

**Final Draft POCD**



# TOWN OF EAST HADDAM

PLAN OF CONSERVATION AND DEVELOPMENT: 2019-2029

August 6th 2019

Prepared by the Town of East Haddam Planning and Zoning Commission

*With assistance from*

 **MILONE & MACBROOM**

# **Final Draft POCD**

## ***Acknowledgements***

### **Planning & Zoning Commission:**

Crary H. Brownell, Chairman  
James M. Curtin, Vice Chairman  
Louis H. Salicrup  
Bernard J. Gillis  
Edmund J. Gubbins, Jr.  
Kevin J. Matthews  
Harvey W. Thomas  
Richard L. Pettinelli, Alternative  
Joe Zaid, Alternative

### **Land Use Administrator:**

James F. Ventres

### **Consultant:**

Milone & MacBroom, Inc.

# Final Draft POCD

## Table of Contents

|  |    |
|--|----|
| Acknowledgements.....  | i  |
| Introduction: East Haddam's 2019 Plan of Conservation and Development.....   | 1  |
| Planning Process.....  | 2  |
| Action Agenda.....   | 3  |
| Sustainability.....  | 3  |
| Community Land Use Profile.....  | 4  |
| Chapter 1: Prepare for Changing Demographics - Attract, Support, and Maintain Housing Options.....                   | 7  |
| Where We Are.....  | 7  |
| Housing Affordability and Availability.....  | 9  |
| Chapter 2: Provide Quality Facilities for Education, Community, Recreation, and Emergency Services.....              | 14 |
| Where We Are.....  | 15 |
| Chapter 3: Maintain the Quality Transportation System & Improve the Variety of Transportation Choices.....           | 26 |
| Where We Are.....  | 26 |
| Chapter 4: Protect East Haddam's Landscape, Waters and Natural Environment.....                                      | 36 |
| Where We Are.....  | 36 |
| Chapter 5: Ensure the Community's Longstanding Value of Preserving The Town's Rural Character Is Sustained.....      | 48 |
| Where We Are.....  | 50 |
| Chapter 6: Encourage Continued Regional Cooperation And Partnerships To Strengthen Economic Development Efforts..... | 56 |
| Where We Are.....  | 57 |
| Chapter 7: Position East Haddam to Grow the Grand List to Maintain the Town's Quality of Life.....                   | 61 |
| Where We Are.....  | 61 |
| Chapter 8: Future Land Use Plan, Recommendations, and Consistency.....   | 74 |
| Future Land Use.....   | 74 |

# Final Draft POCD

|  |    |
|--|----|
| Consistency with State and Regional Plans.....     | 77 |
| The State Plan.....                                | 78 |
| The Regional Plan .....                            | 78 |
| Action Agenda and Implementation.....              | 80 |
| Appendices (to be include in the Final Plan) ..... | 99 |

# Final Draft POCD

## *Introduction: East Haddam's 2019 Plan of Conservation and Development*

The purpose of this plan is to describe the Town of East Haddam (the Town) as it exists today; to capture the best thinking of the Town's officials, residents, and other stakeholders on future conservation and development priorities; to document the community's vision and goals for the coming decade; and to provide tangible direction and priorities for both public and private efforts to implement that vision.

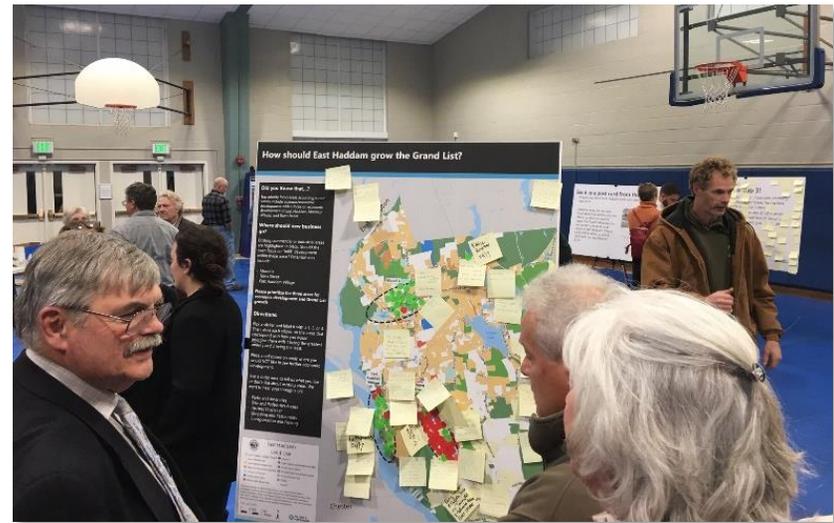
The 2019 Plan of Conservation and Development (referred to throughout as the "POCD" or simply "the Plan") is an update of East Haddam's previous POCD, prepared in 2008. Section 8-23 of the *Connecticut General Statutes* requires municipal planning commissions to prepare and adopt a POCD once every 10 years and for the Plan to address key aspects of the Town's conditions, policies, and goals.

One of the focus areas of the POCD is housing options and affordability for the town's shifting demographics. In 2017 the State passed amendments to the Affordable Housing Land Use Appeals Act, General Statutes §§ 8-30G (Public Act 17-170). Through this change in legislation, all municipalities are required to adopt and revise an Affordable Housing Plan every five years. To that end, East Haddam's POCD, in particular Chapter 1, shall serve to meet the new housing mandate.

Above and beyond meeting the state's regulatory requirements, the Plan provides a valuable opportunity for the community to form a long-term vision of what East Haddam should strive to accomplish in the next decade and beyond and to coordinate the efforts of its many officials, agencies, departments, community organizations, businesses, and property owners in pursuit of the most important and valuable ways of improving the Town's quality of life. In the course of

developing the Plan, participants in the process were able to reflect on the Town's values and priorities, consider challenges and obstacles the Town faces as it moves forward, and identify achievable opportunities to attain lasting benefits.

The planning process involves assessing current conditions and trends in order to develop reasonable goals and strategies and engaging the community in a dialogue on its future. The POCD also supports the Town's pursuit of grants and other funding opportunities as a current POCD is a requirement for many State programs.



*"Growing the Grand List" Workshop Exercise*

# Final Draft POCD

## *Planning Process*

The planning process began in spring 2018 with a kick-off meeting with the Planning and Zoning Commission (PZC), who oversaw the development of the Plan at varying stages and provided direction to the planning team on the Town's priorities and areas in need of investigation and study. Working group meetings with the PZC were held late spring through fall 2018 in order to update and present the community's assets, needs, and priorities on major topic areas such as housing, demographics, economic development, transportation, and natural resources.

To engage and draw in the knowledge and priorities of residents, the planning team also conducted a community-wide survey on important issues for the Town from April 27 to June 15, 2018. The community-wide survey received 570 responses from a wide cross section of East Haddam residents: from teenagers to retirees, new arrivals and lifelong residents, and local business owners to seasonal residents. While the survey recorded a variety of concerns, needs, and ideas, it also showed that 75% of respondents are pleased with the quality of life, and over 80% feel there is strong sense of community in town. The results of this survey were presented to the PZC and are summarized in the Appendices of this Plan.

In addition to the community-wide survey, two community workshops were held during the fall of 2018 and the winter of 2019 in order to inform the community on the POCD drafting process and receive further community input on the themes, goals, and strategies of the Plan's Action Agenda. Community workshop identified and verified collective community values, priority areas of focus, and the community's vision for East Haddam. Community workshop #2 provided a platform for the community to share and gather feedback on the overarching goals, objectives, and strategies outlined in this

Plan. The results of this survey were presented to the PZC and are summarized in the Appendices of this Plan.

The Plan is built around a set of goals and objectives that present a clear and concise direction to guide future development and redevelopment in a manner that is consistent with state and regional land use plans and POCDs. These goals and objectives reflect the community values, new information collected and analyzed throughout the planning process, topical reports presented during the POCD Update process, existing land use patterns, future projections, and community input. These goals and objectives will serve to guide East Haddam's development and conservation activities over the next 10 years and beyond.

Based on public input throughout the planning process, this update to East Haddam's POCD is based on the community's longstanding community values:

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

In addition to these community values, this plan addresses population trends, housing, economic development, transportation, community facilities, regional partnerships, historic preservation, open space and natural resources, and sustainability. This Plan and its associated Generalized Land Use Plan serve to guide the Town's future conservation and development efforts as an advisory or policy-guidance document.

# Final Draft POCD

## Action Agenda

The POCD's most important and forward-looking element is the Action Agenda, which lays out concrete steps moving forward that will protect East Haddam's values and advance the town's collective goals and vision, as identified through the planning process, over the coming decade and beyond. The goals and strategies laid out in the Action Agenda are intended to build on the community's strengths, address current problems and weaknesses, and anticipate future needs. The Action Agenda includes measures to promote development and grand list growth, provide for changing housing needs, preserve and enhance open spaces for recreation and environmental protection, provide a variety of efficient transportation options, and promote sustainability across all Town operations and future development.

The Action Agenda is presented in two formats in this plan. Each of the following topical chapters concludes with a list of Action Agenda items relevant to that section of the POCD, providing a compact list of goals and strategies relevant to a particular topic for stakeholders with an interest in that area. Many goals and strategies cut across multiple areas of the Plan and may appear multiple times in these topical sections. Chapter 8 presents the Action Agenda in a unified format, providing a comprehensive list of all recommended goals and strategies contained in the Plan.

The Future Land Use Plan presented in Chapter 8 is a graphical illustration of how the Action Agenda is envisioned to be implemented in terms of land uses across the community. This map depicts current land uses intended to continue in place as well as areas suitable for particular types of development, redevelopment, reuse, or protection.

## Sustainability

This Plan includes a variety of goals addressing the social, environmental, and economic sustainability of the community or its ability to meet present needs without compromising the ability of future generations to meet their own needs. Topics that fall under this imperative include encouraging energy-efficient development patterns, the deployment of renewable energy sources and energy conservation measures, and preservation of agriculture and natural resources. This cross-cutting area of concern is addressed most directly in Chapter 4's examination of conservation and open space priorities in East Haddam. However, many of the goals and strategies in other chapters are also related to sustainability. These strategies are noted in the Action Agenda.



