Park.

The bicycle routes converging on Downtown also continue across the Derby-Shelton Bridge into Derby.

There are no off-road bicycle routes designated by ConnDOT in Shelton, although the City has numerous trails at present, both improved and unimproved, as illustrated in the Sidewalk and Trail Plan on the opposing page. There are several possibilities for extensions of trails to provide greater connectivity and establish a more comprehensive network. The key ones are listed below and illustrated to on the opposing page.

- Housatonic Riverwalk was recently built Downtown and there are plans for similar facilities in Derby and Ansonia that would connect with the Riverwalk, as well as an extension of the Riverwalk north to the dam.
- Housatonic River Trail, which would extend along the railroad tracks to connect the second phase of the Riverwalk with the southern terminus of the existing Pagussett Trail.
- Shelton Lakes Recreation Path from the Housatonic Valley Greenway in Downtown to the Far Mill River and Means Brook Greenways.
- Pagussett Trail extension, which would extend the existing trail south and west to the Shelton Reservoir, Huntington Center, and through Shelton Research Park along Commerce Drive to Bridgeport Avenue.
- Long Hill Trail, which would proceed from Bridgeport Avenue along Commerce Drive and provide access to the South End.

Recommendations for improving bicycle facilities are presented for both on-road and off-road facilities. As state and local roads are planned for reconstruction or improvement (especially designated bicycle routes), bicycle friendly accommodations should be considered in the design and implemented unless bicycle improvements are determined to constitute a disproportionate portion of the total cost and therefore cost prohibitive.

Dedicated Bike Lane



Multi-Purpose Trail

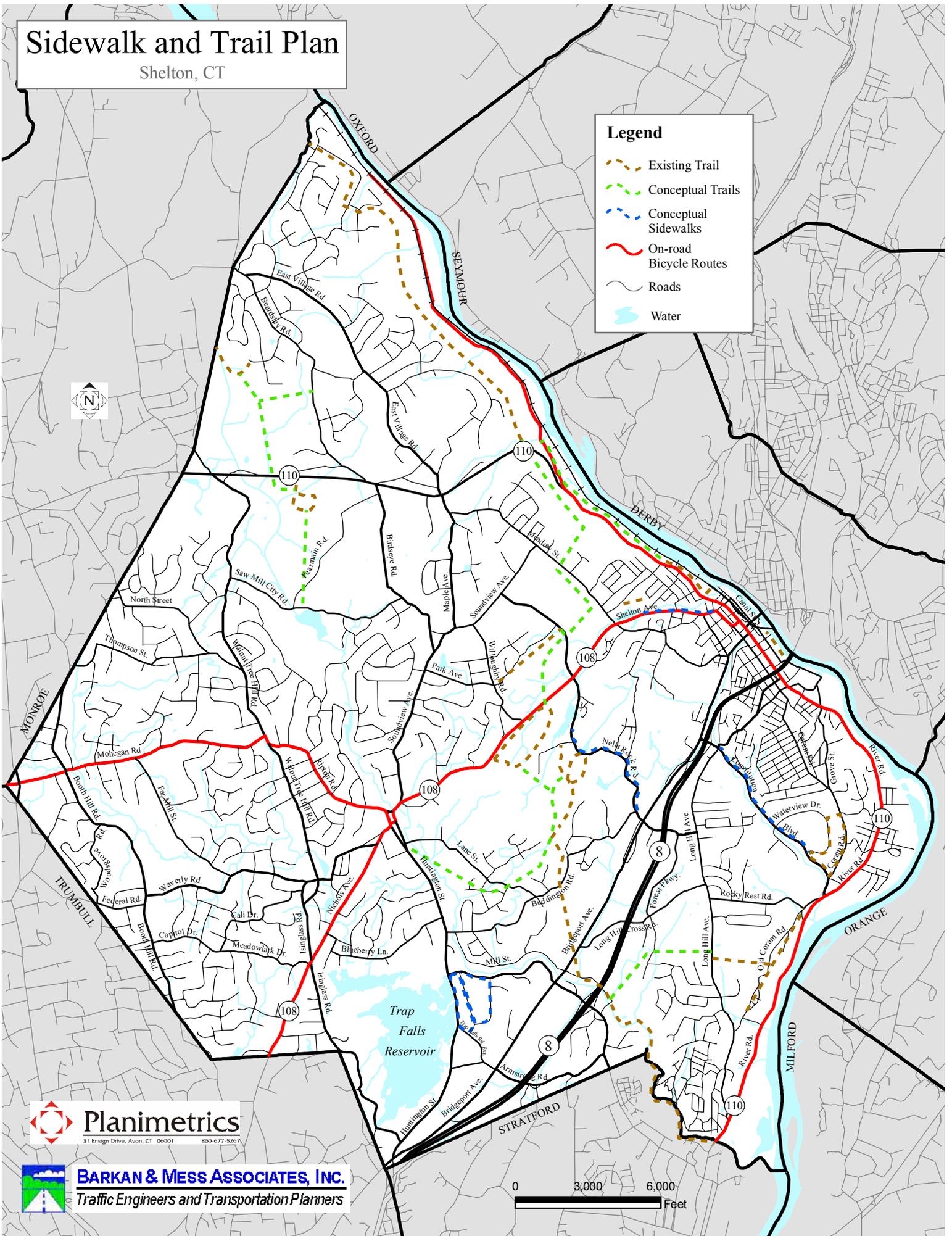


Sidewalk and Trail Plan

Shelton, CT

Legend

- Existing Trail
- Conceptual Trails
- Conceptual Sidewalks
- On-road Bicycle Routes
- Roads
- Water



 **Planimetrics**
31 Ensign Drive, Avon, CT 06001 860-677-5267

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0 3,000 6,000 Feet

Specific criteria for improvements might include the following:

- An exclusive bike lane can be designated if five feet of roadway can be dedicated to this purpose. Bicycle lanes should always be one-way facilities and carry traffic in the direction of adjacent motor vehicle traffic. Bicycle lanes should be located between parking lanes (if any) and moving traffic.
- If the pavement width is insufficient for exclusive bike lane(s), bicyclists can be accommodated in the shoulder (desired width four feet) or wide curb lanes (minimum 12 feet).
- Pavement in the bike lanes or shoulder areas should be smooth and free of irregularities.
- Manhole covers and drainage grates should be located outside of cyclists' path to the extent possible or utilize available bicycle friendly designs.
- Bicycle facilities should be designated with appropriate signs and pavement markings.

It is questionable whether some sections of Route 108 between Huntington Center and Downtown are appropriate for bicycles: in particular, the section between Huntington Green and Willoughby Street and from Meadow Street to Howe Avenue may be too narrow to comfortably accommodate bicycles.

Detailed standards and recommendations for on-road bicycle facilities are given in a report published by the American Association of State Highway and Transportation Officials¹. This report also provides guidance on design requirements for off-road facilities.

Improving bicycle facilities and increasing bicycle use is a national and state priority and funding for bicycle projects is available under numerous federal programs administered by ConnDOT through the regional governments. ConnDOT has published a statewide plan for development of these facilities.²

Ensure Safe Pedestrian Access in Appropriate Locations

Sidewalks

Sidewalks are a matter of safety and convenience for pedestrians. Sidewalks exist in many parts of the City, particularly Downtown and in more densely developed residential areas. In addition to serving adjacent land uses, sidewalks and trails should also serve to connect facilities such as schools, public buildings, parks and other recreational areas as part of an integrated network.

Continuing the extension of existing sidewalks in key locations serves to encourage more pedestrian trips and, in some cases, ridesharing, as well as allow these trips to be made more safely. This rationale supports the continued installation of sidewalks in major industrial areas and extension of existing sidewalks to nearby recreational areas.

¹ Guide for the Development of Bicycle Facilities, American Association of State Highway and Transportation Officials, August 1991.

² Connecticut Statewide Bicycle and Pedestrian Transportation Plan, Connecticut Department of Transportation, 1999.

Examples of desirable new sidewalk locations are:

- from Downtown Shelton to Shelton Lakes,
- along Constitution Boulevard to the Shelton Industrial Park,
- the Shelton Research Park,
- Huntington Center,
- along commercial portions of Bridgeport Avenue within reach of current and future bus stops, and
- from Shelton Reservoir to Bridgeport Avenue via Nells Rock Road.

These improvements are also shown on the Trails and Sidewalks Plan on page 5-33.

Transportation Strategies

1. Modify the Subdivision and Zoning Regulations to implement a comprehensive set of access management principles in the Bridgeport Avenue corridor, Downtown, and other congested commercial areas
2. Pursue completion of pending road improvements including the realignment of Perry Hill Road, reconstruction and realignment of East Village Road, widening, realignment and resurfacing of Commerce Drive at the intersection with Bridgeport Avenue and reconstruction of three intersections along Route 110 at Beardsley Road, School Street, and Birdseye Road.
3. Pursue construction of a new southbound entrance ramp to Route 8 from Bridgeport Avenue.
4. Widen and improve Bridgeport Avenue to a four-lane cross section in various locations between Interchange 11 and Interchange 13.
5. Perform a planning/engineering study to forecast traffic volumes on Bridgeport Avenue over a 20-year horizon, evaluate appropriate treatments at each intersection, and assign priorities to manageable sections of road for widening.
6. Reconstruct the intersection with Long Hill Cross Road to include turning lanes, lighting, and signage.
7. Improve the intersection with Trap Falls Road for improved safety and traffic capacity.
8. Pursue traffic signal coordination along Bridgeport Avenue in conjunction with a possible incident management system on Route 8.
9. Identify and acquire remaining right-of-way and seek funding and/or private developers to complete Constitution Boulevard from Bridgeport Avenue to Shelton Avenue and eventually Leavenworth Road.
10. Pursue limited bus route adjustments to better serve areas with potential to generate ridership, such as concentrations of employment and shopping.
11. Encourage use of busses by providing shelters at key locations and sidewalks to facilitate trips between stops and key destinations.
12. Participate in the Valley Council of Government's long-range study of public transportation alternatives.

Transportation Strategies (continued)

13. Pursue completion of key greenway trails to create an integrated network of trails and sidewalks.
14. Consider bicycle friendly accommodations in the design of major road projects.
15. Continue to install sidewalks in major industrial areas and extend existing sidewalks to nearby recreational and retail areas

Ensure Adequate Public Utilities

Shelton has an interesting mix of urban, suburban, and rural areas, each with their own unique character. As expected, Shelton's distribution of utility infrastructure mirrors these development patterns, with a broad range of public utilities available in urban Downtown Shelton, while only wired and wireless utilities are available in some of the suburban areas and more rural areas.

The availability of public water and sewer service, and to a lesser extent, natural gas and high-speed telecommunications, can have a significant impact on the development of a community. These utilities should be used to guide appropriate development patterns by ensuring that sufficient capacity is available in desired locations, and not simply used to respond to or enable unplanned increases in development intensity.

Major infrastructure issues facing Shelton include:

- ensuring adequate sewer capacity to support desired growth, and
- ensuring adequate electrical capacity to support desired growth.

The overriding action theme for addressing public utility infrastructure is as follows.

Ensure adequate public utilities to meet anticipated needs, ensure a healthy community, and support desired development patterns.

Utilities should facilitate desired development patterns, support community structure, and enhance quality of life.

One of Several Regional Water Sources



Reliable Electricity is a Regional Issue



Infrastructure

In this Plan, the term infrastructure refers to utility services such as:

- piped utilities (water, sanitary and storm sewers and natural gas);
- wired utilities (electricity, telephone, cable TV, and internet); and
- wireless communications (telephone, paging, satellite TV and radio).

Margin of Safety

The Department of Public Utility Control requires water companies to maintain the capacity to safely exceed daily demand by 15%.

Wells and Septic Systems

Private wells and septic systems as well as strategies to protect groundwater are discussed in detail in Chapter 3.

Natural Gas Availability

Natural gas is provided by Yankee Gas, a subsidiary of Northeast Utilities. Until 1996, Downtown Shelton was home to a gas production and storage facility and as a result has extensive natural gas coverage in the City.

Due to post 9/11 concerns, mapping of natural gas service is unavailable but Yankee Gas representatives are able to check the availability on a parcel-by-parcel basis for both residential and economic development purposes.

Ensure Adequate Piped Utilities

Ensure Adequate Public Water Service

Public water service is provided by Aquarion Water Company of Connecticut, which acquired the holdings of the Bridgeport Hydraulic Company (BHC). Shelton is part of the former BHC Main System, serving the Greater Bridgeport area, and hosts several significant regional water sources in the Trap Falls Reservoir System and Housatonic Well Fields.

One benefit of public water over private wells is its ability to serve densely developed areas without concern for groundwater contamination from on-site septic systems or hazardous industrial waste. It also provides a reliable source of water for fire protection.

Based on information contained in Aquarion Water Company's Water Supply Plan, the Main System appears to have sufficient storage and treatment capacity to meet anticipated future demand while maintaining an adequate margin of safety (see sidebar).

Ensure Adequate Public Sewer Service

The Shelton Water Pollution Control Authority (WPCA) provides public sewers to roughly half of the City, generally east of Route 108, Soundview Avenue, and Maple Avenue (see sewer service map). The sewer system has a number of issues that need to be addressed if it is to continue to meet the City's growing demand.

Located on the Housatonic River south of Downtown, the Water Pollution Control Facility or treatment plant has reached its capacity of 2.75 million gallons per day (mgd). While discharges from the plant continue to meet established guidelines for bacteria and other harmful elements, the City is required to purchase credits for dissolved nitrogen at a cost of about \$180,000 a year or roughly \$20 per customer to achieve compliance. The City is taking steps to address this issue by enlarging and updating the facility to a peak capacity of 4.0 mgd, which should meet anticipated needs over the next 20 years.

Another issue with the sewer system is the capacity of two pump stations in the upper and lower Bridgeport Avenue/Route 8 corridor. Both pump stations are also slated to be upgraded to handle anticipated growth within the corridor.

The final issue with the sewer system is the infiltration of stormwater into the sanitary sewer system, creating overflow conditions at the treatment plant during significant storms. Progress has been made in tracking down and eliminating infiltration points, especially in Downtown Shelton where the pipes are oldest. Additional funds are being sought to finish correcting this problem.