*The Gelston House*

# Final Draft POCD

## Community Land Use Profile

The basis for many of the studies and analyses in this POCD is a clear understanding of the location and distribution of land uses within the Town as well as the land use regulations that govern it. This understanding points toward the areas worthy of additional attention within the Plan, lays out the basis for analyzing potential economic development opportunities and housing growth, and provides an inventory of open space and potential targets for conservation efforts.

East Haddam has maintained its commitment to preserving the rural character and natural resources of the town. The chart to the right illustrates the breakdown of land uses by total town area. East Haddam's land is predominately residential (35% of the Town), the bulk of which is either rural residential or low-density residential (33.5%). Open space uses follow residential land uses, comprising nearly 25% of the Town's total land use. Vacant land is the next largest land use category at 22%.

Land categorized as "other" is comprised of roadways and water features and make up 8% of the Town. Public and private institution use is tied with industrial and commercial land (including the airport) at 2%. Land devoted to utilities consists of only 0.2% of the Town's area.

The maps below depict existing land uses and a generalized representation of zoning regulations across the town.

## East Haddam Generalized Existing Land Use: 2018

| Land Use                          | Acres         | % of Total   |
|-----------------------------------|---------------|--------------|
| Rural Residential                 | 7,132         | 19.5%        |
| Low Density Residential           | 5,048         | 13.8%        |
| Medium Density Residential        | 564           | 1.5%         |
| <b>Residential Total</b>          | <b>12,744</b> | <b>34.9%</b> |
| Private Institution               | 496           | 1.4%         |
| Public Institution                | 235           | 0.6%         |
| <b>Institutional Total</b>        | <b>731</b>    | <b>2.0%</b>  |
| Retail, Sales & Service           | 308           | 0.8%         |
| Airport                           | 57            | 0.2%         |
| Light Industrial\Warehouse\R&D    | 402           | 1.1%         |
| <b>Commercial Total</b>           | <b>767</b>    | <b>2.1%</b>  |
| Public Open Space                 | 7,264         | 19.9%        |
| Private Open Space\Agriculture    | 1,778         | 4.9%         |
| Private Game Club (Not O.S.)      | 2,558         | 7.0%         |
| <b>O.S., Ag., Game Club Total</b> | <b>11,600</b> | <b>31.8%</b> |
| Utility                           | 60            | 0.2%         |
| Vacant                            | 7,817         | 21.4%        |
| Other                             | 2,790         | 7.6%         |
| <b>Grand Total</b>                | <b>36,509</b> | <b>100%</b>  |

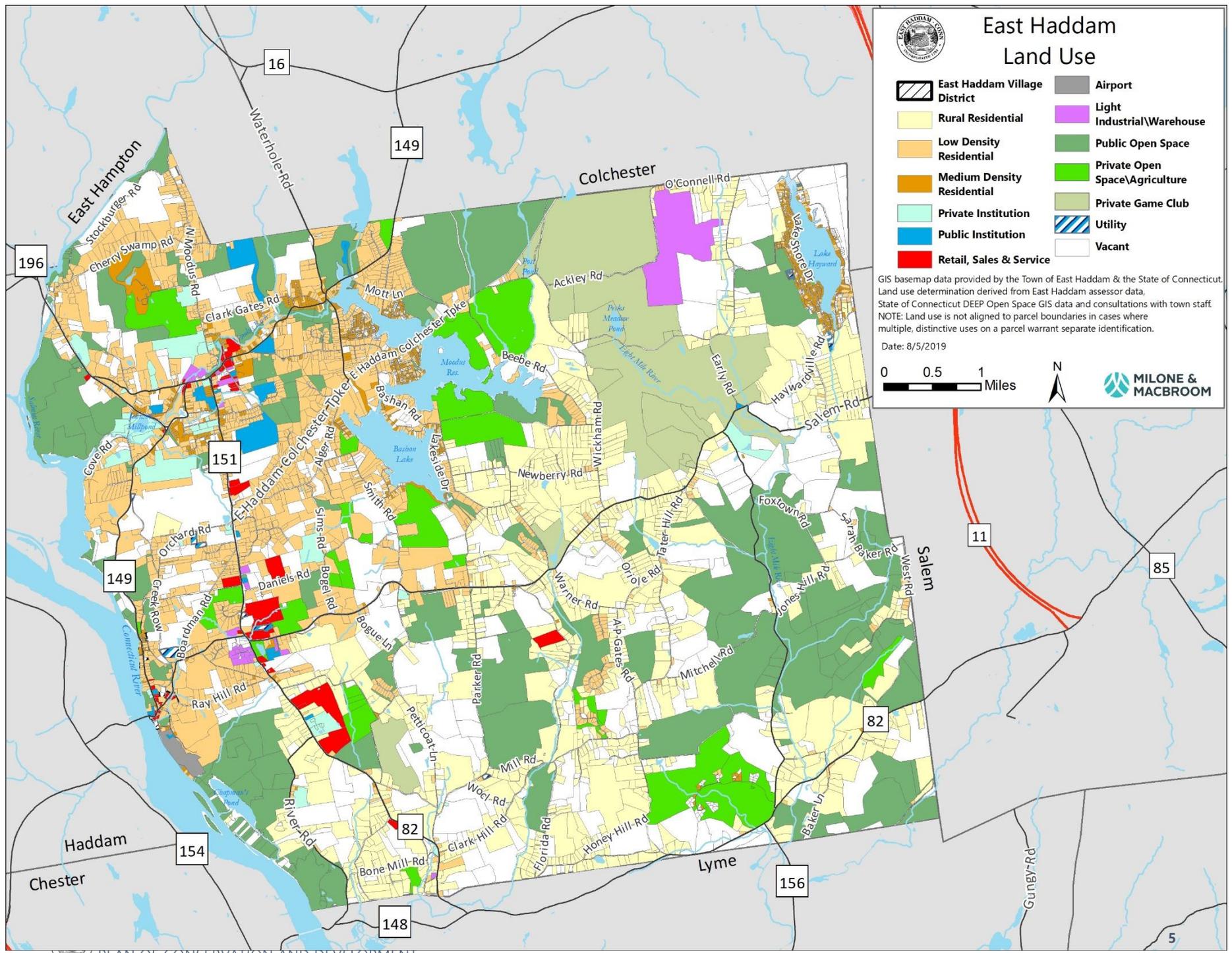


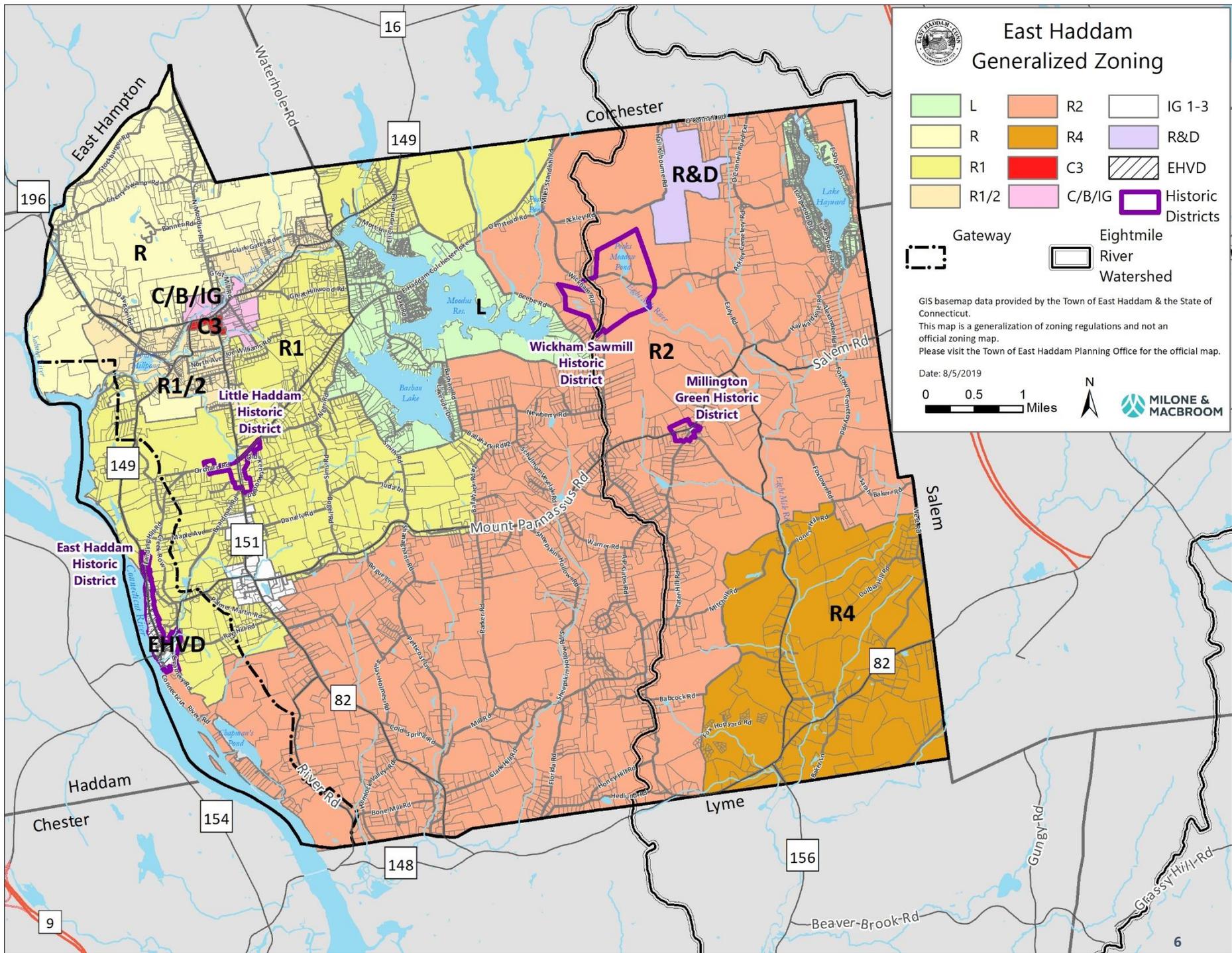
# East Haddam Land Use

- East Haddam Village District
- Rural Residential
- Low Density Residential
- Medium Density Residential
- Private Institution
- Public Institution
- Retail, Sales & Service
- Airport
- Light Industrial/Warehouse
- Public Open Space
- Private Open Space/Agriculture
- Private Game Club
- Utility
- Vacant

GIS basemap data provided by the Town of East Haddam & the State of Connecticut. Land use determination derived from East Haddam assessor data, State of Connecticut DEEP Open Space GIS data and consultations with town staff. NOTE: Land use is not aligned to parcel boundaries in cases where multiple, distinctive uses on a parcel warrant separate identification.