Ensure Availability of Natural Gas Service

(see sidebar)

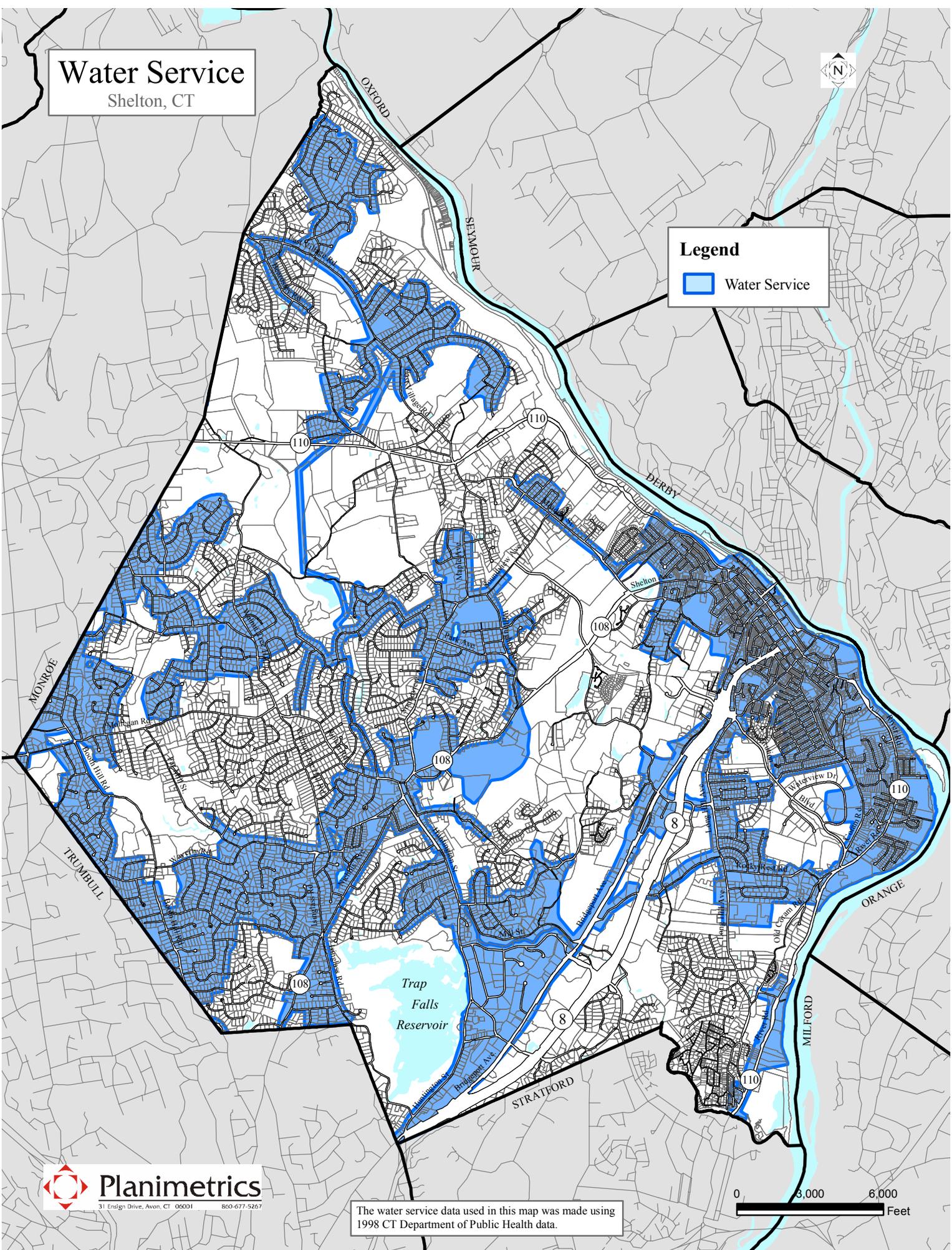
Water Service

Shelton, CT



Legend

 Water Service



Ensure Adequacy of Other Utility Services

Electrical Service

United Illuminating delivers electricity to Shelton with customers able to choose their own electricity supplier. Electricity transmission is a growing issue in Fairfield County as southeast Connecticut accounts for 25% of the State's population but half of its energy consumption, placing pressure on the regions antiquated power grid. To address the issue, United Illuminating and Connecticut Light and Power are cooperating to relieve pressure on the system by adding two high voltage 345KV transmission lines between Norwalk and Middletown, and Norwalk and Bethel, in addition to other improvements within the region.

Locally, United Illuminating continues to make improvements to circuits in Shelton to address identified reliability issues and to meet their legal obligation to supply new customers with the electricity they need.

While there is little that Shelton can do to advance capacity and reliability enhancing projects by the utility companies, the City can still do its part by supporting their efforts and by encouraging green development strategies and conservation practices designed to lower power consumption and reduce pressure on the region's strained electrical grid (see Chapter 3).

Wired Communication

Wired telephone services, available through SBC and Adelphia Communications should be reliable and available citywide to meet current and anticipated future needs. Internet and other data services are provided by SBC and Adelphia Communications in the form of dial-up service, high-speed DSL, T1, and T3 lines, and broadband cable. Such services are becoming increasingly critical for attracting a broad spectrum of commercial and industrial activity to desired locations.

Cable television is available from Adelphia Communications of Western Connecticut (formerly Tele-Media Cable of Seymour) throughout Shelton. Satellite television is available from a number of providers.

Wireless Communication

Due to the density of customers, major cities, interstate highways, and expressways were the primary focus and backbone of most wireless networks. By virtue of being located on Route 8, portions of Shelton received the benefit of early installation within the corridor. Topography and population density shaped the remaining coverage in Shelton. Today Shelton has a number of towers serving multiple carriers, giving the community reasonable good wireless communications coverage.

Recent Federal legislation has enabled the transfer of telephone numbers between both wired and wireless telephones, which combined with wireless 911 service, should spur significant growth in wireless phone service as residents and businesses cancel their wired telephones accounts in favor of wireless phones.

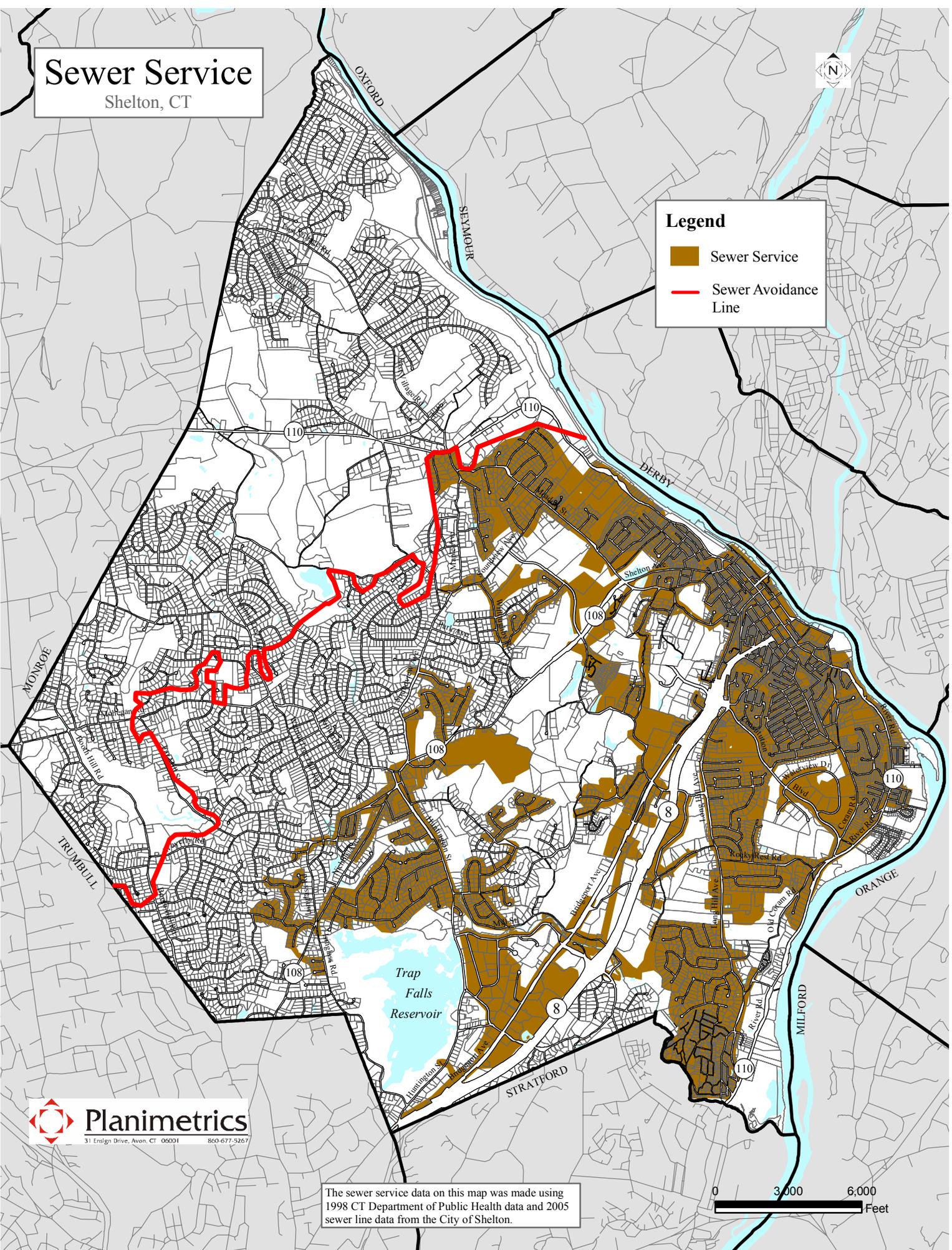
Sewer Service

Shelton, CT



Legend

-  Sewer Service
-  Sewer Avoidance Line



The sewer service data on this map was made using 1998 CT Department of Public Health data and 2005 sewer line data from the City of Shelton.



To meet the demand, new towers and antennae will be needed to fill existing gaps in coverage and handle additional call density in established areas.

Due to a Connecticut Superior Court ruling, the Connecticut Siting Council (CSC) currently has jurisdiction over all but municipal telecommunication towers. Prior to the ruling, Shelton had jurisdiction over new “non-cellular” communications towers and adopted comprehensive tower regulations that still should be considered by telecommunications providers and tower builders when applying to the CSC.

The City should take a proactive role in the siting process by identifying desirable tower sites based on the location of existing towers, topography, and visual sensitivity (i.e., avoid historic, scenic areas, etc.). At a minimum, the City should actively participate in the siting process by working with prospective telecommunications providers/tower owners as they seek approvals from the CSC to ensure the most efficient and least obtrusive tower network.

The City is also able to continue managing the leasing of space on municipal towers and should continue to regulate antennae mounted directly on buildings.

Utility Infrastructure Strategies

1. Ensure that adequate infrastructure is available in the capacity and locations necessary to support desired development and not used to support unplanned increases in development intensity.
2. Continue to make necessary improvements to the Water Pollution Control Facility and pump stations needed to support continued economic development.
3. Continue efforts to eliminate infiltration of stormwater into the sanitary sewer system.
4. Support the utility companies in their efforts to address regional demand and reliability issues.
5. Encourage green development strategies designed to reduce power consumption by new development.
6. Take a proactive role in the siting of telecommunications towers by identifying potential new sites and collocating commercial antennas of municipally operated towers.
7. Continue to regulate the installation of telecommunication antennae

FUTURE LAND USE PLAN

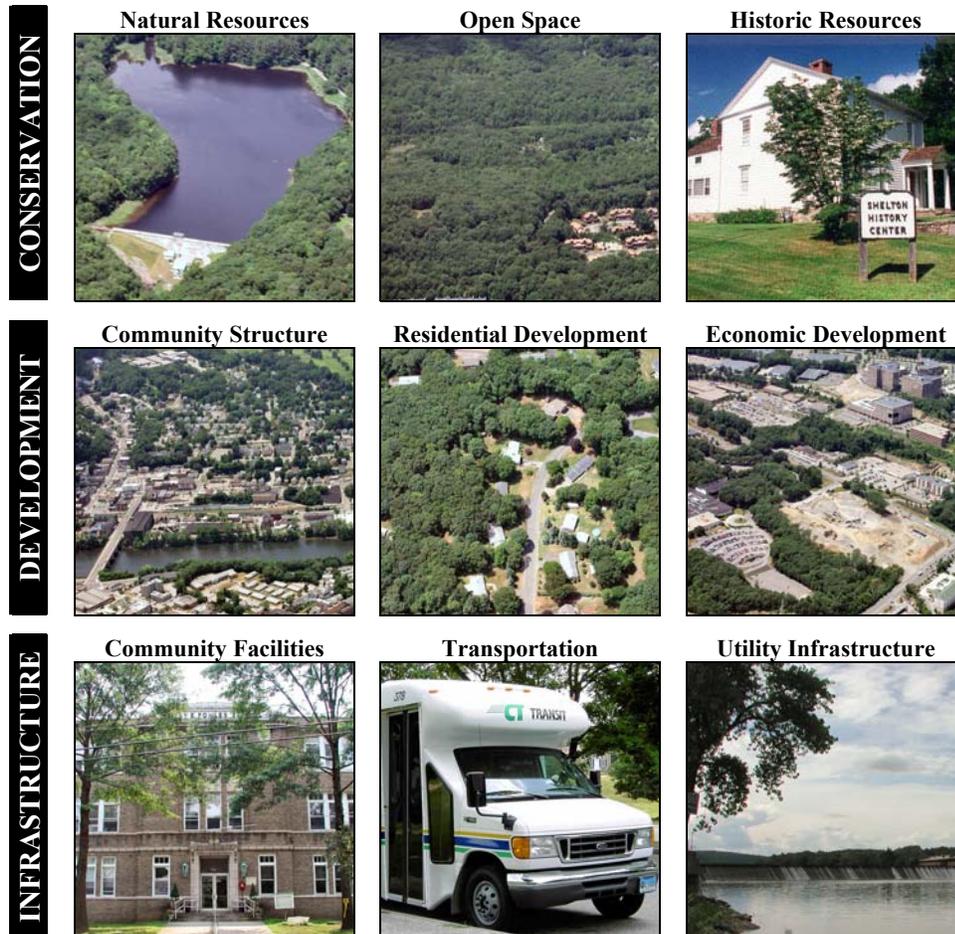
6

Overview

Many of the recommendations of each of the preceding chapters can be combined and graphically presented as an overall Future Land Use Plan for Shelton. The Future Land Use Plan (FLUP) is a reflection of the stated land use goals, objectives, and recommendations of the Plan.

In essence, the Future Land Use Plan is a statement of what the Shelton of tomorrow should look like in terms of conservation and development.

The Future Land Use Plan is a depiction of the Plan's recommendations for the future conservation and development of Shelton...



Descriptions of Future Land Use Categories

OPEN SPACE

**Open Space,
Agriculture, or
Constrained Land**

Areas currently preserved for open space, currently being farmed and/or have been protected from future development by the purchase of development rights or other means, or containing significant environmental constraints that represent the highest priorities for conservation. Promote agricultural related economic development of agricultural land.

RESIDENTIAL AREAS

Very Low Density

Areas where adverse environmental conditions or Plan strategies restrict development to densities of one single-family dwelling unit per three acres or less.

Low Density

Areas where environmental conditions are suitable for residential densities of approximately one single-family dwelling unit per acre.

Moderate Density

Areas where, due to the availability of water and sewer, are suitable for residential densities of greater than one single-family dwelling unit per acre.

**Multi-Family /
Group Quarters**

Areas suitable for apartments, condominiums, age-restricted housing, assisted living facilities, nursing homes, or other multi-family dwelling units.

BUSINESS AREAS

Central Business District

Areas that serve a neighborhood or city center function, suitable for commercial, office, residential and in some instances light industrial uses in mixed-use environment

Commercial

Areas that have been or are intended to be developed with retail, personal service, and office facilities.

Restricted Commercial

Areas that have been developed commercially and are intended to continue at their present intensity or be redeveloped with lower intensity retail, personal service, and office facilities due to their proximity to residential development. Water dependent uses along the Housatonic River such as marinas.

**Restricted Professional
Office**

Areas intended for low intensity professional office uses as a transition from high-traffic commercial and office / industrial areas to low-density residential areas.

Office / Light Industrial

Areas that have been, and are intended to be, developed with office and light industrial development and similar facilities.

Industrial

Areas that have been or are intended to be developed with light-to heavy industrial uses.

Utility / Transportation

Areas that have been developed or are intended to be developed with public utilities or transportation facilities.

OTHER AREAS

**Community Facility /
Institutional**

Areas that have been developed or are intended to be developed with community facilities and / or institutional uses.

FUTURE STUDY AREAS

**Future Economic
Development Areas**

These areas are unique due to a variety of geographical and topographical circumstances and are intended to be developed with a mix of uses only after further planning study.

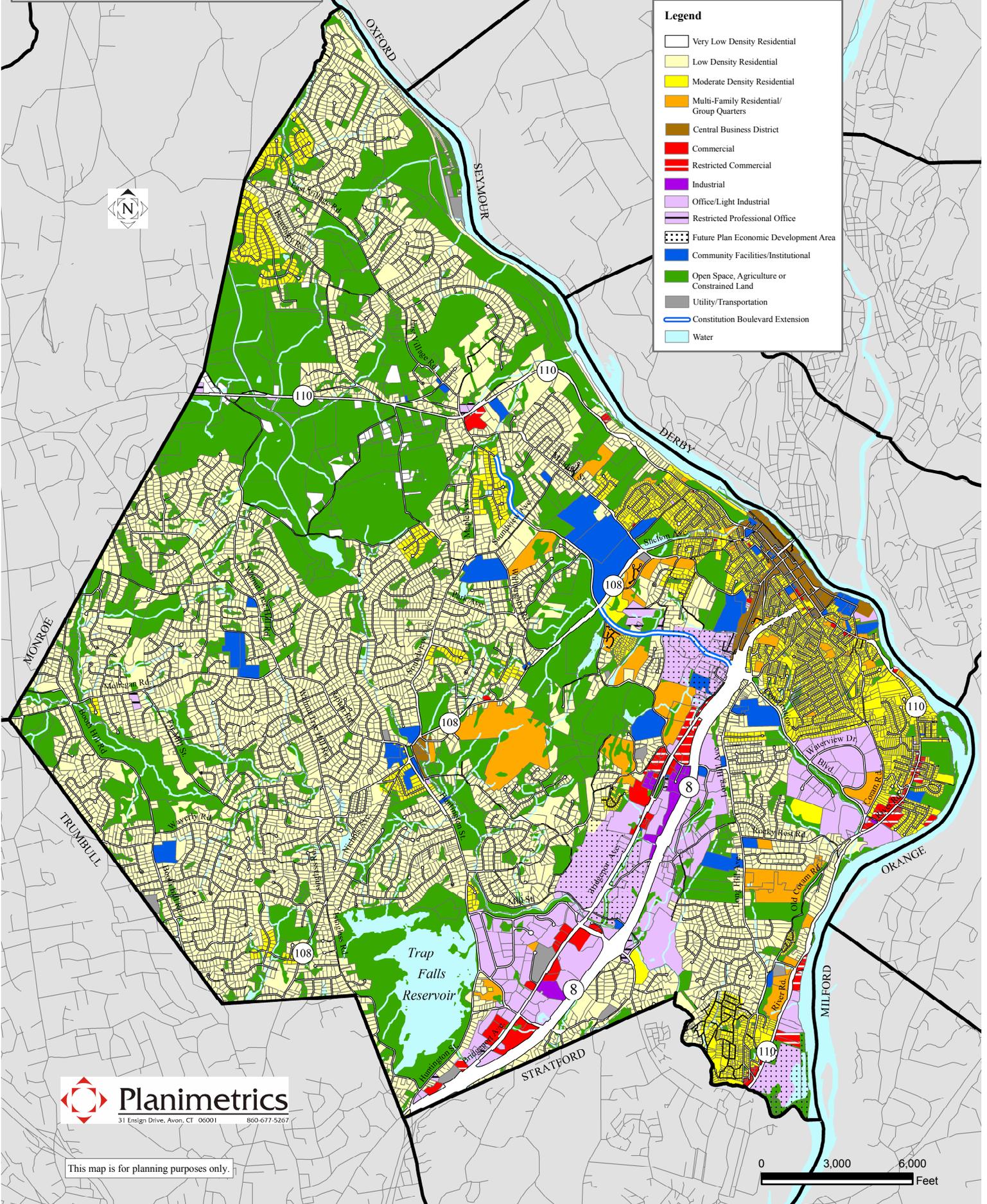
Future Land Use Plan

Shelton, CT



Legend

- Very Low Density Residential
- Low Density Residential
- Moderate Density Residential
- Multi-Family Residential/ Group Quarters
- Central Business District
- Commercial
- Restricted Commercial
- Industrial
- Office/Light Industrial
- Restricted Professional Office
- Future Plan Economic Development Area
- Community Facilities/Institutional
- Open Space, Agriculture or Constrained Land
- Utility/Transportation
- Constitution Boulevard Extension
- Water



Planimetrics
31 Ensign Drive, Avon, CT 06001 860-677-5267

This map is for planning purposes only.



Buildout Analysis

For explanations of the methodology used in the following buildout analysis, see the sidebars beginning on page 2-22.

Economic Impact of the FLUP and Plan Strategies

The optimization of future economic development potential was a major concern throughout the preparation of this Plan. Residential and economic buildout analyses presented in Chapter 2 (pages 2-18 and 2-22) were used to establish the remaining potential for new residential and economic development and to illustrate the future impacts of three economic courses of action: a worst case scenario, reflecting a total disregard for the economic impact of development; a proportional scenario that presumed that new development would occur in similar land use proportions to past development; and an optimized scenario, where the highest and best uses would be developed in all locations.

Before turning this Plan over to the Planning and Zoning Commission for their review and further refinement, the Plan Update Advisory Committee requested a second buildout analysis to gauge the impact of the major conservation and development strategies developed during the planning process as well as the impact of changes in land use reflected in the preceding Future Land Use Plan. Some of the major assumptions used in the second buildout analysis that distinguish it from the earlier analyses are as follows:

- the mandatory open space set-aside in new subdivisions is increased from 10% to 15%;
- the three-acre R-1A District along Leavenworth Road (Route 110) is enlarged to encompass the majority of active R-1 zoned farmland in the White Hills area of the City;
- over 40 acres of one-acre R-1 zoned land are rezoned to allow additional office and industrial development;
- active farmland is assumed to be permanently protected from development;
- 100-year floodplain is excluded from developable acreage; and
- PDD are no longer allowed to be used for uses that are inconsistent with underlying zoning.

Residential Revenues

The resulting total assessed residential property value presented below represents a 4.1% reduction in assessed value over the preliminary buildout analysis due to a reduction in the total value of potential dwelling units.

Current and Future Residential Assessed Values and Revenues (2002 Dollars)

	Fiscal Year (2002-2003)	Pre-Plan Buildout Analysis	Post-Plan Buildout Analysis
Assessed Value	\$2,391,676,486	\$2,661,553,482	\$2,551,749,471
Total Revenues*	\$54,362,807	\$60,497,111	\$58,001,515

Residential tax revenues are similarly reduced by 4.1% over the preliminary buildout analysis due to a reduction in potential dwelling units.

Residential Expenditures

The second buildout analysis resulted in a 6.8% increase in residential expenditures over the 2002-2003 levels, compared to 11.5% for the preliminary analysis.

Comparison of Current and Future Estimated Residential Expenditures

	Current Expenditures (2002-2003)	Pre-Plan Buildout Expenditures	Post-Plan Buildout Expenditures
MUNICIPAL			
General Government*	\$10,975,830	\$12,205,725	\$11,705,553
Public Safety	\$4,233,721	\$4,708,130	\$4,515,198
Public Works	\$4,279,223	\$4,758,731	\$4,563,725
Health and Welfare	\$249,792	\$277,782	\$266,399
Recreation and Culture	\$1,663,351	\$1,849,738	\$1,773,938
Municipal Total	\$21,401,917	\$23,800,106	\$22,824,814
BOARD OF EDUCATION			
Operating Budget	\$50,214,173	\$56,062,193	\$53,699,400
Debt Service	\$2,261,003	\$2,524,323	\$2,417,933
School Total	\$52,475,176	\$58,586,516	\$56,117,333
Total Expenditures	\$73,877,093	\$82,386,622	\$78,942,147

*Includes Capital Outlay, Debt Service, and Other Expenses

Fiscal Impact of Residential Development

The net impact of implementing this Plan could be a 4.3% increase in net residential revenue over the preliminary buildout based on current conditions.

Comparison of Total Estimated Residential Net Revenue (2002–Buildout)

	2002-2003 Net Revenue	Pre-Plan Buildout Net Revenue	Post-Plan Buildout Net Revenue
Total Tax Revenues*	\$54,362,807	\$60,497,111	\$58,001,515
Total Expenditures	\$73,877,093	\$82,386,622	\$78,942,147
Net Revenues	-\$19,514,286	-\$21,889,511	-\$20,940,632

* Using 2002-2003 Mill Rate

Nonresidential Revenues

The second buildout analysis resulted in a roughly 10% increase in non-residential real property values and net tax revenues over the preliminary buildout analysis for each buildout scenario. The increase in non-residential revenue that could result from the implementation of this Plan ranges from just over \$600,000 to more than \$1.6 million annually over the revenue that would result from maintaining current conditions.

Comparison of Incremental Assessed Real Property Values and Net Tax Revenue

	Pre-Plan Buildout	Post-Plan Buildout
PROPORTIONAL BUILDOUT SCENARIO		
Commercial Real Property Value	\$94,711,397	\$103,893,045
Office Real Property Value	\$146,653,150	\$160,870,210
Industrial Real Property Value	\$127,649,916	\$140,024,737
Total Real Property Value	\$369,014,463	\$404,787,993
Net Tax Revenue	\$8,387,699	\$9,200,831
OPTIMUM BUILDOUT SCENARIO		
Commercial Real Property Value	\$26,906,874	\$26,906,874
Office Real Property Value	\$720,779,186	\$792,379,653
Industrial Real Property Value	\$0	\$0
Total Real Property Value	\$747,686,060	\$819,286,527
Net Tax Revenue	\$16,994,904	\$18,622,383
WORST CASE BUILDOUT SCENARIO		
Commercial Real Property Value	\$68,395,301	\$68,395,301
Office Real Property Value	\$221,501,091	\$250,709,484
Industrial Real Property Value	\$0	\$0
Total Real Property Value	\$289,896,392	\$319,104,785
Net Tax Revenue	\$6,589,345	\$7,253,252

* Using 2002-2003 Mill Rate

Applying the 2002-2003 mill rate to the total non-residential assessed values indicates that by implementing this Plan, total non-residential tax revenues will range between almost \$34 million to over \$47 million. The resulting tax revenues again illustrate the benefits of optimizing economic development with the optimum scenario generating 28% to 40% more tax revenue than the proportional and worst-case scenarios respectively, a difference of 3.2 to 4.1 mills based on the 2002-2003 mill rate.

Total Nonresidential Assessed Values and Tax Revenue for Buildout Scenarios (2002 Dollars)

	Proportional Scenario	Optimum Scenario	Worst-Case Scenario
Assessed Value	\$1,623,795,557	\$2,085,072,058	\$1,492,955,370
Tax Revenue	\$36,908,873	\$47,393,688	\$33,934,876

* Using 2002-2003 Mill Rate

Nonresidential Expenditures

The future non-residential expenditures resulting from the implementation of this Plan are once again unremarkable, with little variation between them and the earlier buildout analysis results.

Comparison of Nonresidential Municipal Expenditures at Buildout (2002 Dollars)

	Pre-Plan Buildout	Post-Plan Buildout
PROPORTIONAL BUILDOUT SCENARIO		
General Government*	\$2,633,966	\$2,635,813
Public Safety	\$1,217,676	\$1,237,939
Public Works	\$1,101,044	\$1,108,950
Health and Welfare	\$67,231	\$67,979
Recreation and Culture	\$401,793	\$402,327
Municipal Total	\$5,421,710	\$5,453,009
OPTIMUM BUILDOUT SCENARIO		
General Government*	\$2,632,034	\$2,633,273
Public Safety	\$1,286,062	\$1,309,285
Public Works	\$1,074,976	\$1,079,620
Health and Welfare	\$69,444	\$70,373
Recreation and Culture	\$406,214	\$407,143
Municipal Total	\$5,468,730	\$5,499,694
WORST-CASE BUILDOUT SCENARIO		
General Government*	\$2,628,794	\$2,629,502
Public Safety	\$1,189,090	\$1,202,352
Public Works	\$1,055,581	\$1,058,234
Health and Welfare	\$64,599	\$65,129
Recreation and Culture	\$401,369	\$401,900
Municipal Total	\$5,339,433	\$5,357,117

*Includes Capital Outlay, Debt Service, and Other Expenses

Fiscal Impact of Nonresidential Development

With no school expenditures and significantly higher property values, it is again clear to see how economic development benefits the City's finances.

Total Estimated Nonresidential Net Revenue at Buildout (2002 Dollars)

	Proportional Scenario	Optimum Scenario	Worst-Case Scenario
Tax Revenue*	\$36,908,873	\$47,393,688	\$33,934,876
Expenditures	\$5,453,009	\$5,499,694	\$5,357,117
Net Revenue*	\$31,455,864	\$41,893,994	\$28,577,759

* Using 2002-2003 Mill Rate

The optimum scenario produces 33% to 47% more net tax revenue than the proportional and worst-case scenarios respectively, illustrating the importance of optimizing economic development over a laissez faire attitude towards development. Implementing this Plan could result in a 1.3% to 3.7% increase in net non-

residential revenue over development under existing condition, exemplified by the preliminary buildout scenario.

Combined Fiscal Impact

To complete the second buildout model, the residential and non-residential analyses were combined to provide a glimpse of what the total Grand List could look like at buildout if this Plan is implemented.

Total Estimated Revenues at Buildout (2002 Dollars)

	Proportional Scenario	Optimum Scenario	Worst Case Scenario
Property Taxes	\$73,027,526	\$73,070,019	\$72,940,242
Utility Assessments	\$643,045	\$643,393	\$642,331
Intergovernmental General	\$2,633,101	\$2,634,526	\$2,630,174
Intergovernmental School	\$5,495,308	\$5,495,308	\$5,495,308
Licenses/Permits	\$1,347,779	\$1,348,509	\$1,346,281
Charges for Services	\$612,561	\$612,892	\$611,880
Fines and Forfeitures	\$31,771	\$31,788	\$31,735
Income on Investments	\$818,778	\$819,221	\$817,868
Miscellaneous	\$1,657,628	\$1,658,525	\$1,655,786
Total Revenues	\$86,267,497	\$86,314,181	\$86,171,604

The total revenues resulting from the three scenarios are lower than those produced under the preliminary buildout analysis due to the elimination of more than 680 potential dwelling units. As the following table will reveal, this loss of revenue is more than offset by the reduction in potential school expenditures.