Date: 8/5/2019





# East Haddam Generalized Zoning

- |   |   |   |
|---|---|---|
| <span style="display:inline-block; width:15px; height:15px; background-color:#d9ead3; border:1px solid black;"></span> L    | <span style="display:inline-block; width:15px; height:15px; background-color:#f4cccc; border:1px solid black;"></span> R2     | <span style="display:inline-block; width:15px; height:15px; border:1px solid black;"></span> IG 1-3   |
| <span style="display:inline-block; width:15px; height:15px; background-color:#fff2cc; border:1px solid black;"></span> R    | <span style="display:inline-block; width:15px; height:15px; background-color:#f4b084; border:1px solid black;"></span> R4     | <span style="display:inline-block; width:15px; height:15px; background-color:#d9d2e9; border:1px solid black;"></span> R&D  |
| <span style="display:inline-block; width:15px; height:15px; background-color:#ffffcc; border:1px solid black;"></span> R1   | <span style="display:inline-block; width:15px; height:15px; background-color:#f4cccc; border:1px solid black;"></span> C3     | <span style="display:inline-block; width:15px; height:15px; border:1px solid black; background-image: repeating-linear-gradient(45deg, transparent, transparent 2px, black 2px, black 4px);"></span> EHVD |
| <span style="display:inline-block; width:15px; height:15px; background-color:#fff2cc; border:1px solid black;"></span> R1/2 | <span style="display:inline-block; width:15px; height:15px; background-color:#f4cccc; border:1px solid black;"></span> C/B/IG | <span style="display:inline-block; width:15px; height:15px; border:2px solid purple;"></span> Historic Districts  |
- Gateway  
 Eightmile River Watershed

GIS basemap data provided by the Town of East Haddam & the State of Connecticut.  
 This map is a generalization of zoning regulations and not an official zoning map.  
 Please visit the Town of East Haddam Planning Office for the official map.

Date: 8/5/2019

0 0.5 1 Miles

N

MILONE & MACBROOM

# Final Draft POCD

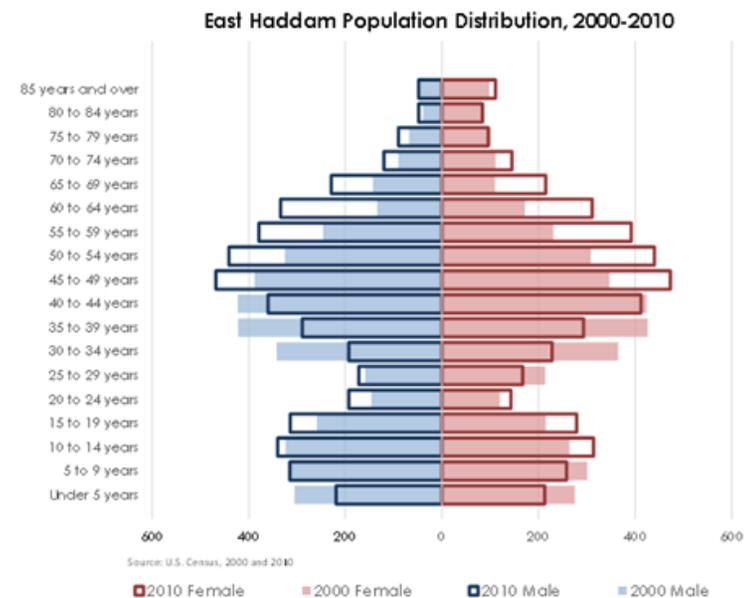
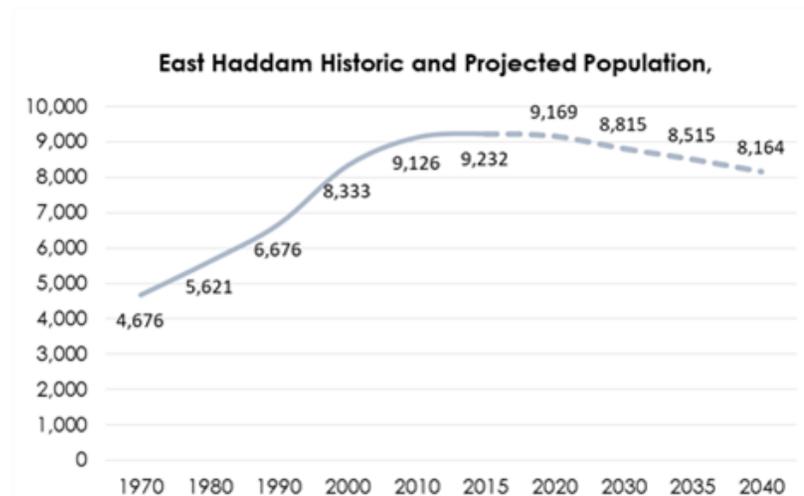
## Chapter 1: Prepare for Changing Demographics - Attract, Support, and Maintain Housing Options

### Where We Are

**East Haddam's population growth has slowed in recent years. However, demographic changes, notably its aging population, will lead to demands for new types of housing and services.**

Slowing population growth coupled with an aging community is not unique to East Haddam and is a trend seen at both the State and National levels. This trend reflects the aging "baby boomer" population, which is East Haddam's largest generational cohort.

- East Haddam's population grew by approximately 11% from 2000 to 2015. However, the population has only experienced a modest growth of 1.2% from 2010 to 2015.
- Between 2000 and 2010, the median age of East Haddam residents increased from 38.5 years old to 44.2 years old.
- Older working adults (age 45 to 69) grew faster than any other age groups. This is linked to the aging "baby boomer" cohort.
- The 30 to 44 age cohorts, who are most likely to have school-aged children, experienced the largest decrease between 2000 and 2010.
- Smaller households are becoming more prevalent; particularly, the number of adults over age 65 that live alone increased by about 8%, which may increase demands for smaller housing units and certain social or community services.



## Final Draft POCD

**The Town encourages affordable and diverse housing opportunities to meet the needs of all residents, regardless of age and income, while ensuring that preservation of East Haddam's small-town and rural character is sustained.**

While many seniors will age in place, some older residents may seek smaller or more accommodating housing units, leading to turnover of existing single-family housing. This provides an opportunity to attract younger families and young working professionals to the Town. It is important to provide diverse affordable housing options to grow the tax base, which is largely built on residential property taxes, to continue making East Haddam an attractive place to live, work, and raise a family.

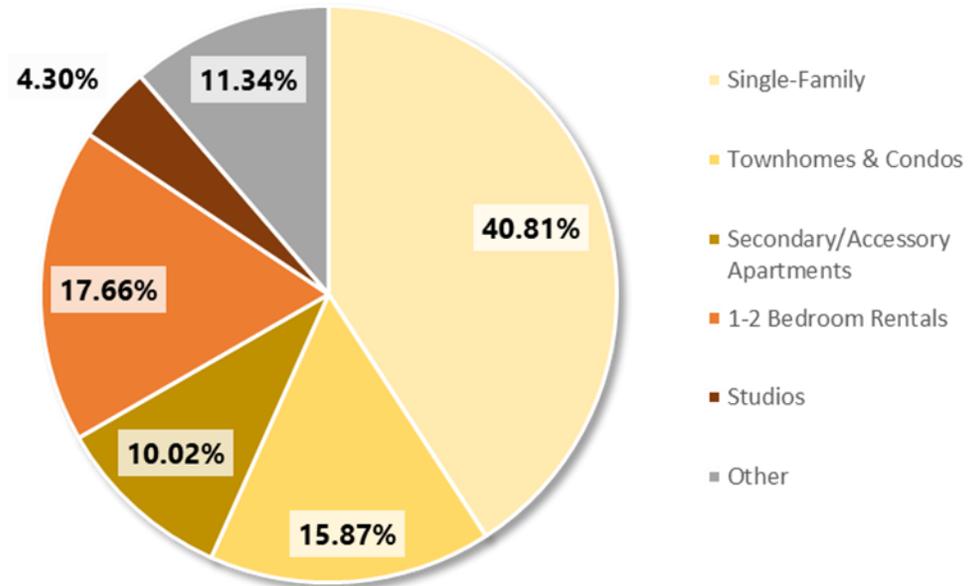
- East Haddam's housing stock is largely comprised of single-family units (90%), having a much larger share than both Middlesex County (71%) and the state (59%).



Seasonal Cottage at Lake Hayward, Photo Source: Coldwell Banker

- According to the town-wide community survey, many respondents believe the Town needs smaller size housing options, including townhomes, condominiums, small rental units, and accessory apartments.

### If the Town were to focus on accommodating more housing options, which types are needed most?



## Final Draft POCD

- The share of homeowners over age 65 has increased in most areas of town, creating a large stock of homes with greater likelihood of turning over in coming years.
- 35% of all households include one or more persons age 60+ while almost 9% of all households consist of a householder age 65+ that lives alone.
- Public outreach showed that there is an appetite and unmet need for modest single-family homes for young families and empty-nesters seeking to downsize. Both segments of the population tend to seek smaller housing options: the young to build savings and the retirees to access equity and reduce home maintenance.
- Public outreach also showed that seniors support multifamily housing more than other age groups.

- East Haddam's housing market is recovering from the Great Recession. Total sales have increased each year since 2011 and are approaching pre-recession levels although sale prices have seen little recovery.
- A housing stock heavily weighted toward mid-20th century homes may increasingly require renovations to match the needs and desires of today's buyers.
- Only 34% of homes in East Haddam have two or fewer bedrooms (compared to 42% statewide), leading to fewer housing options for younger workers or those looking to downsize.

East Haddam Housing Sales, 1990-2016



Source: The Warren Group



Duplex on Falls Bashan Rd

# Final Draft POCD

## Housing Affordability and Availability

The State of Connecticut requires that the issue of affordable housing be addressed in each municipality's POCD. The state legislature has established an Affordable Housing Appeals Procedure, commonly referred to as Section 8-30g, to provide assistance with development of affordable housing throughout the state. Affordable levels mean housing for which persons and families pay 30% or less of income, where such income is less than or equal to 80% of the median income. In East Haddam, this would be housing affordable to a family of four making less than \$71,900 annually.



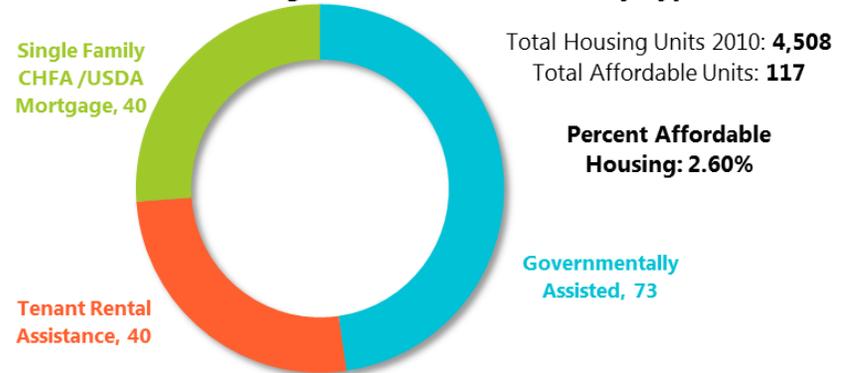
*Equal Opportunity Housing at Oak Grove*

The procedure does not apply where at least 10% of the dwelling units in the municipality meet one or more of the following criteria:

- Governmentally assisted housing, units receiving either Rental Assistance Program (RAP) or Section 8 rental assistance.
- Currently financed by Connecticut Housing Finance Authority (CHFA) or Farmer's Home Administration (FmHA) mortgages.

- Subject to deeds containing covenants or restrictions that require sale or rental at affordable levels.

### Affordable Housing Units in East Haddam, by Type: 2017



In 2017, 2.6% of housing units in East Haddam met the Connecticut Department of Economic Community Development (CT DECD) definition of affordability. Under Connecticut General Statutes, a municipality with fewer than 10% of its housing units qualified as affordable is subject to affordable housing appeals from developers who propose affordable housing developments. In affordable housing appeals cases, the municipality has to prove the public health, safety, or welfare interests protected by a denial of a proposed development.

It is important to note that the CT DECD does not include affordable, unrestricted market rate units in its count of affordable units. There are a variety of unrestricted units that serve as affordable homes for the town's population. For example, the median single-family home value in East Haddam in 2016 was \$279,500, which is affordable to a household with an annual income of \$81,331 (based on Department

## Final Draft POCD

of Housing and Urban Development [HUD] calculations of affordability). By comparison, a household making the median household income of \$79,668 could afford a home costing up to \$273,000. This is only 2% lower than East Haddam's 2016 median home value, suggesting that East Haddam's housing stock generally meets the needs of current residents.

While East Haddam is not likely to reach the 10% threshold of the Affordable Housing Appeals Act in the near future because of the sheer numbers of new or converted units that would be required, East Haddam can, in a planned manner, increase the percent of affordable housing (as calculated by the state formula) and work toward meeting the state goal. Recommendations include requiring a minimum of 10% affordable units in multifamily housing, providing for a greater variety of housing options as part of mixed-use development areas, expanding access to affordable housing suitable for retirees and the elderly, and increasing access to Connecticut Housing Finance Authority (CHFA) mortgages to expand access to homeownership.



*Multi-Family Home Available at Banner Estates*



*New Single-Family Home at The Residences of Fox Hopyard*



*Age Restricted Apartments on Grove Street*

## Final Draft POCD

| Where We're Going: Goals   | How We'll Get There: Recommended Strategies   |
|--|---|
| <p>Diversify housing opportunities to meet the needs of all residents, regardless of age and income.</p> | <ul style="list-style-type: none"> <li>• Direct housing development to areas within and adjacent to East Haddam Village, Moodus Village and other designated nodes.</li> <li>• Encourage development of diverse housing types, scale, and densities in the village neighborhoods in close proximity to commercial areas and public facilities.</li> <li>• Discourage neighborhood-scale housing development in rural areas where natural land capacity, rural character, existing transportation and soils are not adequate to support development.</li> <li>• Consider developing a new Village Residential zoning district for areas within or adjacent to the villages, which allows development of a range of housing types, including small-lot single-family housing, two-family homes and townhomes within walking distance to the commercial areas.</li> <li>• Explore methods to better encourage mixed-use development in East Haddam and Moodus Village Centers, including a mix of commercial, office, and retail uses combined with an appropriate scale of housing types that support a traditional village character.</li> <li>• Explore establishing community programs that assist property owners in 1) maintaining and rehabilitating aging housing units, 2) developing accessory apartments, and/or 3) increasing the energy efficiency/sustainability of current housing units.</li> <li>• Evaluate the density provisions of the Planned Residential Unit Development (PRUD) floating zones to consider if regulating by units per acre rather than bedroom per acre would allow greater flexibility and variety in unit type to accommodate seniors and smaller households.</li> <li>• Consider incorporating provisions to allow designation of low-income or moderate-income housing in PRUD developments in exchange for density bonuses.</li> </ul> |

## Final Draft POCD

| Where We're Going: Goals  | How We'll Get There: Recommended Strategies   |
|---|---|
| <p>Establish programs and partnerships to expand housing opportunities.</p> | <ul style="list-style-type: none"> <li>Monitor changes in demographics, family structure and composition, and the resulting effect on the housing needs of the town.</li> <li>Investigate and pursue projects with non-profit developers to rehabilitate older housing for affordable housing units as opportunities for first-time buyers.</li> <li>Pursue partnerships on a regional level to share resources to administer activities that promote housing programs and funding opportunities to expand affordable housing.</li> <li>Where site conditions permit, explore methods to provide additional housing for senior citizens, such as allowance for increased density in PRUD districts to permit adult living communities at higher densities than is currently allowed.</li> <li>In a planned manner, increase the percent of affordable housing (as calculated by the state formula) and work toward meeting the state goal of 10% affordable housing.</li> </ul> |

The Action Agenda and Implementation Plan Guidelines, and Commission, Board and Community Group Assignments can be found after Pg. 80

# Final Draft POCD

## Chapter 2: Provide Quality Facilities for Education, Community, Recreation, and Emergency Services

For the purposes of this POCD, community facilities are defined as public buildings, including schools, police and fire stations, libraries, public housing, senior citizen and/or other community centers, and general government facilities that serve the needs of the public and are the responsibility of the Town to maintain. East Haddam's community facilities and the services they provide are valued amenities and the public face of town government. A map of key community facilities can be found at the end of this chapter.

According to the town-wide community survey, most facilities and services were rated good and very good with 87% of respondents saying that services contribute to overall community satisfaction. Eighty-three percent of survey respondents felt that town services were somewhat important or very important to the overall satisfaction with East Haddam as a place to live or work. Respondent ratings of various town facilities and services are represented in the charts to the right.

Many changes and improvements to community facilities and services may go unnoticed, yet many of these facilities and services are critical in serving the current and future needs of East Haddam residents. However, according to the same town-wide survey, respondents were largely unaware of the Town's public facilities, emergency services, and social service programming showing there is a need to better promote these valuable assets to residents. The same survey also identified the ways in which people find news in Town; 74% of respondents use East Haddam News, 63% use word of mouth, 62% use social media, and only 33% of respondents use the Town website. The Town website serves as a portal for local news and public notices regarding updates

to facilities, important community events, recreational improvements, emergency services, social programming, and local government documents, and it is an underutilized tool used to communicate with the public.

**How would you rate the quality of each of the following services or facilities?**



# Final Draft POCD

## Where We Are

While the Town had experienced a modest population growth of 1.2% from 2010 to 2015, the Town also experienced a significant aging of its population. During the same time period, the 30 to 44 age cohort – the most likely age group to have and raise school-age children – declined. Females of child-bearing age (18 to 44) also decreased by 17% from 2000 to 2010 and another 3% by 2015. The Town's community facilities and services should evolve to align with demographic shifts that are occurring within the community.

**In order for East Haddam to adapt to the Town's changing demographics, the Town has made recent significant investments in its community facilities and services such as:**

- In May 2018, a new \$15 million Municipal Office Complex opened in the old Middle School. The complex provides a central location for municipal services, town events, and social gatherings.



*New Municipal Office Complex, Photo Source: Silver Petrucci*

- Renovations were made to Firehouses 1 and 2 in order to ensure the town's emergency fire preparedness and response systems are of high quality.
- Improvements were made to the Town Hall, Grange Hall, and other historic buildings such as the Palmer-Warner House Barn to aid in preserving the Town's historic and rural character.

**The public has a strong desire to improve and maintain town facilities and services in order to better serve the future needs of the Town's residents.**

- The Library Trustees subcommittee continues to finance library programming, events, and venues through grant writing, fundraising, and donation collections in order to best meet public needs.



*Rathbun Free Memorial Library*

## Final Draft POCD

- Neither Library in East Haddam is 100% handicap accessible. According to the 2017 Handicap Access Study, East Haddam is one of six municipalities in Connecticut whose libraries are not compliant with the Americans with Disabilities Act (ADA).
- East Haddam has 23 cemeteries, 10 of which are town owned. According to the Cemetery Committee, there are no longer any plots for sale at town-owned cemeteries showing a need for additional burial space to respectfully memorialize those who wish to be buried in town.



*First Congregational Church Cemetery – Home to Venture Smith's Grave*

**East Haddam's recent investments in its recreational facilities reflect the town's willingness to meet the evolving active and passive recreational interests and needs of its residents.**

The Town provides many low-impact tourism outlets for hiking, biking, horseback riding, canoeing, kayaking, and camping. Recent investments have included maintenance and improvements to vistas,

trails, and expanded parking within the Town's reserves, preserves, and parks to accommodate the increased demand of visitors.

- A new gazebo and wooded 18-hole Disc Golf created at Nichols Field were received to great acclaim and is recognized on a regional and state level.



*Nichols Field's new Wooded 18 Hole Disc Golf Course*

- The State of Connecticut's Department of Energy and Environmental Protection (DEEP), East Haddam Land Trust, The Nature Conservancy and the Town maintain over 68 miles of hiking trails in order to connect residents and visitors to the Town's large open space network.
- New aesthetic improvements were made to East Haddam's beach retaining wall and adjacent dog park to improve their attractiveness and utility.

## Final Draft POCD

- The opening of the Hunter Daniels–Dan Dombrowski Memorial Skate Park in Moodus provides additional opportunities for youth recreation and exercise.