The resulting net Grand List is presented below for each of the non-residential scenarios, while holding the residential impact from the second residential buildout scenario constant.

Estimated Net Grand List at Buildout (2002 Dollars)

	Proportional Scenario	Optimum Scenario	Worst-Case Scenario
Net Grand List	\$4,134,300,878	\$4,638,777,172	\$4,046,660,485
Estimated Property Taxes	\$73,027,526	\$73,070,019	\$72,940,242
Estimated Mill Rate	17.66	15.75	18.02

While the resulting net Grand Lists for each buildout scenario are slightly lower than those under the preliminary buildout scenario, property taxes are considerably lower due to the significant reduction in potential dwelling units and their impact on education costs. The resulting mill rates are also considerably lower than the mill rate of 22.73 in fiscal year 2002-2003, but it should be noted that these rates are predicated on maintaining the same level of services, no changes in the undesignated fund balance, no loss of other revenue sources and other similar variables remaining constant.

The results of the second economic buildout analysis clearly show that by implementing the strategies contained in this Plan, including protecting farmland, preserving more open space, guiding appropriate residential growth, and striving towards an optimum mix of commercial and industrial uses, Shelton can provide a significantly larger tax base and reduce municipal expenditures in anticipation of the post buildout period when new growth in the Grand List will be curtailed due to lack of development opportunities.

Plan Consistency

Zoning Amendments

Connecticut General Statutes (CGS) 8-3(b) requires the Planning and Zoning Commission (PZC) to review all zoning regulation and map amendments for consistency with this Plan of Conservation and Development (POCD) (see sidebar). As the Future Land Use Plan (FLUP) is this Plan's expression of the desired future use of land throughout Shelton, the PZC should review future amendments to the Zoning Map for consistency with the FLUP and state its findings of consistency with the POCD and FLUP in the record of its decision.

The POCD is a dynamic document and subject to change when necessitated by unforeseen conditions affecting Shelton in the future. Where such unanticipated changes warrant amendments to the Zoning Regulations or Zoning Map that are substantially inconsistent with this Plan, applications for such amendments shall be preceded by an amendment(s) to the POCD and/or its FLUP.

Applications for amendments to the POCD should be made to the PZC on a form provided by the Commission and may only be adopted after a review and public hearing in accordance with the process established in CGS Section 8-23. The PZC may initiate amendments to the POCD at any time in accordance with these same procedures.

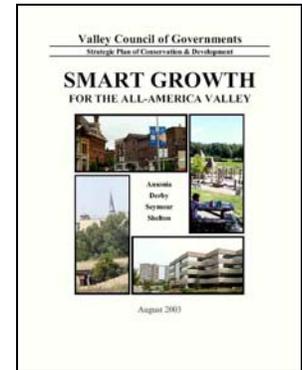
Future Land Use Plan Strategies

1. Amend the Zoning Regulations to require amendments to the Plan of Conservation and Development (POCD) when applications for Zoning Regulation or Zoning Map amendments are not in substantial conformance with the POCD or its Future Land Use Plan.

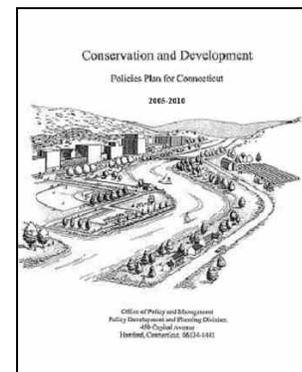
State and Regional Plans

Connecticut General Statutes (CGS) Section 8-23 requires Plans of Conservation and Development to be consistent with state and regional plans. This Plan was compared with the 2005-2010 State Plan of Conservation and Development and was found to be consistent with the general policies as well as the Locational Guide Map specific to Shelton. In addition, this Plan was compared with the 2003 Strategic Plan of Conservation and Development for the Valley Region and again was found to be consistent with both the policies and policy maps contained in that Plan.

Valley Region Plan



State Plan



Zone Change Consistency

The Connecticut General Statutes (CGS) Section 8-3(b) states that "such regulations and boundaries shall be established, changed or repealed only by a majority vote of all the members of the zoning commission, except as otherwise provided in this chapter. In making its decision the commission shall take into consideration the plan of conservation and development, prepared pursuant to Section 8-23, and shall state on the record its findings on consistency of the proposed establishment, change or repeal of such regulations and boundaries with such plan.

Growth Management Principles

With recent amendments to CGS Section 8-23, a new set of criteria have been established that Plans of Conservation and Development must be measured against. Plans of Conservation and Development must now be consistent 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 and 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.

Redevelopment and Revitalization of Commercial Centers

This Plan contains many strategies designed to encourage the mixed-use redevelopment of the traditional commercial centers of Downtown Shelton and Huntington Center. These strategies include:

- encouraging continued flexibility for the mixed use redevelopment of Downtown mills and other buildings;
- focusing higher density age-restricted housing near Downtown rather than low density suburban locations;
- taking steps to reinforce Downtown as the civic center of the community;
- redirecting commercial development towards Downtown brownfield locations rather than suburban greenfields;
- encouraging participation in the Connecticut Main Street Program;
- making pedestrian improvements to support mixed-use development; and
- encouraging alternative forms of transportation such as walking and mass transit.

Expansion of Housing Opportunities and Design Choices

Shelton already contains a multitude of housing opportunities and design choices including:

- single-family housing ranging from affordable to luxury;
- owner occupied multi-family housing ranging from two-family homes to high-density condominiums;
- apartments ranging from in-law apartments in single-family homes to Downtown apartments in mixed-use buildings; and
- age-restricted housing ranging from active-adult to skilled nursing facilities.

The Plan contains strategies to encourage the continued maintenance or development of all of these housing types in appropriate locations, such as:

- eliminating the requirement for preliminary conventional subdivision plans for Planned Residential Developments and Conservation Residential Developments;
- permitting Conservation Residential Developments as of right with Subdivision approval and require Special Exceptions for conventional subdivisions and Planned Residential Developments in the R-1 and R-1A Districts;
- continuing to encourage Downtown mixed-use and multi-family development;
- considering pedestrian scale mixed-use redevelopment in Huntington Center in conjunction with village district regulations;
- expand elderly tax relief programs to allow residents to remain in their homes;
- encouraging active-adult and elderly housing when and where appropriate based on water and sewer availability, and achieving other Plan goals such as enhancing Downtown Shelton;
- encouraging age-restricted affordable housing that addresses both age and income needs without negatively impacting the City budget;
- assisting the Shelton Housing Authority with securing funding to maintain and enhance Shelton's three senior housing developments;
- considering allowing development flexibility in return for providing one or more affordable units within a proposed development;
- considering requiring a small percentage (e.g. 10%) of all new housing units to be affordable; and
- considering allowing a fee-in-lieu of providing affordable units to be placed in a housing trust fund to purchase, construct, or rehabilitate affordable units.

Concentration of Development around Transportation Nodes and Corridors

This Plan contains many strategies that both directly or indirectly concentrate development around transportation nodes and corridors, and support the use of alternative forms of transportation. These strategies include:

- redirecting commercial development to and encouraging redevelopment of Downtown, which is served by the Greater Bridgeport Transit Authority buses and Metro North commuter rail service in nearby Derby;
- focusing higher density age-restricted housing near Downtown where the elderly can be better served by mass transit; and
- continuing to make pedestrian improvements to support Downtown mixed-use development and accommodate workers in the Bridgeport Avenue / Route 8 Corridor using Greater Bridgeport Transit Authority buses.

Conservation of Agricultural, Cultural, Historical and Natural Resources

This Plan places a strong emphasis on the conservation and restoration of agricultural, cultural, historical and natural resources as exemplified by the following:

- there are multiple strategies intended to encourage continued farming and protect agricultural land such as adopting more flexible agricultural use regulations, adopting a right to farm policy, expanding the three-acre R-1A zone to encompass more farmland and reduce development potential, and acquiring development rights from existing farms;
- there are several strategies designed to protect historic elements and community character such as creating local historic districts, adopting village districts, and adopting design review; and
- there are multiple strategies designed to improve the quality and quantity of preserved open space, protect surface and groundwater resources, protect environmentally sensitive land, and encourage biodiversity through the protection of native and threatened species.

Protection of Environmental Assets Critical to Public Health and Safety

As the home of multiple regional surface and underground drinking water supplies and recreational surface waters, Shelton has a responsibility to the greater Bridgeport region to protect these resources that are so critical to both the physical and economic health of the region and its residents. The following strategies are included in this Plan to protect these resources:

- adopting both aquifer and surface drinking water protection regulations;
- assessing the threats posed by underground storage tanks and failed septic systems on surface and groundwater drinking supplies and adopting ordinances if necessary; and
- reducing and renovating stormwater runoff from buildings and pavement.

Shelton is also located in an EPA Air Quality Non-Attainment Area. While the region's air quality is beyond Shelton's control, the Plan does contain strategies designed to improve air quality and reduce reliance on the regional use of fossil fuel for electricity generation, including:

- encouraging the use of alternative forms of transportation by clustering development near mass transit facilities;
- encouraging the use of green technology for new development; and
- supporting the region's utilities in their efforts to address electrical transmission problems that prevent the importation of cheaper, cleaner hydroelectric power from outside of the region.

Integration of Planning Across All Levels of Government to Address Issues on a Local, Regional and State-Wide Basis

As noted earlier, this Plan is consistent with both the Valley Council of Government's 2003 Plan of Conservation and Development and the Conservation and Development Policies Plan for Connecticut - 2005-2010. Furthermore, this Plan includes strategies that address state and regional issues affecting Shelton and areas beyond its borders such as:

- supporting the installation of planned high voltage electrical transmission lines and encouraging green development practices to improve the electrical transmission situation affecting Connecticut, and most acutely, southeast Connecticut;
- reducing regional air pollution by supporting alternative transportation modes and encouraging green development strategies;
- protecting regional surface and groundwater drinking supplies within Shelton's borders;
- protecting important surface waters such as the Housatonic River and Long Island Sound by reducing and renovating stormwater, and encouraging water dependent uses along the navigable portion of the Housatonic River;
- facilitating a more efficient regional transportation network through strategies to improve traffic on Route 8, such as recommending new or improved Exit ramps and an incident management system to aid motorists during peak hour accidents;
- addressing the statewide affordable housing issue through strategies to encourage or create affordable housing or guarantee the affordability of existing housing; and
- encouraging smart growth by simultaneously encouraging higher density, mixed-use development in existing mixed-use commercial centers, while discouraging greenfield commercial development and reducing rural housing densities in areas not adequately served by infrastructure.

IMPLEMENTATION

7

Overview

Implementation of the strategies and recommendations of the Plan of Conservation and Development is the main purpose of the planning process.

Implementation of a Plan typically occurs in two main phases:

- many of the major recommendations can and should be carried out in a relatively short period of time since they are critical to the implementation of the Plan;
- other recommendations will be implemented over time because they may require additional study, coordination with or implementation by others, or involve the commitment of significant financial resources.

The Planning and Zoning Commission can implement many of the recommendations of the Plan of Conservation and Development through regulation amendments, application reviews, and other means and has the primary responsibility of overseeing the implementation of all of the Plan's recommendations.

Other recommendations may require cooperation with and action by other local boards and commissions such as the, Board of Aldermen, Conservation Commission and similar agencies.

However, if the Plan is to be realized, it must serve as a guide to all residents, businesses, builders, developers, applicants, owners, agencies, and individuals interested in the orderly conservation and development of Shelton.

Implementation Committee

Oversight of implementation can be coordinated by the Planning and Zoning Commission or another committee.

An “ad hoc” committee made up of residents and representatives of local boards identified in the implementation schedules would be a significant step towards including a variety of City agencies in implementing the Plan and monitoring progress. This Committee could provide status reports to the Planning and Zoning Commission, Board of Aldermen, and others.

Such a committee could meet quarterly to review implementation and coordinate local activities.

Annual Update Process

An appropriate way to update the Plan regularly might be to update major sections of the Plan every year by:

- holding a public informational meeting to summarize the Plan recommendations and receive feedback from the community,
- holding a workshop session for local boards and other interested persons to discuss Plan strategies and suggest alternative language,
- revising Plan sections, as appropriate, and
- re-adopting the Plan (even if there are no text or map changes).

Tools

Using the Plan of Conservation and Development

Using the Plan of Conservation and Development as a basis for land use decisions by the Planning and Zoning Commission (PZC) will help accomplish the goals and objectives of the Plan. All land use proposals should be measured and evaluated in terms of the Plan and its various elements. The PZC should require an application to amend this Plan and/or its Future Land Use Plan, and if reasonable adopt such amendments to the Plan, before adopting amendments to the Zoning Regulations or Zoning Map that would otherwise be inconsistent with this Plan .

Plan Implementation Committee / Annual Work Program

As the ultimate responsible agency, the Planning and Zoning Commission can assume the responsibility for coordinating implementation of the Plan’s recommendations but the month-to-month level of Commission activity can often leave little time to do so.

Alternatively, a Plan Implementation Committee (PIC) can be an effective way to help implement the Plan. A PIC could use the implementation schedules that follow to develop an annual implementation program of issues for various boards and commissions to implement. A PIC might include representatives of various boards and commissions and would prioritize, coordinate, and refine the implementation of the Plan. The Committee could meet two to four times a year to establish priorities and guide implementation of the Plan’s recommendations. In addition, the Committee could assess the status of specific recommendations, establish new priorities, and even suggest new implementation techniques. Members of the established Plan Update Advisory Committee might serve a good base to build such a committee upon.

Annual Update Program

A Plan of Conservation and Development is a dynamic document that is meant to be used, reevaluated, and amended as necessary. A Plan that is updated only once every ten years can be silent on emerging trends and current policy objectives, which could lead to conflicts in land-use decisions or missed opportunities. When a Plan is considered strictly a reference document rather than a working document, its effectiveness in guiding the community can diminish over time. Shelton should consider keeping this Plan current and not waiting to update it every ten years. A preliminary schedule might be as follows:

Conservation Themes	Development Themes	Community Needs
2007	2008	2009
2010	2011	2012

Each review and update would statutorily extend the Plan's ten-year lifespan until the community feels that a comprehensive update is required. A work program for annual updates of the Plan is discussed in the sidebar. A Plan Implementation Committee could also assist in this effort.

Updating Zoning and Subdivision Regulations

Many of the recommendations in the Plan of Conservation and Development can be implemented by the Planning and Zoning Commission through regulation amendments, application reviews, and other means. The Zoning Regulations and the Subdivision Regulations provide specific criteria for land development at the time of applications. As a result, these regulations are important tools to implement the recommendations of the Plan. However, this is only true if the regulations reflect the recommendations of the Plan.

In the near future, the Planning and Zoning Commission should undertake a comprehensive review of the Subdivision Regulations and the Zoning Regulations and Zoning Map, making whatever revisions are necessary to:

- make the regulations more user-friendly,
- implement Plan recommendations, and
- promote consistency between the Plan and the Regulations.

Capital Improvement Program

A Capital Improvement Program or CIP is a tool for planning the major capital expenditures of a municipality so that local needs can be identified and prioritized within any local fiscal constraints that may exist. One of the more important recommendations of this Plan is to upgrade the Six-Year Capital Budget into a full-fledged CIP.