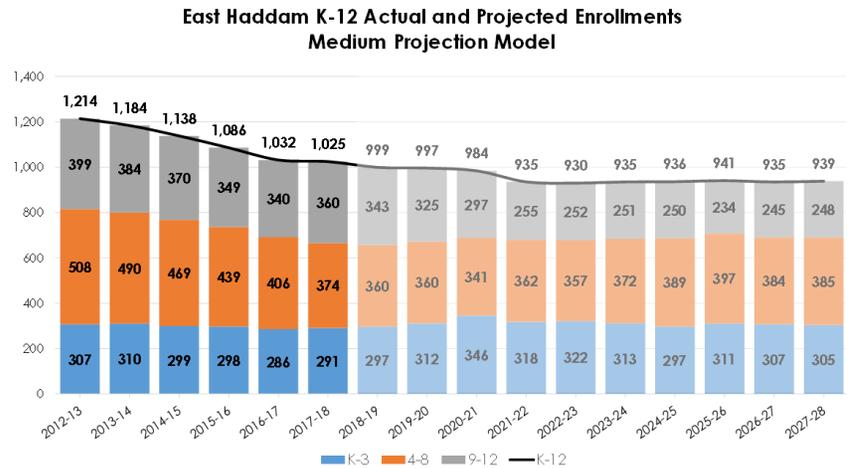


*Hunter Daniels – Dan Dombrowski Memorial Skate Park in Moodus*

**East Haddam continues to maintain high quality educational programming and facilities that are fundamental in developing an educated population.**

30% of households in East Haddam have children under the age of 18 living at home. There are more households with school-age children (6 to 17) compared to those with young children under 6. Decreases in the 30 to 44 age group, decreasing births, and the economic downturn following the Great Recession have contributed to the 27% decrease in K-12 enrollment since the 2008-09 school year. However, elementary enrollment has begun to rebound, as the turnover of existing housing stock brings new families with children to Town. Elementary school enrollment is projected to increase 11% from the

2018-19 to 2022-23 school years, and 5% out to 2027-28. Middle school enrollment is projected to decrease 5% over the first 5 years of the projections but increase 3% throughout the 10-year projection window. High school enrollment is projected to take a steep decline of about 31% by the 2027-2028 school year as smaller classes matriculate up to the high school level.



Properly accounting for future enrollment allows for educators to ensure they have the resources to give student access to curriculum that fosters interdisciplinary learning, promotes innovation and career awareness, and is aligned with Connecticut's Core Standards. It is important for the Town to recognize changing patterns in enrollment in order to properly secure funding and align spending on educational programming, materials, and facilities that provide the foundation for a well-educated student population that can be successful in the 21<sup>st</sup> century.

## Final Draft POCD

- In 2016-2017, renovations to the East Haddam Elementary School were completed. The Board of Education (BOE) is in the process of developing a long-range school configuration plan to align enrollment with future educational and facility needs.
- The new Nathan Hale-Ray Middle School (4<sup>th</sup>-8<sup>th</sup> grade) was dedicated 1 day before the Town approved the last POCD in 2008.
- East Haddam Public Schools and BOE continue to provide yearly updates to its Strategic Plan that outlines Action Steps needed to reach 2020 strategies.



*2016-2017 Improvements made by Linden Landscape Architects, LLC*

**East Haddam provides and maintains safe and efficient public utility infrastructure and services to support East Haddam's population and businesses.**

According to the CT Public Utilities regulatory Authority (PURA), East Haddam's current public utility service providers include The Southern New England Telephone Company (AT&T), Eversource (formerly Connecticut Light & Power), and the Connecticut Water Company. There is currently no natural gas service in Town.

East Haddam's Water Pollution Control Authority (WPCA) has regulatory authority to protect the Town's surface and ground waters and thus has oversight of the operation and maintenance of East Haddam Village's sewer collection system and treatment plant.

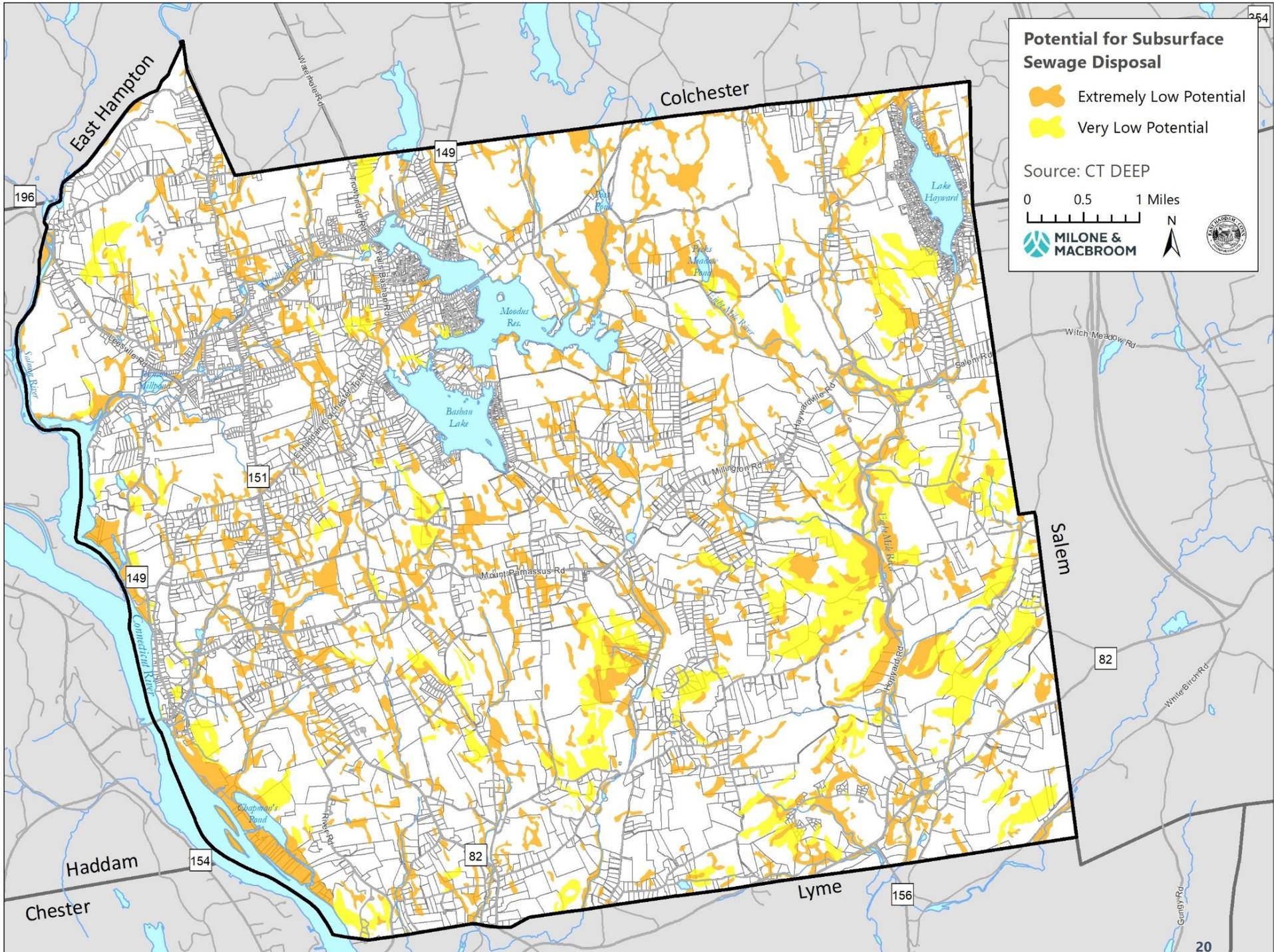
As per CGS Section 8-23, municipal plans of conservation and development adopted after July 1, 2015, must identify the general location and extent of areas served by the existing sewerage system, areas where sewer systems are planned, and areas where sewers are to be avoided. The WPCA has concluded that sewer avoidance is appropriate as a policy for the entire town not only to avoid urban sprawl inconsistent with historical and desired development patterns but to also protect important ecological and recreational water resources. The only sewer infrastructure exists within East Haddam Village and can be seen in the Sewer Avoidance Map at the end of this chapter.

- Through a state grant(s) of \$99,000 from CT DEEP's Small Town Economic Assistance Program (STEAP), the sewer treatment plant was rehabilitated, repaired, and improved in 2013.
- The 2017-2018 fiscal year was the 18<sup>th</sup> year of the town's sewer collection and treatment system. Flows typically average 14,000 gallons per day or just over 25% of system capacity. Peak flow reached as high as 34,000 gallons per day or 62% of system capacity. Additionally, 96% of pollutants are typically removed and disposed of.

## Final Draft POCD

- The Town's EDC identified multiple opportunity areas for commercial/industrial expansion in Moodus Center and Four Corners (Town Street/Mt. Parnassus/Norwich Road/Industrial Park) and is contemplating the need for sewer expansion and the pursuit of grants to potentially fund the expansion.
- In addition to the entirety of the Town being in a sewer avoidance area where public sewer systems are not available, the potential for community subsurface sewage disposal (SSD) such as septic tanks and expansive leaching fields is very low or extremely low. Potential for SSD can be seen on the map at the end of this chapter.

Efforts should be focused on maintaining existing services and facilities while guiding investments to meet the future needs of East Haddam residents. East Haddam's local government will continue to support equitably distributed community spaces and services for all groups within the community to experience and enjoy. These spaces create opportunities for members of the community to meet and interact with one another while creating a sense of belonging and community. New facilities and recreation opportunities will be created while keeping the town's natural environment, built environment, and rural character in mind.



**Potential for Subsurface Sewage Disposal**

- Extremely Low Potential
- Very Low Potential

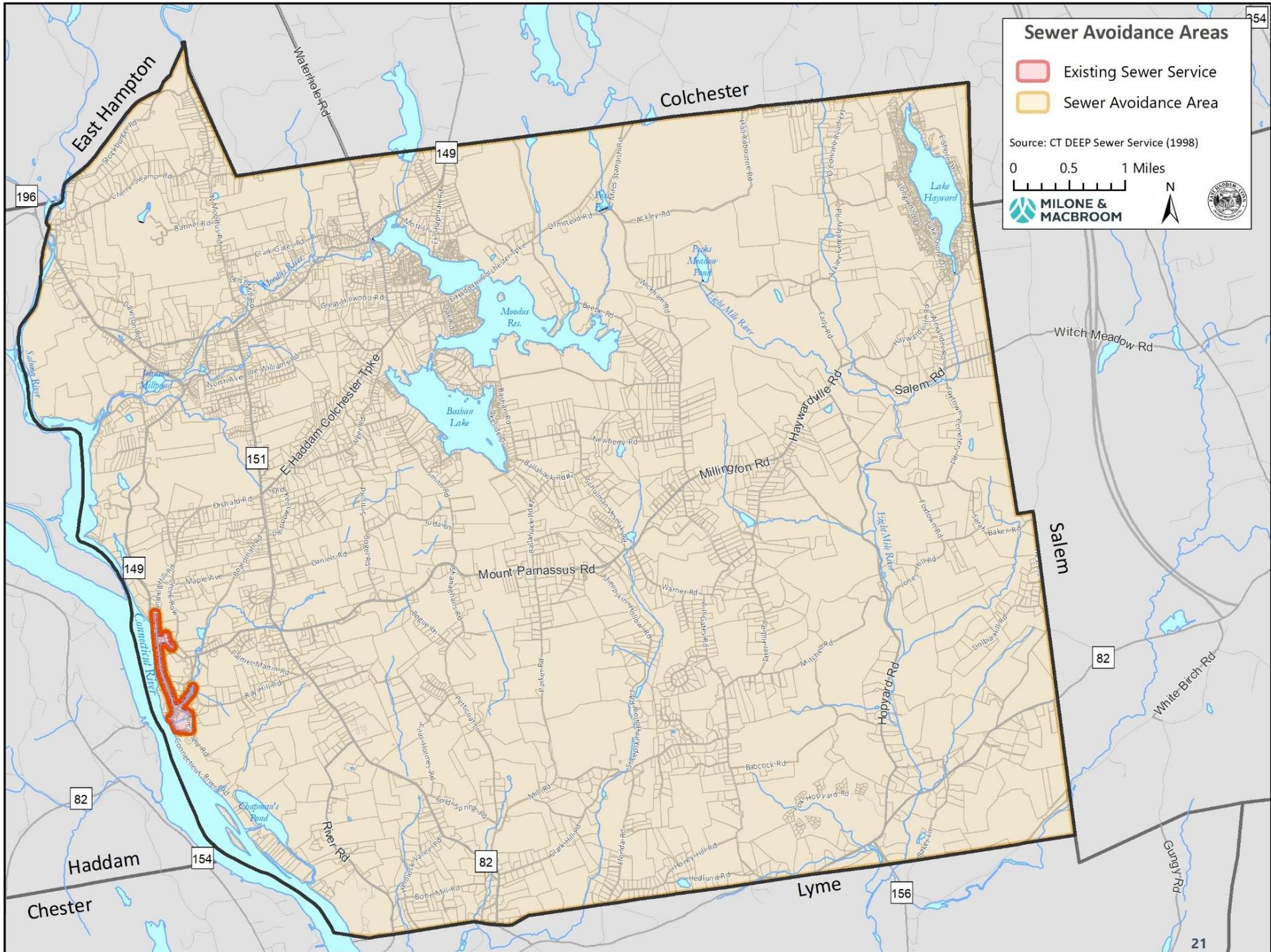
Source: CT DEEP

0 0.5 1 Miles

MILONE & MACBROOM

N





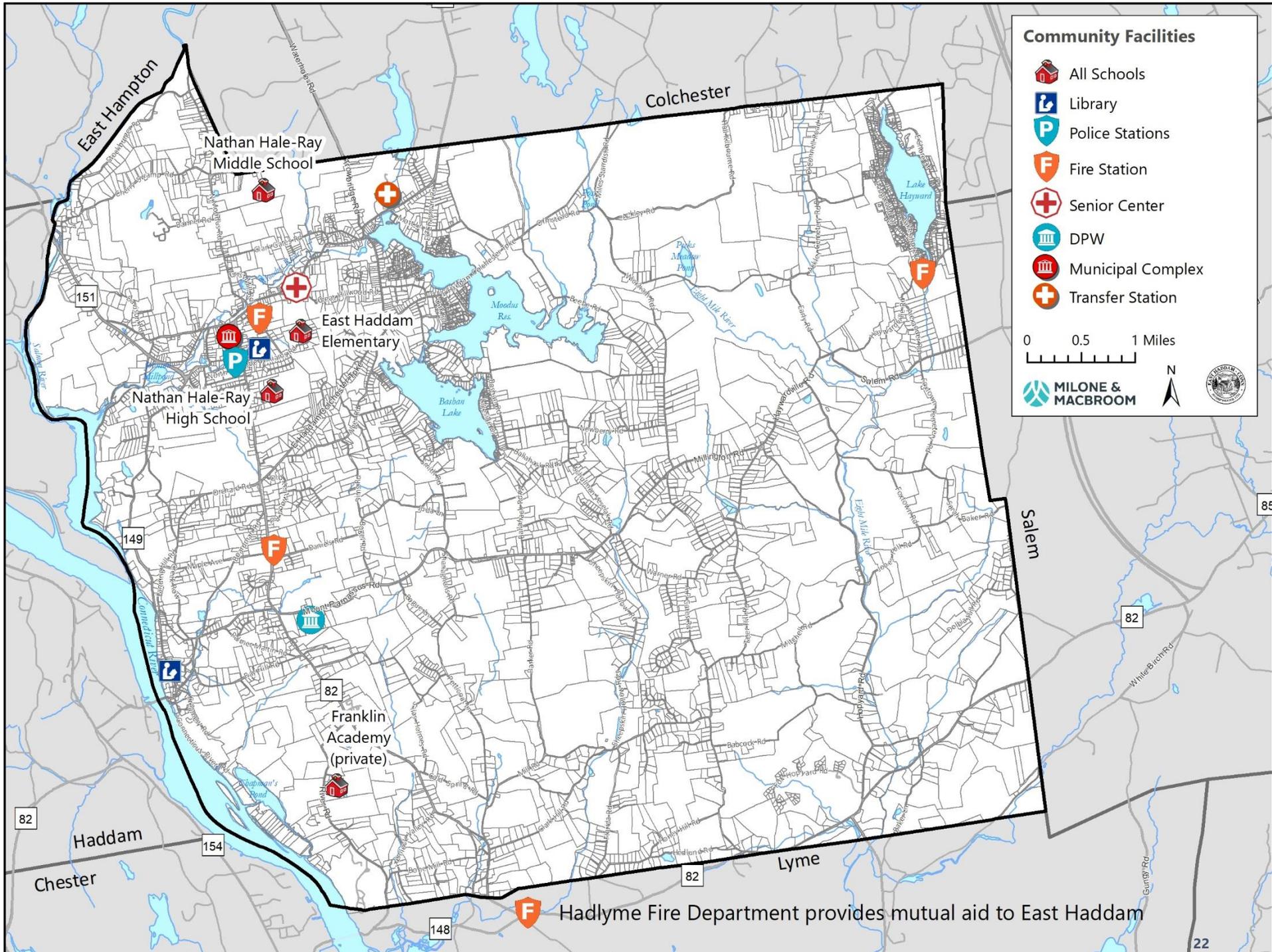
**Sewer Avoidance Areas**

- Existing Sewer Service
- Sewer Avoidance Area

Source: CT DEEP Sewer Service (1998)

0 0.5 1 Miles

MILONE & MACBROOM



### Community Facilities

-  All Schools
-  Library
-  Police Stations
-  Fire Station
-  Senior Center
-  DPW
-  Municipal Complex
-  Transfer Station

0 0.5 1 Miles

MILONE & MACBROOM

N



## Final Draft POCD

| Where We're Going: Goals   | How We'll Get There: Recommended Strategies  |
|--|--|
| <p>Support initiatives to increase and bolster programs to assist residents with long-term access to social service resources.</p> | <ul style="list-style-type: none"> <li>• Continue to maintain and enhance the Town's Events Magazine, East Haddam News, and Town website that serve as important opportunities for volunteer organizations to communicate their goals to the public.</li> <li>• Ensure that the youth and families have access to a comprehensive range of prevention, intervention, and positive youth development programs, social services, and advocacy that support and enhance their social, behavioral, and emotional wellbeing.</li> <li>• Develop a community culture that supports all young people, enables them to thrive, and encourages their civic involvement.</li> </ul>  |
| <p>Support the Town's emergency services and disaster preparedness.</p>  | <ul style="list-style-type: none"> <li>• Evaluate emergency backup power needs at critical facilities and at other locations throughout the Town, along with potential methods to provide emergency power to these areas.</li> <li>• Ensure that all emergency shelters have adequate backup power supplies as well as sleeping, showering, and food preparation areas.</li> <li>• Develop a debris management plan that identifies sites that can be used to store vegetative debris during major storm events.</li> <li>• Evaluate post-disaster response logistics, including the organization of volunteers.</li> <li>• Explore the need for a centralized emergency services communication center for emergency services (fire, police, and ambulance).</li> <li>• Support and maintain the quality and condition of public safety facilities and equipment.</li> <li>• Continue to improve and upgrade the Town's emergency radio system.</li> </ul> |

## Final Draft POCD

| Where We're Going: Goals   | How We'll Get There: Recommended Strategies  |
|--|--|
| <p>Promote engagement with East Haddam Public Schools to maintain high quality educational programs and facilities that are fundamental community resources.</p> | <ul style="list-style-type: none"> <li>• Continue to maintain East Haddam Public Schools and seek ways to improve community use of the buildings and fields for additional programming and/or recreational use.</li> <li>• Support BOE efforts to restructure the school system to align with demographics, facilities, and educational needs.</li> <li>• Form a study committee of East Haddam library system staff, board members, and patrons to propose ways to provide library accessibility to all citizens.</li> </ul>  |
| <p>Develop a coordinated long-range strategy for town services, programs and facilities that supports quality of life.</p>                                       | <ul style="list-style-type: none"> <li>• Ensure that the Town offers programs and services that are attractive to younger adults and families with children in order to create demographic balance.</li> <li>• Conduct a senior services survey and marketing campaign to understand changing needs as well as advertise programs to prospective senior center users, particularly younger seniors.</li> <li>• Improve the ability to deliver social services by continuing to provide transportation to seniors when needed for elections, town functions, doctor visits, etc.</li> <li>• Continue to monitor the adequacy of the Town's Senior Center to be able to meet the needs of its growing population and explore additional outdoor activities for its seniors.</li> <li>• Ensure quality maintenance and improvements of Town facilities and infrastructure.</li> <li>• Consider the incorporation of Leadership in Energy and Environmental Design (LEED) green building techniques into the framework of future municipal building projects.</li> <li>• Review and implement recent transfer station study recommendations, where feasible. Review global market changes in recycling and adjust accordingly. Explore the idea of renovating the Transfer Station or somehow modernizing it in order to meet future needs.</li> </ul> |