A comprehensive discussion of Capital Improvement Programs, including their benefits and best management practices, begins on the following page.

Referral of Municipal Improvements

Section 8-24 of the Connecticut General Statutes requires that municipal improvements (defined in the statute) be referred to the Planning and Zoning Commission for a report before any local action is taken. A proposal disapproved by the Commission can only be implemented after a two-thirds vote by the Board of Alderman. All local agencies, boards, and commissions should be notified of Section 8-24 and its mandatory nature so that proposals can be considered and prepared in a timely manner.

Inter-Municipal and Regional Cooperation

Shelton can continue to work with other communities in the region, the Valley Council of Government, the Greater Bridgeport Regional Planning Agency, the State of Connecticut, and other agencies to explore opportunities where common interests coincide.

Regulation Updates

The importance of updating local regulations as soon as possible cannot be over-emphasized.

The regulations in Shelton contain some serious issues and lack some of the tools needed to promote the best possible conservation and development of the community such as village districts, and design guidelines.

Definition

Section 8-160 of the Connecticut General Statutes defines a capital improvement program as “a priority schedule of any and all necessary municipal capital improvements projected for a period of not less than six years and so prepared as to show the general description, location and estimated cost of each individual capital improvement and including the proposed method of financing.”

Capital improvement is further defined as "a major improvement or betterment of a nonrecurring nature to the physical plant of the municipality as differentiated from ordinary repairs or maintenance of a recurring nature.

Capital Improvement Program

Overview

A capital improvement program or CIP is a comprehensive plan for coordinating the financing, design, purchase, and/or construction of major public improvements and other long-term capital investments in a community. A CIP generally contains a comprehensive prioritized list of capital projects proposed for a community over the course of a six-year or longer period. For each proposed project, the CIP presents a summary description, estimate of cost, source of funding, and a schedule of implementation.

A capital improvement program should not be confused with a capital budget which lacks many of the components that make up a CIP. In fact, the projects programmed for the current fiscal year of a CIP actually become the capital budget and are legally adopted as part of the community’s annual budget. Subsequent years of the CIP lack the legal significance of a capital budget, allowing the flexibility to reprioritize capital improvements based on availability of funding or changing priorities. Some CIPs also include a list of unscheduled capital improvements, which represent long-term needs or desires that lack the urgency of scheduled items but serve as a reminder of what may be coming over the fiscal horizon.

Capital Improvements

The definition of capital improvements varies from one community to the next, but most communities agree that capital improvements meet the following criteria:

- creates or improves a community asset;
- requires a significant expenditure of funds (such as \$100,000 or more);
- has a useful life expectancy of five years or more; and
- involves:
 - the construction, renovation, replacement or expansion of permanent physical facilities (such as schools, libraries and recreation facilities) and infrastructure (such as roads, sidewalks and sewers);
 - the purchase of land, whether improved or not; or
 - in some cases, the purchase of expensive equipment (fire trucks, catch basin vacuum trucks, and tub grinders) with a long useful life.

Capital improvement costs can include architectural design, engineering, project management, inspection, and other services needed to complete a project.

What capital improvements should not include are:

- required maintenance or minor improvements to community facilities that do not significantly enhance their value;
- the purchase of small equipment or vehicles with a limited life span (such as police cruisers and computers).

Benefits of a Capital Improvement Program

A capital improvement program offers several significant benefits to a community. These benefits include:

- consideration of capital improvements in a more comprehensive manner;
- allowing the continual prioritization of capital improvements according to changing needs and financial conditions;
- improving the use of capital improvements to support community goals;
- coordination of seemingly unrelated projects to avoid wasteful situations (such as replacing water or sewer lines shortly after reconstructing a road);
- extending the capital improvement planning horizon of the community beyond short-term needs;
- providing the ability to plan for projects that may take several years to complete and/or spread the cost over the life of the project;
- helping to avoid spikes in the tax rate due to large or unanticipated capital improvements through budget modeling and fiscal policies;
- identification of possible economies of scale; and
- early identification of grant eligible projects, so that grants can be sought and matching funds programmed.

Financing Capital Improvements

Due to their cumulative and often significant costs, financing capital improvements can be a difficult process for many communities, especially for small communities with limited tax bases or those that are built-out, with few or no prospects for significant new revenue to pay for them. Large or unexpected capital projects can lead to spikes in property taxes that raise the ire of taxpayers, who can in turn vote down local budgets.

To pay for capital improvements, many communities take advantage of intergovernmental transfers (such as LOCIP funds) as well as state and federal grants (such as State School Construction Grants) whenever possible. To match state or federal grant funds or otherwise pay for improvements, communities turn to their designated fund balances, where money has been saved specifically for a proposed project(s). When the cost exceeds the community's ability to pay with funds on hand, bonds can be issued to cover the cost. Two types of bonds are used, depending on the nature of the project: general obligation bonds and revenue bonds.

Municipal general obligation bonds can be issued to cover most capital improvements and are not necessarily tied to a specific capital improvement. General obligation bonds are paid back over time, generally through property tax revenue. A general obligation bond might be used to help pay for a school or library addition, which are not supported by user fees.

Revenue bonds are project specific and are paid back over time through special assessments, user fees, rent, or other revenue derived from the capital improvement. Revenue bonds can be issued by a municipality or a special authority that

LOCIP Funds

The Office of Policy and Management's (OPM) Local Capital Improvement Program (LOCIP) annually redistributes state tax revenue to municipalities, according to a formula, for reimbursement of local capital improvement projects such as bridge, road, sidewalk, and community facility construction. Communities can draw upon these funds after applying to OPM for project approval and reimbursement. LOCIP funds can be accumulated over time, allowing communities to save towards anticipated large capital improvement projects in the future.

Source: Office of Policy and Management

General Obligation Bonds

Communities can issue general obligation bonds secured by the full faith and credit of the community and its ability to levy taxes. General obligation bonds must be approved by residents.

Revenue Bonds

Principal and interest are secured by revenues derived from user fees or renting of a facility built with the proceeds of a revenue bond. Capital projects financed by revenue bonds typically include toll roads and bridges, water and sewage treatment facilities, sanitation facilities, and recreation facilities. Many of these bonds are issued by special authorities created for the purpose.

CIP Assistance

Section 8-162 of the Connecticut General Statutes provides a procedure for obtaining technical assistance in preparing a CIP. "Any municipality may receive technical assistance from the Commissioner of Economic and Community Development for the preparation of a capital improvement program. The legislative body of the municipality by resolution shall designate an appropriate agency of the municipality to prepare the capital improvement program, appropriate the necessary matching funds and authorize such agency to contract with the commissioner for technical assistance therefor as herein provided. If such municipality has a planning commission operating under the general statutes or special act, such planning commission shall be designated to be the contracting agency for such purposes."

will own or operate the proposed facility. To secure the bond at a favorable rate, municipalities generally pledge the full faith and credit of the community and its ability to levy taxes to retire the bond in the event that revenues from the facility do not meet projections. A revenue bond might be used to pay for the expansion of the sanitary sewer system and paid back through user fees, hookup fees, or special assessments.

Another infrequently used method of financing capital improvements is known as tax increment financing. Tax increment financing is used to pay for capital improvements intended to spur economic development or redevelopment in a designated area. Any increase in tax revenue resulting within the designated tax increment financing district is earmarked for retiring a revenue bond used to pay for the improvements. To secure the bond, municipalities can attempt to shift or share the responsibility for retiring the debt to private developers, whose project(s) stand to benefit from the improvement(s); otherwise the municipality must pledge the full faith and credit of the community and its ability to levy taxes to retire the bond in the event that the incremental increase in tax revenue within the time frame of the bond proves insufficient.

Establishing a Capital Improvement Program

A capital improvement program (CIP) would be established by the Board of Aldermen, Shelton's legislative body. Depending on the nature of the community and the workload of its officials, some chief elected or legislative bodies choose to develop and administer the CIP themselves. Some communities rely upon the chief elected official or chief administrative officer to administer the CIP and still others rely upon their Planning Commission or an ad-hoc committee to handle the bulk of the work. Regardless of who prepares the CIP, the ultimate approval rests with the Board of Aldermen.

Using an ad-hoc Capital Improvement Program Committee or similarly named committee, appointed by the Board of Aldermen, offers several benefits over the other alternatives and deserves consideration in Shelton. Such a committee can be composed of members representing a broad spectrum of interests including but not limited to:

- the Mayor and/or other members of the Board of Aldermen;
- members of the Board of Apportionment and Taxation;
- members of the Board of Education;
- members of the Planning and Zoning Commission; and
- residents at-large.

Given the effort that must be devoted to preparing an annual CIP, at a time when the Board of Aldermen is gearing up for or preoccupied with the general budget, and the Planning and Zoning Commission is dealing with their statutory obligation to process applications in a timely manner, an ad-hoc committee can often operate more effectively. Drawing upon the knowledge and skills of its broader membership, such a committee can provide a wider perspective on the needs of the community, the priority of improvements, and the ability to pay for them.

The City already has a six-year capital budget program, which can be used as the nucleus of a CIP. At a minimum, a CIP must also be at least six years in length, with the first year representing the legally binding annual capital budget and sub-

sequent years allowing flexibility in reprioritizing future improvements. Some communities, such as West Hartford, CT, have CIPs covering 10 years or more.

Capital Improvement Programming Process

The process of creating or updating the CIP should begin well in advance of the general budget process so that the annual capital budget can be factored in early into that process.

Fiscal Assessments

The CIP process should begin with an assessment of the City’s financial resources by the Mayor, Finance Director and other appropriate parties. To help in the annual assessment of financial resources, many communities have created budget models to forecast budget trends over time, projecting expenditures, revenues, reserves and debt into the future. To be an effective tool for use in the CIP process, such a model should at least reach to the final year of the CIP.

Granby, CT offers a case study of a simple but effective budget model.

Granby, CT Capital Budget Modeling Process

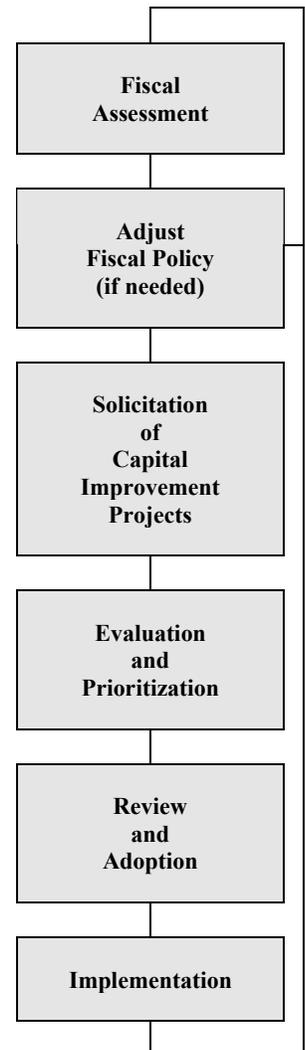
Faced with a repetitive cycle of failed budget referendums (due in part to spikes in capital spending), the Town of Granby, CT set out to establish a system of budget modeling and level funding of capital improvements to remove some of the uncertainty from the budget process.

To oversee the tasks of modeling the overall budget, developing guidelines for level funding of capital improvements, and prioritizing capital improvement projects within established guidelines, the Town created a Capital Improvement Program Priorities Advisory Committee (CPPAC). To ensure the cooperation of the three main boards responsible for capital spending, the CPPAC consists of the vice-chair and one additional member from each of the Boards of Education (BOE), Finance (BOF), and Selectmen (BOS) plus the Town Treasurer, with the chairs of each board also serving as ex-officio members. The vice-chair of the BOF has consistently served as chair of the Committee.

The CPPAC recognized that in order to be successful, the program required the full commitment of the BOE, BOF, and BOS. To assure this commitment, the BOE, BOF, and BOS drafted and ratified a Statement of Commitment, resolving to commit to controlled annual expenditures over a five-year period in order to meet the Town’s capital needs. The CPPAC drafted and ratified a Memo of Understanding, spelling out the basic outline of the program and establishing guidelines for controlled annual spending.

The CPPAC developed the budget model as a spreadsheet using Microsoft Excel. Assumptions used in the model include a 5.9% maximum annual increase in the mill rate, a 5.0% maximum annual increase in the BOE budget, a 4.0% maximum annual increase in the BOS budget, a conservative 2.0%

The CIP Process



Granby, CT Capital Budget Modeling Process (continued)

annual growth in the Grand List, and a Fund Balance ratio of 5.0% of the annual budget. The BOF can exceed the 5.9% tax increase cap by up to 1.5% for specified reasons such as unfunded mandates, higher than expected school enrollment, etc.

The key to the whole process is a “level fund” called the Capital Set-Aside Account. A “level fund” is so named because a fixed amount of money is budgeted to go into the fund on an annual basis, regardless of fluctuations in spending, forcing fiscal restraint and prioritization of capital needs.

In Granby’s case, residents paid a one-time tax increase to be used to initially fund the account. Thereafter, the account is funded by a fixed annual contribution and surplus from a similarly level-funded debt service account (i.e. as bonds are paid off, money previously used to retire debt is redirected into the Capital Set-Aside Account to be used for new capital improvements without increasing taxes). To maintain fiscal restraint, the Town also distributes surplus growth in the Grand List above 2.0% between the Capital Set-Aside Account, the General Fund Balance, debt service and other needs.

The Capital Set-Aside Account reduces spikes in the annual budget by providing a ready pool of funds to be used to pay for capital improvements without one-time increases in taxes, essentially spreading the cost over multiple years. To stay within the agreed budget limits, the BOE and BOS have to carefully prioritize their capital needs, be cognizant of the capital needs of their counterparts, and make operating budget adjustments if necessary to find the necessary money.

Since the creation of the current five-year plan, the voters have not rejected a budget or capital improvement, breaking an approximately five-year cycle of failed referendums. Due to the combination of this new program and a fund balance in excess of 5%, Standard & Poors has subsequently increased Granby’s bond rating from AA to AAA (bypassing AA+), resulting in cheaper bonding costs due to their higher quality and lower yield.

The case study of Granby, CT illustrates that a budget model not only allows a community to better anticipate the ability to pay for needed capital improvements and other expenses in the future, but when combined with a commitment to fiscal restraint, can also avoid unanticipated fluctuations in the tax rate due to excessive or unanticipated capital improvement costs.

Adjust Fiscal Policy (if needed)

Once a fiscal analysis is completed, whether by a fiscal model or other means, the next step is to adjust fiscal policies if needed to reflect the implications of the analysis. If a budget model is used, any changes in fiscal policy should be added to the model and reevaluated for their long-term effect.

Solicitation of Capital Improvement Projects

Following the fiscal analysis, the Mayor issues a directive to department heads, and boards and commissions where appropriate, requiring agencies to submit requests for new capital improvements. Such requests are typically accompanied by:

- submission forms and instructions;
- a schedule for submissions and subsequent meetings; and
- a summary of the fiscal policies established for the term of the CIP.

At a minimum, information provided on the forms should include where applicable:

- a project name;
- the program and/or requesting agency;
- a description of the project;
- the location of the project;
- a statement of justification for the project; and
- the source(s) of funds and schedules of funding and expenditures, including a breakdown of costs such as:
 - planning, design, supervision and administration;
 - land acquisition;
 - construction material and labor costs; and
 - furnishings.