## Final Draft POCD

| Where We're Going: Goals  | How We'll Get There: Recommended Strategies  |
|---|--|
| <p>Create public spaces for active and passive recreational uses as central amenities to support commercial centers and neighborhood areas.</p> | <ul style="list-style-type: none"> <li>• Assess recreational and athletic needs and prepare a multi-year plan to identify and develop new facilities or enhance existing facilities on town-owned parcels.</li> <li>• Develop a plan for a linear park along the Moodus River, including methods to target acquisitions or easements, and a phasing plan for development of public spaces as properties are secured by the Town.</li> <li>• Look into the distribution of facilities and determine if there are recreational opportunities, including passive recreation, for every neighborhood to connect families with the outdoors.</li> <li>• Work with open space protection groups to encourage the creation of a trail network along permanently protected stream corridors in order to promote passive recreation and visitation to East Haddam.</li> </ul>                     |
| <p>Support and promote resiliency and sustainability by increasing sustainable energy use and reducing waste.</p>                               | <ul style="list-style-type: none"> <li>• Continue to educate East Haddam residents on the positive environmental and fiscal benefits of recycling and waste reduction, smart design, and green energy.</li> <li>• Continue to support regional recycling, household hazardous waste, and electronic disposal.</li> <li>• Continue to support community efforts to increase public and private use of renewable energies.</li> <li>• Explore installing photovoltaic or other renewable energy systems on all public buildings and promote and support alternatives and clean-fuel technologies for public fleets, as feasible.</li> <li>• Promote energy conservation techniques for the design and construction of public improvements and infrastructure.</li> <li>• Continue to implement the Town's low impact development (LID) techniques specified in the regulations.</li> </ul> |

The Action Agenda and Implementation Plan Guidelines, and Commission, Board and Community Group Assignments can be found after Pg. 80

## Final Draft POCD

### Chapter 3: Maintain the Quality Transportation System & Improve Transportation Choices

East Haddam's transportation network connects the Town to the regional economy. As a rural community, East Haddam residents and business not only need to be able to travel within the community, but also to surrounding towns and cities where they may work, shop, sell their goods, or access services. The Town's regional transportation network also provides ease of access to visitors and tourists, which is vital to the Town's economy. East Haddam's current surface transportation network is comprised primarily of state and local roadways.

The Town's low-density development patterns will continue to make automobiles the primary form of travel in the coming years. This may exacerbate current transportation issues relating to traffic circulation, congestion, parking, and safety. To combat these issues, there is growing interest in improving accommodations for bicyclists, pedestrians, and transit users, particularly in the village centers. The Town completed a Mobility Improvement Study for East Haddam Village (See Appendix) in 2004 and has been actively working to address these concerns over the last decade. The Town of East Haddam will continue to focus its efforts on providing a safe, efficient, and reliable transportation for people, goods, and services while maintaining and preserving the Town's many scenic roads, views, and rural character.

#### *Where We Are*

**East Haddam's roadway network reflects its rural and scenic character while connecting residents and tourists to the larger region.**

East Haddam has 120 miles of road which are maintained by the Town. Fourteen miles of town roads are unpaved. The Town has seven designated local scenic roads: Baker Lane, Beebe Road, Creek Row,



*Portion of Wickham Road, Designated as a Scenic Road*

## Final Draft POCD

East Shore Drive, Juda Lane, Sims Road, and Wickham Road. Many of these Town roads are unpaved and offer scenic views as they blend into the mature trees, stone walls, and brooks and streams that border them. In addition, the Town is home to four State Scenic Roads: Route 149 across the Swing Bridge, Route 82 North to Creek Row, Route 82 Easterly to Lyme/Old Lyme, and SSR 431 northerly to the entrance to Gillette Castle State Park. Scenic roadways have special protections to ensure that future improvements maintain their unique cultural landscapes and scenic qualities.

The East Haddam Swing Bridge and Hadlyme Ferry are some of the few ways to cross the Connecticut River between Hartford and I-95 and serve as the primary means of travel between Haddam and East Haddam. Accessibility to East Haddam Village is key in supporting the economic viability of its local businesses and necessary in supporting the local tourism industry.

- According to 2015 CT DOT Average Daily Traffic Volume (ADT) Reports, the East Haddam Swing Bridge has approximately 9,200 vehicles crossing the bridge per day. Recently published 2018 station data indicates ADTs on the Swing Bridge have increased by 33 % to 12,200.
- The East Haddam Swing Bridge underwent emergency repairs in 2016. In 2021, the Connecticut Department of Transportation is currently undertaking an estimated \$40+ million rehabilitation project to extend the bridge's service life.
- The Hadlyme Ferry is frequently used for both workday commutes and tours to Gillette Castle. The Ferry averages 200 to 300 cars per day during a typical week.
- The Town has the underutilized, privately-owned Goodspeed Airport that has 2,150 feet of runway and a seaplane ramp.



*The East Haddam Swing Bridge, Photo Source: Middletown Press*



*View of Gillette Castle from the Hadlyme Ferry, Photo Source: TripAdvisor.com*

## Final Draft POCD

East Haddam's central location within the state makes it a desirable place to live because commute times to Hartford, New Haven, and New London are less than an hour's drive. Although its lack of proximity to major highways protects the Town's rural charm, it also limits the town's ability to attract major employers. The State highway network serves as the Town's transportation arteries, connecting residents and businesses to the surrounding region. The State's Functional Road Classification Map at the end of this chapter illustrates East Haddam roads by their state classification.

- According to the Census' 2017 American Community Survey (ACS) on Commuting (Journey to Work) 93.7% of East Haddam residents take a car, truck, or van to work and spend an average of 32 minutes traveling to work.
- Average Daily Traffic volumes (ADTs) from Town Street to Great Hillwood Road in Moodus have increased every reporting period since 2005 from 5,900 to 6,600. However, traffic volumes still remain below the thresholds that many retailers use when looking to open a new business.
- East Haddam Village, Moodus Village, and Town Street have seen increases in ADTs between 2005 and 2015. A map of the most current ADT's in East Haddam is included at the end of this chapter.
- According to UConn's Crash Data Depository, since 2015 there have been 425 crashes involving 584 motor vehicles, 31% of which led to an injury. Only two accidents involved non-motorists. Most crashes occur along state roadways, including the Route 149 and Route 82 intersection in East Haddam Village and the Route 149 corridor in Moodus. Vehicle crash density is visualized on the crash hotspot map at the end of this chapter.



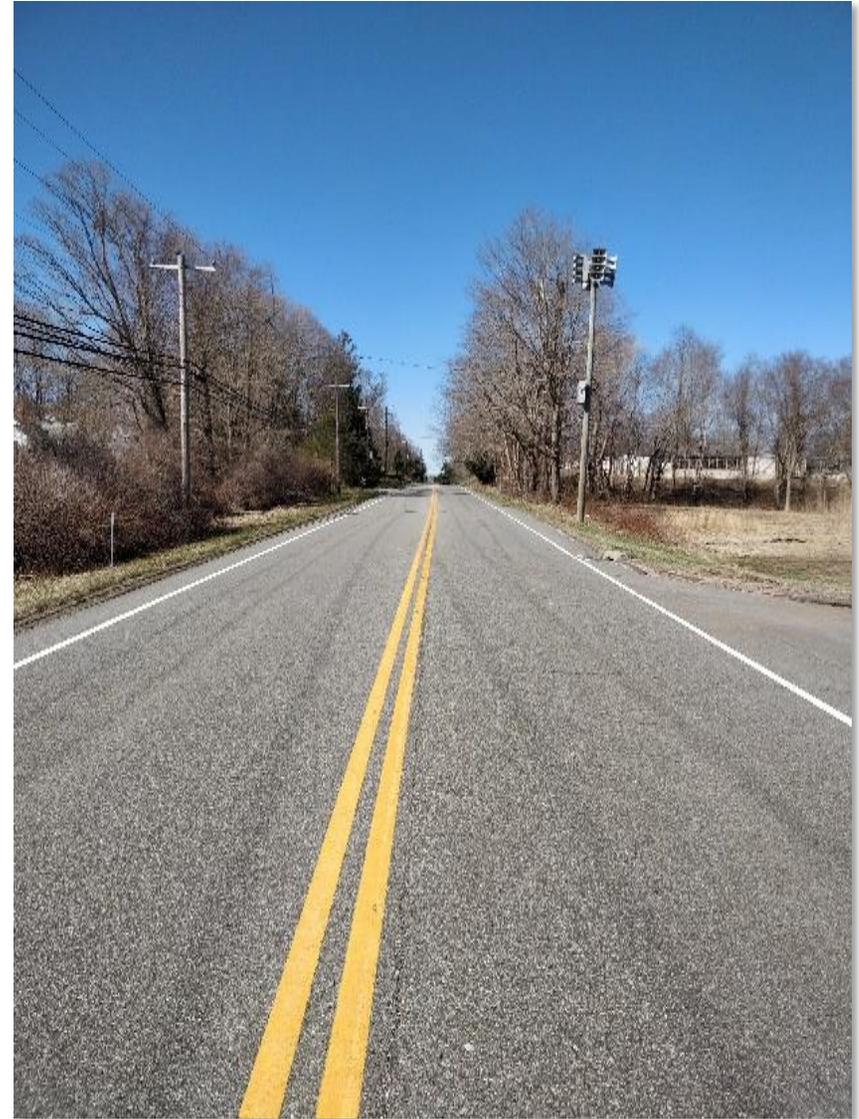
*Route 149 in East Haddam Village had the highest vehicle crash density in Town according to the Connecticut Crash Records Repository.*

## Final Draft POCD

**East Haddam recognizes the need to improve and expand upon its existing transportation networks and provide additional modes of transportation.**

Walking and biking options are becoming increasingly popular modes of transportation for residents and visitors alike. Improving infrastructure for these modes can improve mobility issues relating to parking, congestion, and safety and create a more sustainable long-term transportation network, especially in the village centers and near tourist destinations. Many of the Town's greenways and open space resources are also more easily accessed by non-motorized methods of travel. Public transportation service in Town is currently limited. However, demand is likely to increase as the senior population grows, particularly for seniors who are no longer able to drive.