Supplemental information might also include where applicable:

- a statement of how the project relates to previously adopted plans, policies, and regulations;
- a statement of how the project relates to or coordinates with any other proposed capital improvements;
- the priority of the project in relation to other outstanding CIP requests by the requesting agency;
- any external coordinating agencies involved in funding, constructing or administering the project;
- an estimate of the annual operating budget when completed or purchased; and
- any other impacts of the project (such as displacement of residents, interruption of business, or temporary closure of streets).

Evaluation and Prioritization

After all of the capital improvement funding requests have been submitted, the designated CIP agency, working with the Mayor, Finance Director and any other officials directly involved in the process, meet according to the established schedule to discuss the new requests and prioritize them in relation to each other as well as previously programmed requests. As stated earlier, a CIP is a dynamic document and all program years beyond the current budget year are typically in a state of flux as priorities and fiscal conditions change. The end result of the prioritization process should be a CIP that:

- reflects the most recently adopted fiscal policies;
- places priority on addressing identified City objectives; and
- is generally ready to be adopted by the legislative body.

CGS Section 8-24

“No municipal agency or legislative body shall (1) locate, accept, abandon, widen, narrow or extend any street, bridge, parkway or other public way, (2) locate, relocate, substantially improve, acquire land for, abandon, sell or lease any airport, park, playground, school or other municipally owned property or public building, (3) locate or extend any public housing, development, redevelopment or urban renewal project, or (4) locate or extend public utilities and terminals for water, sewerage, light, power, transit and other purposes, until the proposal to take such action has been referred to the commission for a report. Notwithstanding the provisions of this section, a municipality may take final action approving an appropriation for any proposal prior to the approval of the proposal by the commission pursuant to this section. The failure of the commission to report within thirty-five days after the date of official submission of the proposal to it for a report shall be taken as approval of the proposal. In the case of the disapproval of the proposal by the commission the reasons therefor shall be recorded and transmitted to the legislative body of the municipality. A proposal disapproved by the commission shall be adopted by the municipality or, in the case of disapproval of a proposal by the commission subsequent to final action by a municipality approving an appropriation for the proposal and the method of financing of such appropriation, such final action shall be effective, only after the subsequent approval of the proposal by...a two-thirds vote of the (Board of Aldermen)...

Many communities have developed criteria or value systems for prioritizing improvements. One way of breaking down project priorities is by whether they are necessary, desirable, acceptable, or deferrable; although these categories are rather subjective. They can be further broken down by whether they address public health or safety, conserve important resources, foster economic development, reduce long term operating costs, expand or replace obsolete facilities, target critical areas of the City, or address identified policy goals or objectives. As an anti-sprawl measure, some municipalities place a higher priority on improvements that serve developed areas of the community, assigning a lower priority to new facilities in less developed areas.

Some communities have gone as far as assigning point values to these criteria but such schemes should be used cautiously, allowing good judgment to prevail over rigid adherence to such a system. The Capital Region Council of Governments uses such a system for ranking transportation improvements within the Region competing for limited state and federal funding, which brings up the issue of intergovernmental cooperation.

Shelton is a member of the Valley Council of Governments, the Naugatuck Valley Health District and has transportation funding ties to the Greater Bridgeport Regional Planning Agency as well. It is also served by Connecticut Transit and the Valley Transit District, the Connecticut Resources Recovery Authority, and Aquarion Water Company. In many cases, these agencies, in addition to the Connecticut Department of Transportation, are responsible for significant capital investments affecting Shelton, requiring close coordination between agencies on capital projects before they can be programmed into the CIP. Close coordination can also lead to economies of scale between communities or agencies and avoid costly mistakes, such as replacing water or sewer lines beneath recently reconstructed streets.

One final note on prioritization is that low priority projects that do not readily fit within the constraints of established policy or current fiscal reality need not be discarded entirely. Many CIPs include unscheduled capital improvements that represent long-term needs or await confirmation of outside funding such as a state or federal grant. By keeping these unscheduled items in CIP, they remain in the public consciousness and serve as a reminder of longer term needs or the need to secure additional funding.

Review and Adoption

Before the CIP is submitted to the legislative body for adoption, a community can refer the CIP to the Planning Commission or Planning and Zoning Commission as the case may be, if they are not already the agency responsible for its preparation. In some cases, this is considered a formal review required under Section 8-24 of the Connecticut General Statutes (CGS 8-24) before any capital investments or divestments can be made (see sidebar). Some communities refer each individual project to the Commission for a formal report under CGS 8-24. The former process requires adequate time and sufficient information for the Commission to make an informed decision on many the projects programmed over the course of the CIP, while the latter can become logistically difficult for large communities to continually make referrals to the Commission with signifi-

cant numbers of pending capital improvements. To address the latter concern, the Commission could focus its approval and report on the year of the CIP that will become the following year's capital budget, thus limiting the scope of their review and not passing judgment on long-term projects that may be subject to reprioritization, revision, or deletion in the future.

After receiving a report from the Commission, the Mayor can present the CIP to the Board of Aldermen, which can then adopt the CIP according to the rules established under CGS 8-24, if the Commission's review was intended to serve that purpose. Otherwise, the Board is free to act, provided that each individual project is returned to the Commission for its review and report prior to implementation. The first year of the CIP can then be integrated into the coming year's annual budget process as the Capital budget.

Maintenance

Once a CIP is established, its preparation in subsequent years becomes easier as fiscal models and policies carry over; committee members and staff become accustomed to procedures; and only one year of new capital improvement requests has to be added for consideration. As the cycle repeats itself, fiscal models should be adjusted to reflect changes in fiscal policy, actual fiscal performance during the prior year, and changes in assumptions for future fiscal performance.

As each successive year of the CIP moves up one year in the cycle towards becoming the capital budget, each project should be critically examined together with new requests against any established criteria and current fiscal conditions and accordingly moved up, down, or out of the schedule.

Conclusions

The creation and maintenance of a capital improvement program has been shown to provide many benefits to a community, ranging from better interagency coordination to improved long-range financial planning.

There is no right or wrong way to conduct a CIP, with many options in terms of the individuals and organizations involved; the methods and criteria used; and the process followed. Each element has pros and cons that must be evaluated in terms of Shelton's specific situation and needs. Like the document itself, the Capital Improvement Program is a dynamic, iterative process that should be adjusted if necessary and improved whenever possible to ensure the best possible results.

Shelton's current Six-Year Capital Budget already contains some of the elements of a CIP and the process used to develop it may bear a resemblance to some of the procedures described herein. That document together with this summary of the CIP process should provide a good starting point for Shelton to develop its own Capital Improvement Program.

The implementation of a Capital Improvement Program is viewed as a critical element of this Plan that goes hand in hand with more fiscally responsible development described in Chapter 4.

Sample Legend

BOA	Board of Aldermen & Mayor
BAT	Board of Apportionment & Taxation
BOE	Board of Education
CC	Conservation Commission
EDC	Economic Development Commission
IWC	Inland Wetlands Commission
PRC	Parks and Recreation Commission
PZC	Planning and Zoning Commission
SEDC	Shelton Economic Development Corporation
WPCA	Water Pollution Control Authority
Staff	City Staff

Priorities

	Task
1	High Priority
2	Moderate Priority
3	Lower Priority
	Policy
1	High Priority
2	Moderate Priority
3	Lower Priority

Progress

<input type="checkbox"/>	New Strategy
<input checked="" type="checkbox"/>	In Progress
<input checked="" type="checkbox"/>	Implemented

Implementation Schedule

Implementation of the Plan is an ongoing process. While the City can carry out some recommendations in a relatively short period, others may only be realized by the end of the planning period or beyond. Since some recommendations may involve additional study or a commitment of fiscal resources, their implementation may take place over several years or occur in stages.

As illustrated below, implementation tables assign primary responsibilities and preliminary schedules to the Plan’s recommendations. In many instances, the responsibilities are shared by a number of entities (see sidebar).

Preserve More Meaningful Open Space

What	Who	Priority	Progress
 1. Require a mandatory open space "set-aside" of 15% as part of every residential development application.	PZC	1	<input checked="" type="checkbox"/>
 2. Accept open space or a fee in lieu of open space as part of every subdivision.	PZC	1	<input type="checkbox"/>

In addition, the tables identify both policies and tasks. Policies are long-term guidelines that do not readily lend themselves to a specific schedule or measurement. Tasks on the other hand, are specific actions that can typically be scheduled, completed, and evaluated.

Priorities are identified in the tables and ranked according to a three-step scale. High priorities are items that are either critical to the success of a planning strategy or are relatively easy to implement and can be handled within one to three years. Moderate priorities are policies and tasks that are not as time sensitive as high priorities and may be more difficult to implement due to funding constraints or complexity. Moderate priorities should generally be addressed within four to seven years from adoption of this Plan. Lower priorities are typically longer-range items that might require a “wait and see” approach or are preceded by higher funding priorities. Lower priorities may be addressed towards the end of the planning period, eight years or more beyond adoption.

PROTECTING IMPORTANT RESOURCES

Preserve More Meaningful Open Space

Increase Quality & Quantity of Open Space (Page 3-3)		Who	Priority	Progress
	1. Require a mandatory open space "set-aside" of 15% as part of every residential development application.	CC PZC	1	<input type="checkbox"/>
	2. Accept open space or a fee in lieu of open space as part of every subdivision.	CC PZC	1	<input type="checkbox"/>
	3. Adopt an open space equivalency factor and exclude storm-water facilities from mandatory open space.	PZC	1	<input type="checkbox"/>
	4. Encourage Conservation Residential Developments.	CC PZC	1	<input type="checkbox"/>
	5. Continue to fund the purchase desirable open space.	BOA BAT CC	1	<input type="checkbox"/>
	6. Continue to allow off-site dedication of open space.	PZC	1	<input type="checkbox"/>

Continue Success of the Greenway System (Page 3-6)		Who	Priority	Progress
	7. Continue to implement the established greenway system.	BOA BAT CC	1	<input type="checkbox"/>
	8. Prioritize coastal land along the Housatonic River and ensure public access.	CC PZC	2	<input type="checkbox"/>

Maintain the Open Space Plan (Page 3-8)		Who	Priority	Progress
	9. Update and readopt the Open Space Plan to reflect changes since its adoption and establish new goals and policies.	CC PZC	1	<input checked="" type="checkbox"/>

Preserve Agricultural Resources

Preserve Existing Farmland (Page 3-9)		Who	Priority	Progress
	1. Continue to support programs that preserve farmland.	BOA BAT CC	1	<input type="checkbox"/>
	2. Consider the use of alternatives to purchase of development rights for threatened farmland such as purchase and lease-back.	BOA BAT CC	1	<input type="checkbox"/>
	3. Allow agricultural use of preserved open space resulting from CRD in the R-1A District.	PZC	1	<input type="checkbox"/>

Continue Tax Incentives for Farmland (Page 3-10)		Who	Priority	Progress
	4. Continue to provide tax incentives for farming.	BOA BAT	1	<input type="checkbox"/>

Support Current Farming Activity (Page 3-10)		Who	Priority	Progress
	5. Allow more flexible farm signs or encourage State approved signs	PZC	2	<input type="checkbox"/>

Legend

BOA	Board of Aldermen & Mayor
BAT	Board of Apportionment & Taxation
CC	Conservation Commission
PZC	Planning and Zoning Commission

Priorities

	Task
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1	High Priority
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2	Moderate Priority
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3	Lower Priority
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	Policy
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1	High Priority
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2	Moderate Priority
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3	Lower Priority
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Progress

<input type="checkbox"/>	New Strategy
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<input checked="" type="checkbox"/>	In Progress
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<input checked="" type="checkbox"/>	Implemented
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Legend	
BOA	Board of Aldermen & Mayor
DEP	Department of Environmental Protection
HD	Lower Naugatuck Valley Health District
IWC	Inland Wetlands Commission
PZC	Planning and Zoning Commission
WPCA	Water Pollution Control Authority
Staff	City Staff

Priorities

	Task
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1	High Priority
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2	Moderate Priority
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3	Lower Priority
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	Policy
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1	High Priority
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2	Moderate Priority
----------	-------------------

3	Lower Priority
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Progress

<input type="checkbox"/>	New Strategy
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<input checked="" type="checkbox"/>	In Progress
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<input checked="" type="checkbox"/>	Implemented
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Support Current Farming Activity (Page 3-10)

		Who	Priority	Progress
	6. Allow more flexible farm signs or encourage State approved signs	PZC	2	<input type="checkbox"/>
	7. Allow more flexible farm use regulations to encourage ecotourism.	PZC	2	<input type="checkbox"/>
	8. Adopt a “right to farm” policy to protect agricultural activity from nuisance complaints.	BOA	2	<input type="checkbox"/>

Preserve and Protect Important Natural Resources

Protect Water Quality (Page 3-13)

		Who	Priority	Progress
	1. When adopting mandatory aquifer protection regulations, assess the threat to other surface and ground drinking water, and coastal water resources and expand the regulations to offer equal protection if necessary.	PZC	1	<input type="checkbox"/>
	2. Evaluate the threat of underground storage tanks (UST) to groundwater resources and adopt a UST ordinance if necessary.	BOA Staff	1	<input type="checkbox"/>
	3. Evaluate the threat of septic system failures on surface and ground drinking water supplies, and adopt a Septic Management Program if necessary.	HD WPCA	1	<input type="checkbox"/>
	4. Adopt a “Zero Increase in Runoff” policy to reduce stormwater impacts such as erosion and flooding on downstream properties.	PZC	2	<input type="checkbox"/>
	5. Adopt “effective impervious” coverage requirements to encourage reductions in stormwater runoff.	PZC	2	<input type="checkbox"/>
	6. Require the capture of the first inch of stormwater and the natural and/or mechanical treatment of stormwater before its release	IWC PZC	1	<input type="checkbox"/>
	7. Take advantage of water resource protection education programs.	IWC PZC	2	<input type="checkbox"/>
	8. Ensure public access to the Housatonic River.	CC IWC PZC	1	<input type="checkbox"/>

Protect Sensitive Soil Resources (Page 3-20)

		Who	Priority	Progress
	9. Modify the buildable land regulation to apply to entire CRD and PRD developments and include floodplain in the definition.	PZC	1	<input type="checkbox"/>
	10. Adopt density standards for R-1 and R-1A Districts to facilitate CRD and PRD.	PZC	1	<input type="checkbox"/>
	11. Amend the Subdivision and Zoning Regulations to require proposed limits of clearing on site plans and subdivisions.	PZC	1	<input type="checkbox"/>

Preserve Wildlife and Habitats (Page 3-21)

		Who	Priority	Progress
	12. Amend the Subdivision and Zoning Regulations to require applicants to work with Staff and/or the DEP to avoid or mitigate impacts on species of concern identified in the DEP’s Natural Diversity Database.	DEP PZC	2	<input type="checkbox"/>

Preserve Wildlife and Habitats (Page 3-21)		Who	Priority	Progress
	13. Amend the Subdivision and Zoning Regulations to require applicants to consider wildlife and their habitat in their designs.	PZC	2	<input type="checkbox"/>
	14. Prohibit the use of invasive species as landscaping for site plans and subdivisions <u>and encourage the use of native plants that do not require fertilizers and broad-based pesticides.</u>	PZC	2	<input type="checkbox"/>

Legend	
BOA	Board of Aldermen & Mayor
BAT	Board of Apportionment & Taxation
CC	Conservation Commission
PZC	Planning and Zoning Commission
SHS	Shelton Historical Society
Staff	City Staff

Preserve Historic Resources

Establish Preservation Programs (Page 3-23)		Who	Priority	Progress
	1. Conduct a citywide historic resource inventory.	SHS	1	<input type="checkbox"/>
	2. Consider encouraging the creation of one or more Local Historic Districts for identified concentrations of historic properties.	BOA	2	<input type="checkbox"/>
	3. Seek Certified Local Government Status to become eligible for state and federal grants and loans for historic preservation programs and restoration projects.	BOA	3	<input type="checkbox"/>
	4. Consider encouraging the creation of Village Districts to regulate historic mixed-use commercial areas.	PZC	2	<input type="checkbox"/>
	5. Continue to provide adaptive reuse provisions for historic properties.	PZC	1	
	6. Allow tax abatements for restoration or improvements to blighted historic properties that do not compromise their architectural or historic integrity	BOA BAT	3	<input type="checkbox"/>
	7. Adopt a demolition delay ordinance that requires up to a 90-day waiting period before the demolition of a historic structure.	BOA	2	<input type="checkbox"/>

Priorities	
	Task
1	High Priority
2	Moderate Priority
3	Lower Priority
	Policy
1	High Priority
2	Moderate Priority
3	Lower Priority

Encourage “Sensitive Stewardship” (Page 3-25)		Who	Priority	Progress
	8. Encourage applications for National and State Historic Register designation.	SHS Staff	1	
	9. Consider establishing a local register of historic places and providing historic placards to instill pride in ownership	SHS	3	<input type="checkbox"/>
	10. Continue to seek ways to provide educational programs and technical assistance to owners of historic resources.	SHS Staff	2	

Progress	
<input type="checkbox"/>	New Strategy
<input checked="" type="checkbox"/>	In Progress
<input checked="" type="checkbox"/>	Implemented

Preserve Scenic Resources

Protect Scenic Areas and Vistas (Page 3-27)		Who	Priority	Progress
	1. Conduct a citywide scenic resource inventory.	CC Staff	2	<input type="checkbox"/>
	2. Seek creative ways to protect identified scenic elements.	CC Staff	2	<input type="checkbox"/>
	3. <u>Amend the Zoning Regulations to consider the impacts of proposed developments on views and vistas along the Housatonic River.</u>	PZC	1	<input type="checkbox"/>

Legend	
BOA	Board of Aldermen & Mayor
BAT	Board of Apportionment & Taxation
DM	Downtown Merchants
DHB	Department of Highways and Bridges
DOT	Department of Transportation
EDC	Economic Development Commission
PZC	Planning and Zoning Commission
SEDC	Shelton Economic Development Corporation
Staff	City Staff
VCOG	Valley Council of Governments

Priorities

	Task
1	High Priority
2	Moderate Priority
3	Lower Priority
	Policy
1	High Priority
2	Moderate Priority
3	Lower Priority

Progress

<input type="checkbox"/>	New Strategy
<input checked="" type="checkbox"/>	In Progress
<input checked="" type="checkbox"/>	Implemented

Protect Scenic Areas and Vistas (Page 3-27)		Who	Priority	Progress
	4. Consider amending the Zoning Regulations to include a 50-100 foot buffer review area abutting the Housatonic River in accordance with the CMA.	PZC	1	<input type="checkbox"/>

Protect Scenic Roads (Page 3-27)		Who	Priority	Progress
	5. Continue to use open space set-asides and conservation easements to protect roadside scenic elements.	CC PZC	1	
Protect Scenic Roads (Page 3-27)		Who	Priority	Progress
	6. Continue coordination between the City Tree Warden and utility companies regarding street tree pruning	BOA	1	

GUIDING APPROPRIATE DEVELOPMENT

Protect and Enhance Community Structure

Protect and Enhance Downtown Shelton (Page 4-4)		Who	Priority	Progress
	1. Continue to update the City of Shelton-Downtown Shelton Revitalization Program into a Comprehensive Plan for Downtown Shelton.	EDC PZC SEDC	1	<input checked="" type="checkbox"/>
	2. Plan for adequate parking for current and future uses by updating the Downtown parking studies in conjunction with the SEDC.	EDC PZC SEDC	1	<input type="checkbox"/>
	3. Incorporate the City of Shelton-Downtown Shelton Revitalization Program into the POCD by reference.	PZC	2	<input type="checkbox"/>
	4. Consider membership in the Connecticut Main Street Program	DM	2	<input checked="" type="checkbox"/>
	5. Consider Local Historic District Designation and/or Village District Designation for Downtown Shelton	BOA PZC	2	<input type="checkbox"/>
	6. Continue to provide development flexibility in Downtown Shelton.	PZC	1	
	7. Enhance Downtown's function as the civic center of the community.	BOA BAT SEDC	1	
	8. Consider extending Canal Street improvements to provide an alternative to Howe Avenue north-south traffic.	BOA DHB DOT SEDC VCOG	2	<input type="checkbox"/>
	9. Consider undertaking a detailed study of conditions on Howe Avenue between Route 8 and Wooster Street to identify possible improvements.	BOA DHB DOT SEDC	2	<input type="checkbox"/>
	10. Consider updating the ConnDOT study of Exit 14 to confirm community consensus, demonstrate that the project has no "fatal flaws", define the footprint of the ramp, and conduct a more detailed study addressing the northbound ramps at Kneen Street.	BOA DHB DOT SEDC	2	<input type="checkbox"/>
	11. Upgrade sidewalks and complete missing links to facilitate walking between the River and Howe Avenue.	DHB PZC SEDC	2	<input checked="" type="checkbox"/>

Protect and Enhance Downtown Shelton (Page 4-4) Who Priority Progress

	12. Continue to make other coordinated pedestrian improvements to Downtown Shelton such as adding street trees, street furniture, pedestrian scale lighting, and burying overhead utilities.	DM SEDC	2	
	13. Consider adopting a payment in-lieu of parking / parking trust fund ordinance	BOA	1	<input type="checkbox"/>

Protect and Enhance Huntington Center (Page 4-8) Who Priority Progress

	14. Limit commercial activity in Huntington Center to its current location and neighborhood function.	PZC	1	
	15. Consider Local Historic District Designation for the non-commercial portion of Huntington Center.	BOA	2	<input type="checkbox"/>
	16. Consider Village District Designation for the commercial portion of Huntington Center.	PZC	2	<input type="checkbox"/>
	17. Continue to pursue closing Church Street Extension and extending the Green south to reroute traffic around The Green and improve circulation.	BOA DHB DOT	2	<input type="checkbox"/>
	18. Institute access management to improve traffic and pedestrian circulation as properties are redeveloped.	PZC	1	<input type="checkbox"/>
	19. Complete Constitution Boulevard from Bridgeport Avenue to Leavenworth Road (Route 110)	BOA DHB VCOG	1	<input type="checkbox"/>
	20. Maintain and enhance bicycle/pedestrian access in Huntington Center.	BOA DHB	2	

Protect and Enhance White Hills (Page 4-11) Who Priority Progress

	21. Limit commercial activity in White Hills to its current location and neighborhood function, with the exception of limited professional office use immediately north of Leavenworth Road (Route 110) between East Village Road and Indian Hole Brook.	PZC	1	<input type="checkbox"/>
	22. Encourage conservation development patterns in White Hills	CC PZC	1	
	23. Continue to encourage farming in White Hills	BOA CC PZC	1	

Protect and Enhance Suburban Office / Industrial Areas (Page 4-11) Who Priority Progress

	24. Consider adjusting floor area ratios in preferred office/industrial areas to discourage general commercial development.	PZC	1	<input type="checkbox"/>
	25. Continue to provide bicycle and pedestrian enhancements in commercial and industrial areas to create a safe environment for cyclists and pedestrians and reduce dependency on motor vehicles.	BOA DHB PZC	2	
	26. Limit general commercial activity in and around the office/industrial areas to ancillary commercial uses.	PZC	1	<input type="checkbox"/>

Legend

AWC	Aquarion Water Company
BOA	Board of Aldermen & Mayor
CC	Conservation Commission
DHB	Department of Highways and Bridges
DEP	Department of Environmental Protection
EDC	Economic Development Commission
PZC	Planning and Zoning Commission
UI	United Illuminating
WPCA	Water Pollution Control Authority
Staff	City Staff
VCOG	Valley Council of Governments
YG	Yankee Gas

Priorities

	Task
1	High Priority
2	Moderate Priority
3	Lower Priority
	Policy
1	High Priority
2	Moderate Priority
3	Lower Priority

Progress

<input type="checkbox"/>	New Strategy
<input checked="" type="checkbox"/>	In Progress
<input checked="" type="checkbox"/>	Implemented

Legend

BOA	Board of Aldermen & Mayor
BAT	Board of Apportionment & Taxation
BOE	Board of Education
CC	Conservation Commission
EDC	Economic Development Commission
PZC	Planning and Zoning Commission

Priorities

	Task
1	High Priority
2	Moderate Priority
3	Lower Priority
	Policy
1	High Priority
2	Moderate Priority
3	Lower Priority

Progress

<input type="checkbox"/>	New Strategy
<input checked="" type="checkbox"/>	In Progress
<input checked="" type="checkbox"/>	Implemented

Guide Appropriate Economic Development

Optimize Economic Development (Page 4-16)

		Who	Priority	Progress
	1. Optimize net tax revenues by limiting general commercial uses in areas better suited to more desirable office and industrial uses.	PZC	1	<input type="checkbox"/>
	2. Optimize economic development potential with respect to traffic generation where traffic capacity is limited.	PZC	1	<input type="checkbox"/>
	3. Ensure adequate utility capacities.	AWC EDC UI YG WPCA	1	<input type="checkbox"/>

Ensure Compatible Economic Development (Page 4-22)

		Who	Priority	Progress
	4. Require future SDAs to be reflected in the Future Land Use Plan (FLUP).	PZC	1	<input type="checkbox"/>
	5. Reexamine currently undeveloped or redevelopable SDAs to determine if conventional rezoning is more appropriate.	PZC	1	<input type="checkbox"/>
	6. Limit PDDs to projects that produce superior development that is compatible with surrounding properties and overall community character	PZC	1	<input type="checkbox"/>
	7. Provide clear boundaries for economic expansion.	PZC	1	<input type="checkbox"/>
	8. Modify the Schedule of Permitted Uses to require Site Plan approval for all non-single-family development and reorganize uses according to the level of discretion needed by the PZC to ensure their appropriateness.	PZC	1	<input type="checkbox"/>
	9. Overhaul the current commercial and industrial zoning districts to eliminate redundancies and tune them to current community economic development trends and desired land uses.	PZC	2	<input type="checkbox"/>
	10. Implement design review for all but single-family residential development..	BOA PZC	1	<input type="checkbox"/>
	11. Create improved but flexible buffer requirements between incompatible land uses and environmentally sensitive areas	PZC	1	<input type="checkbox"/>
	12. Encourage the use of green technologies.	CC PZC	1	<input type="checkbox"/>
	13. Consider property tax abatements to mitigate the added cost of renewable energy systems in commercial applications.	BOA BAT	2	<input type="checkbox"/>
	14. Encourage and support current farming activity.	BOA CC EDC PZC	1	<input type="checkbox"/>

Guide Appropriate Residential Development

Reduce the Intensity of Rural / Suburban Development (Page 4-27)

		Who	Priority	Progress
	1. Eliminate the use of the PDD in the residence districts.	PZC	1	<input type="checkbox"/>

Reduce the Intensity of Rural / Suburban Development (Page 4-27)

		Who	Priority	Progress
	2. Adjust PRD densities to be commensurate with the amount of dedicated open space and/or limit their use to age-restricted housing.	PZC	1	<input type="checkbox"/>
	3. Require buffers between PRD and surrounding development.	PZC	1	<input type="checkbox"/>
	4. Expand the R-1A District to encompass the large tracts of vacant and agricultural land within White Hills.	PZC	1	<input type="checkbox"/>
	5. Adopt density-based zoning in the R-1 and R-1A Districts	PZC	1	<input type="checkbox"/>
	6. Eliminate the requirement for preliminary conventional subdivision plans for PRD and CRD.	PZC	1	<input type="checkbox"/>
	7. Permit CRD as of right with Subdivision approval and require Special Exceptions for conventional subdivisions and PRD in the R-1 and R-1A Districts.	PZC	2	<input type="checkbox"/>
	8. Examine residential bulk standards and consider amending the regulations to address “teardowns” and “bulk-ups” if necessary	PZC	2	<input type="checkbox"/>

Provide for Housing Diversity in Appropriate Locations (Page 4-31)

		Who	Priority	Progress
	9. Continue to encourage Downtown mixed-use and multi-family development.	PZC SEDC	1	
	10. Consider pedestrian scale mixed-use redevelopment in Huntington Center in conjunction with village district regulations.	PZC	2	
	11. Expand elderly tax relief programs.	BOA BAT	2	<input type="checkbox"/>
	12. Encourage active-adult and elderly housing when and where appropriate based on water and sewer availability, and achieving other Plan goals such as enhancing Downtown Shelton.	PZC SEDC	1	
	13. Discourage active-adult and elderly housing that displaces traditional economic development.	EDC PZC	1	
	14. Minimize the impact of active-adult and elderly housing development on adjacent single-family neighborhoods through siting and buffering.	PZC	1	
	15. Assist the Shelton Housing Authority with securing funding to maintain and enhance Shelton’s three senior housing developments.	SHA	1	
	16. Consider allowing a small increase in density with additional density earmarked for building affordable units.	PZC SHA	2	<input type="checkbox"/>
	17. Consider requiring a small percentage of all new housing units to be affordable.	PZC SHA	2	<input type="checkbox"/>
	18. Consider allowing a fee-in-lieu of providing affordable units to be placed in a housing trust fund to purchase, construct, or rehabilitate affordable units.	PZC SHA	2	<input type="checkbox"/>
	19. Encourage age-restricted affordable housing that addresses both age and income needs without negatively impacting the City budget.	PZC	1	

Legend

BOA	Board of Aldermen & Mayor
BAT	Board of Apportionment & Taxation
EDC	Economic Development Commission
PZC	Planning and Zoning Commission
SEDC	Shelton Economic Development Corporation
SHA	Shelton Housing Authority
Staff	City Staff

Priorities

	Task
1	High Priority
2	Moderate Priority
3	Lower Priority
	Policy
1	High Priority
2	Moderate Priority
3	Lower Priority

Progress

<input type="checkbox"/>	New Strategy
<input checked="" type="checkbox"/>	In Progress
<input checked="" type="checkbox"/>	Implemented

Legend

BOA	Board of Aldermen & Mayor
BAT	Board of Apportionment & Taxation
BOE	Board of Education
BFC	Board of Fire Commissioners
CC	Conservation Commission
DHB	Department of Highways and Bridges
EMSC	Emergency Medical Services Commission
PRC	Parks and Recreation Commission

Priorities

	Task
1	High Priority
2	Moderate Priority
3	Lower Priority
	Policy
1	High Priority
2	Moderate Priority
3	Lower Priority

Progress

<input type="checkbox"/>	New Strategy
<input checked="" type="checkbox"/>	In Progress
<input checked="" type="checkbox"/>	Implemented

ADDRESS COMMUNITY NEEDS

Maintain and Enhance Community Facilities and Services

Address City Hall Needs (Page 5-3)

		Who	Priority	Progress
	1. Consider the costs and benefits of creating a Downtown Government Center vs. the continual repair and deficiencies of the current City Hall.	BOA BAT SEDC	2	<input type="checkbox"/>

Address Education Facility Needs (Page 5-4)

		Who	Priority	Progress
	2. Address anticipated elementary school classroom space needs, considering not only the cost differential of alternatives but the long-term bussing and operating costs as well as alternative uses of existing and former school facilities.	BOA BOE	1	<input checked="" type="checkbox"/>
	3. Assess the long-term needs of the Board of Education to determine whether additional land should be appropriated now, before it is lost to development.	BOA BOE	1	<input type="checkbox"/>

Address Emergency Services Needs (Page 5-7)

		Who	Priority	Progress
	4. Consider providing training space for the Fire Department and Echo Hose Ambulance.	BOA BOE BFC EMSC	2	<input type="checkbox"/>
	5. Consider a new Echo Hose fire station in the Bridgeport Avenue corridor to accommodate larger needed equipment and improve response times to this busy area. Also consider including space for the Echo Hose Ambulance.	BOA BFC EMSC	2	<input type="checkbox"/>
	6. Continue to support the efforts of emergency services volunteers to avoid additional cost associated with paid personnel.	BOA BFC EMSC	1	<input type="checkbox"/>
	7. Consider a fire substation within the Huntington area to provide needed space for new equipment.	BOA BFC EMSC	2	<input type="checkbox"/>
	8. Consider relocating the emergency dispatching function to another location, to not only make necessary communications upgrades but to free needed space within the existing Police Station.	BOA BFC EMSC	2	<input type="checkbox"/>

Address Public Works Needs (Page 5-9)

		Who	Priority	Progress
	9. Assess the need for a new or improved Highway and Bridges / Parks & Recreation Garage Site and begin planning for a new facility if necessary.	BOA BHB PRC	2	<input type="checkbox"/>
	10. Provide adequate funding and staffing of the Highways and Bridges Department to keep maintenance of infrastructure and equipment up to date and avoid costlier future repairs.	BOA BAT	1	<input type="checkbox"/>

Address Parks and Recreation Needs (Page 5-11)		Who	Priority	Progress
	11. Construct needed recreation fields.	BOA PRC	1	<input type="checkbox"/>
	12. Investigate the feasibility of such recreation facilities as a municipal golf course and a centralized athletic complex.	BOA PRC	3	<input type="checkbox"/>
	13. Monitor the need for an additional swimming pool.	PRC	3	
	14. Consider the demand for additional indoor athletic space, including when building, reconfiguring, or selling school facilities.	BOA BOE PRC	1	
	15. Pursue public access to the Housatonic River and other possible recreational opportunities at the CRRA landfill on River Road	BOA BOE PRC	1	

Address other Community Facility Needs (Page 5-12)		Who	Priority	Progress
	16. Conduct a comprehensive study of materials, services, and staffing at the Plumb Memorial Library.	BLD	1	<input type="checkbox"/>
	17. Address repair/safety issues at the Plumb Memorial and Huntington Libraries.	BOA BLD	1	<input type="checkbox"/>
	18. Make necessary improvements to the Animal Shelter.	BOA	2	<input type="checkbox"/>
	19. Assess the need for social services for Shelton's aging populations and create a social worker position if necessary.	BOA	2	<input type="checkbox"/>
	20. Continue efforts to determine the fate of the Old Shelton Intermediate School so that current and desired functions of the facility can be permanently assigned to new or existing facilities and financially planned.	BOA BOE	1	<input checked="" type="checkbox"/>

Address Communitywide Facility and Service Issues (Page 5-14)		Who	Priority	Progress
	21. Consider the long-term costs of deferred maintenance of community infrastructure and potential for missed opportunities from reduced staffing.	BOA BAT	1	<input type="checkbox"/>
	22. Establish a ten-year Capital Improvement Program and consider appointing a Capital Improvement Committee to administer the program.	BOA BAT	1	<input type="checkbox"/>
	23. Continue to bring all publicly accessible community facilities into compliance with ADA requirements.	BOA BOE BAT	1	<input checked="" type="checkbox"/>

Legend	
BOA	Board of Aldermen & Mayor
BAT	Board of Apportionment & Taxation
BOE	Board of Education
BLD	Board of Library Directors
PRC	Parks and Recreation Commission

Priorities	
	Task
1	High Priority
2	Moderate Priority
3	Lower Priority
	Policy
1	High Priority
2	Moderate Priority
3	Lower Priority

Progress	
<input type="checkbox"/>	New Strategy
<input checked="" type="checkbox"/>	In Progress
<input checked="" type="checkbox"/>	Implemented

Legend

BOA	Board of Aldermen & Mayor
BAT	Board of Apportionment & Taxation
DHB	Department of Highways and Bridges
DOT	Department of Transportation
EDC	Economic Development Commission
SL	State Legislators
VCOG	Valley Council of Governments

Priorities

	Task
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1	High Priority
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2	Moderate Priority
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3	Lower Priority
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	Policy
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1	High Priority
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2	Moderate Priority
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3	Lower Priority
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Progress

<input type="checkbox"/>	New Strategy
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<input checked="" type="checkbox"/>	In Progress
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<input checked="" type="checkbox"/>	Implemented
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Maintain a Safe and Efficient Transportation System

Relate Road Design to Function and Desired Land Use (Page 5-20)

		Who	Priority	Progress
	1. Modify the Subdivision and Zoning Regulations to implement a comprehensive set of access management principles in the Bridgeport Avenue corridor, Downtown, and other congested commercial areas.	PZC	1	<input type="checkbox"/>

Facilitate Capacity and Safety Improvements to the Road Network (Page 5-22)

		Who	Priority	Progress
	2. Pursue completion of pending road improvements including the realignment of Perry Hill Road, reconstruction and realignment of East Village Road, widening, realignment and resurfacing of Commerce Drive at the intersection with Bridgeport Avenue and reconstruction of three intersections along Route 110 at Beardsley Road, School Street, and Birdseye Road.	BOA DHB DOT VCOG	1	<input checked="" type="checkbox"/>

Facilitate Capacity and Safety Improvements to the Route 8 Corridor (Page 5-24)

		Who	Priority	Progress
	3. Pursue construction of a new southbound entrance ramp to Route 8 from Bridgeport Avenue.	BOA DHB DOT EDC VCOG	3	<input type="checkbox"/>
	4. Widen and improve Bridgeport Avenue to a four-lane cross section in various locations between Interchange 11 and Interchange 13.	BOA DHB DOT SL VCOG	3	<input type="checkbox"/>
	5. Perform a planning/engineering study to forecast traffic volumes on Bridgeport Avenue over a 20-year horizon, evaluate appropriate treatments at each intersection, and assign priorities to manageable sections of road for widening.	BOA DHB DOT VCOG	2	<input type="checkbox"/>
	6. Reconstruct the intersection with Long Hill Cross Road to include turning lanes, lighting, and signage.	BOA DOT	1	<input type="checkbox"/>
	7. Improve the intersection with Trap Falls Road for improved safety and traffic capacity.	BOA DHB DOT	1	<input type="checkbox"/>
	8. Pursue traffic signal coordination along Bridgeport Avenue in conjunction with a possible incident management system on Route 8.	BOA DOT	1	<input type="checkbox"/>

Complete Constitution Boulevard (Page 5-28)

		Who	Priority	Progress
	9. Identify and acquire remaining right-of-way and seek funding and/or private developers to complete Constitution Boulevard from Bridgeport Avenue to Shelton Avenue and eventually Leavenworth Road.	BOA DOT EDC SL VCOG	1	<input type="checkbox"/>

**Support Alternative Modes of Transportation
(Page 5-30)**

Who Priority Progress

	10. Pursue limited bus route adjustments to better serve areas with potential to generate ridership, such as concentrations of employment and shopping.	BOA EDC CT VT	2	<input type="checkbox"/>
	11. Encourage use of busses by providing shelters at key locations and sidewalks to facilitate trips between stops and key destinations.	BOA	2	<input type="checkbox"/>
	12. Participate in the Valley Council of Government's long-range study of public transportation alternatives.	BOA Staff VCOG	2	<input type="checkbox"/>
	13. Pursue completion of key greenway trails to create an integrated network of trails and sidewalks	BOA CC PRC	1	<input checked="" type="checkbox"/>
	14. Consider bicycle friendly accommodations in the design of major road projects.	DHB DOT	1	<input type="checkbox"/>
	15. Continue to install sidewalks in major industrial areas and extend existing sidewalks to nearby recreational and retail areas.	DHB PZC	2	<input checked="" type="checkbox"/>

Legend

BOA	Board of Aldermen & Mayor
CC	Conservation Commission
CT	Connecticut Transit
DHB	Department of Highways and Bridges
DOT	Department of Transportation
EDC	Economic Development Commission
PRC	Parks and Recreation Commission
PZC	Planning and Zoning Commission
VCOG	Valley Council of Governments
VTD	Valley Transit District

Priorities

	Task
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1	High Priority
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2	Moderate Priority
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3	Lower Priority
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	Policy
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1	High Priority
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2	Moderate Priority
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3	Lower Priority
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Progress

<input type="checkbox"/>	New Strategy
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<input checked="" type="checkbox"/>	In Progress
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<input checked="" type="checkbox"/>	Implemented
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Legend

AWC	Aquarion Water Company
BOA	Board of Aldermen & Mayor
EDC	Economic Development Commission
PZC	Planning and Zoning Commission
UI	United Illuminating
WPCA	Water Pollution Control Authority
Staff	City Staff

Priorities

	Task
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1	High Priority
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2	Moderate Priority
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3	Lower Priority
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	Policy
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1	High Priority
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2	Moderate Priority
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3	Lower Priority
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Progress

<input type="checkbox"/>	New Strategy
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<input checked="" type="checkbox"/>	In Progress
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<input checked="" type="checkbox"/>	Implemented
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Ensure Adequate Public Utilities

Ensure Adequate Piped Utilities (Page 5-38)

		Who	Priority	Progress
	1. Ensure that adequate infrastructure is available in the capacity and locations necessary to support desired development and not used to support unplanned increases in development intensity	EDC AWC UI WPCA	1	
	2. Continue to make necessary improvements to the Water Pollution Control Facility and pump stations needed to support continued economic development.	BOA WPCA	1	<input checked="" type="checkbox"/>
	3. Continue efforts to eliminate infiltration of stormwater into the sanitary sewer system.	WPCA	2	<input checked="" type="checkbox"/>
	4. Support the utility companies in their efforts to address regional demand and reliability issues.	BOA	2	
	5. Encourage green development strategies designed to reduce power consumption by new development.	BOA PZC	2	

Ensure Adequacy of Other Utility Services (Page 5-40)

		Who	Priority	Progress
	6. Take a proactive role in the siting of telecommunications towers by identifying potential new sites and collocating commercial antennas of municipally operated towers.	BOA PZC Staff	2	
	7. Continue to regulate the installation of telecommunication antennae mounted directly on buildings	PZC	1	

FUTURE LAND USE PLAN

Plan Consistency

Ensure Consistency between the Plan of Conservation and Development and Zoning Amendments (Page 6-9)

		Who	Priority	Progress
	1. Amend the Zoning Regulations to require amendments to the Plan of Conservation and Development (POCD) when applications for Zoning Regulation or Zoning Map amendments are not in substantial conformance with the POCD or its Future Land Use Plan.	PZC	1	

CONCLUSION

8

The Plan of Conservation and Development has been prepared to meet the challenges that will confront the City of Shelton over the next ten years and beyond.

The first step in the planning process was to understand the needs and desires of Shelton and its residents. A great deal of information was collected, presented, reviewed, and discussed as part of the process of developing this Plan.

The second step was to determine what direction the residents of Shelton want to take. Public meetings and workshops were held to assess local issues and discuss alternative strategies. Through this work, general goals were developed and a vision for the future of Shelton was confirmed.

The third step was to develop actions and policies to guide Shelton' residents and agencies towards achieving their vision. These specific strategies are detailed throughout the Plan and summarized in the implementation tables found in Chapter 7.

Despite all of the thought and effort that went into preparing this Plan, the most important step of the planning process is implementation. While the responsibility for implementing the Plan lies with the Planning and Zoning Commission, the task of implementation also falls on other City agencies as well as all Shelton residents.

The Plan is intended as a guide to be followed in order to enhance the quality of life and the community character of Shelton. It is intended to be flexible in terms how specific goals and objectives are reached, provided that the long-term goals of the community are achieved.

Hopefully during the next few years, many of the higher priority tasks will be completed and goals will be achieved. Inevitably circumstances will arise that may cause residents to reconsider the Plan or some of its elements. These situations should not be viewed as shortcomings of the Plan but as positive indications that the Plan is being actively used and considered by residents. By preparing this Plan of Conservation and Development, Shelton has taken the first step towards creating a better future for its residents.



ACKNOWLEDGEMENTS

The Residents of Shelton

The Plan Update Advisory Committee

Frank Osak	Chairman
Peter DiCarlo	Vice Chairman
Michael Adanti	Committee Member (until 7/05)
Thomas Harbinson	Conservation Commissioner
Frederick Musante	Economic Development Commissioner
Anthony Pogoda	Planning and Zoning Commissioner
James Tate	Conservation Commissioner

Marianne Chaya	Recording Secretary
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The Planning & Planning and Zoning Commission

Joseph Pagliaro, Sr.	Chairman (until 6/04)
Allan Cribbins	Chairman (after 6/04)
Virginia Harger	(appointed 11/05)
Patrick Lapera	(term expired 11/05)
Karen Tomko-McGovern	
Daniel Oraziotti	
William Papale	
Jason Perillo	
Anthony Pogoda	
Leon Sylvester	

ACKNOWLEDGEMENTS



City Staff

Mark Lauretti	Mayor
Richard Schultz, AICP	Planning and Zoning Administrator
Thomas Dingle	Zoning Enforcement Officer
Robert Kulacz, PE	City Engineer
Jason Perillo	EMS Chief
John Millo	Fire Chief
Joel Hurliman	Police Chief
William Mooney	Highway Supervisor
Elsbeth Lydon	Library Director
Ellen M. Shaw	Senior Center Director
Ronald Herrick Jr.	Parks and Recreation Director
Gloria Kovac	City Assessor
Thomas Sym	Sewer Administrator
Robin Willink	Superintendent of Schools (appointed 7/05)
Leon Sylvester	Superintendent of Schools (retired 7/05)

Technical Assistance Provided by:



Comprehensive Planning



Transportation Planning



Planimetrics

31 Ensign Drive, Avon, CT 06001

860-677-5267