- The 9 Town Transit provided by the Estuary Transit district has expanded their Dial-a-Ride shuttle service area to East Haddam allowing residents to travel within or to and from East Haddam. Only about half of survey respondents were aware of senior transportation services available in Town.
- Most state roadways have ample right-of-way to accommodate 5-foot bicycle shoulders that improve safety for cyclists. These improvements should be considered as part of future state roadway maintenance projects.



*Straight sightlines and wide state right of ways on Town Street can provide an opportunity for bicyclists*

## Final Draft POCD

### **East Haddam continues its charge of maintaining its transportation infrastructure and improving safety along its transportation networks.**

Town-owned infrastructure comprises most of the Town's surface transportation network, and it is critical that this infrastructure is well maintained. The Town Department of Public Works maintains a pavement management system, which allows it to track conditions of local roadways and most efficiently schedule and fund repair and maintenance projects on town roads.

In 2004, a Mobility Improvement Study for the Village of East Haddam was undertaken to identify and address mobility and safety issues for both pedestrian and vehicular traffic by analyzing existing deficiencies such as vehicle speeds, sight lines, roadway geometry, and pedestrian access. Key findings are identified below, and many of the same concerns identified in the study are still valid today.

- Existing Roads, particularly Route 82 on the Swing Bridge, suffer from heavy average traffic volumes, yet the roadway layout fragments the community.
- Traffic calming measures to slow traffic through the Village was strongly supported by the authors of the study.
- Limited pedestrian safety and access to the Village is an issue that calls for the improvement and expansion of sidewalks and crosswalks.
- Parking levels are inadequate to support the desired level of tourism and the authors support additional parking areas designed as small, dispersed interconnected areas in order to preserve the character of the Historic Village and promote its commercial viability.

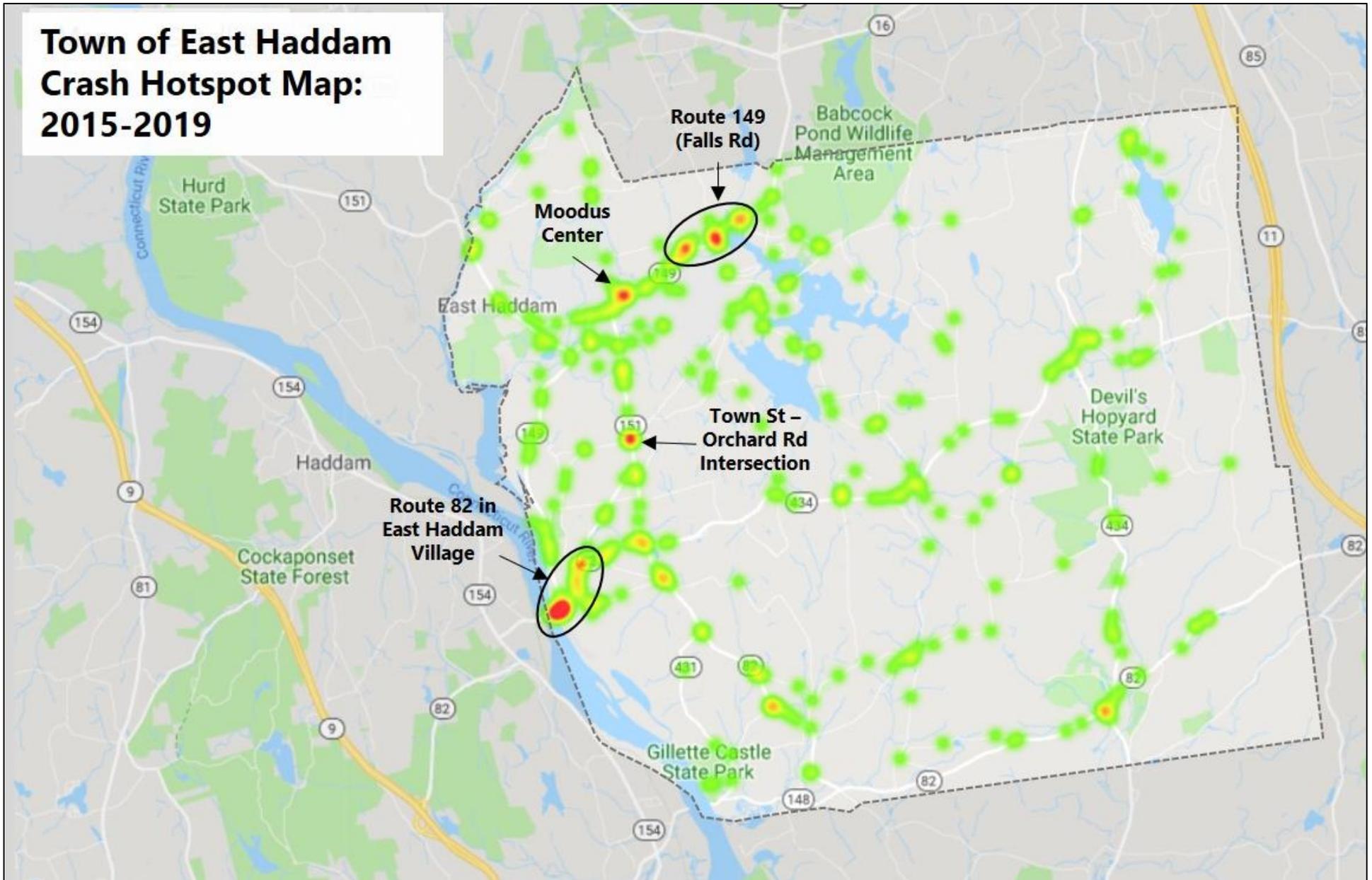
Below is a map from public workshop #1 where the public was asked to place yellow stickers on the locations that they visit most and red stickers on locations where they park. Most residents in town visit the Rathbun Free Memorial Library, Bridge Road businesses, and the Goodspeed Opera House. Most park at the former Town Office or on Lumber Yard Road south of the Gelston House. The lack of safe and efficient pedestrian connections between these locations may encourage residents and visitors to drive short distances between locations rather than park once and walk.

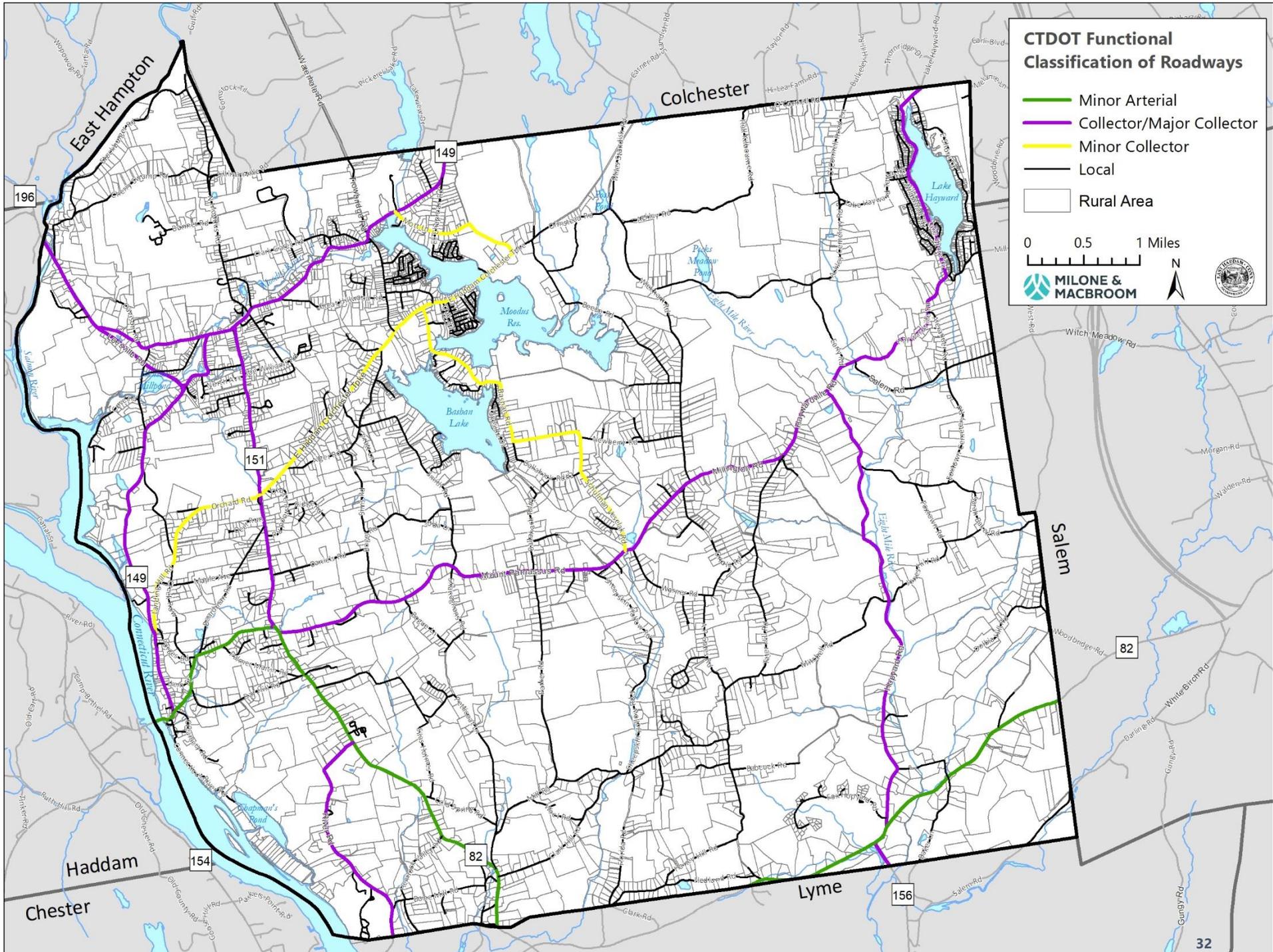


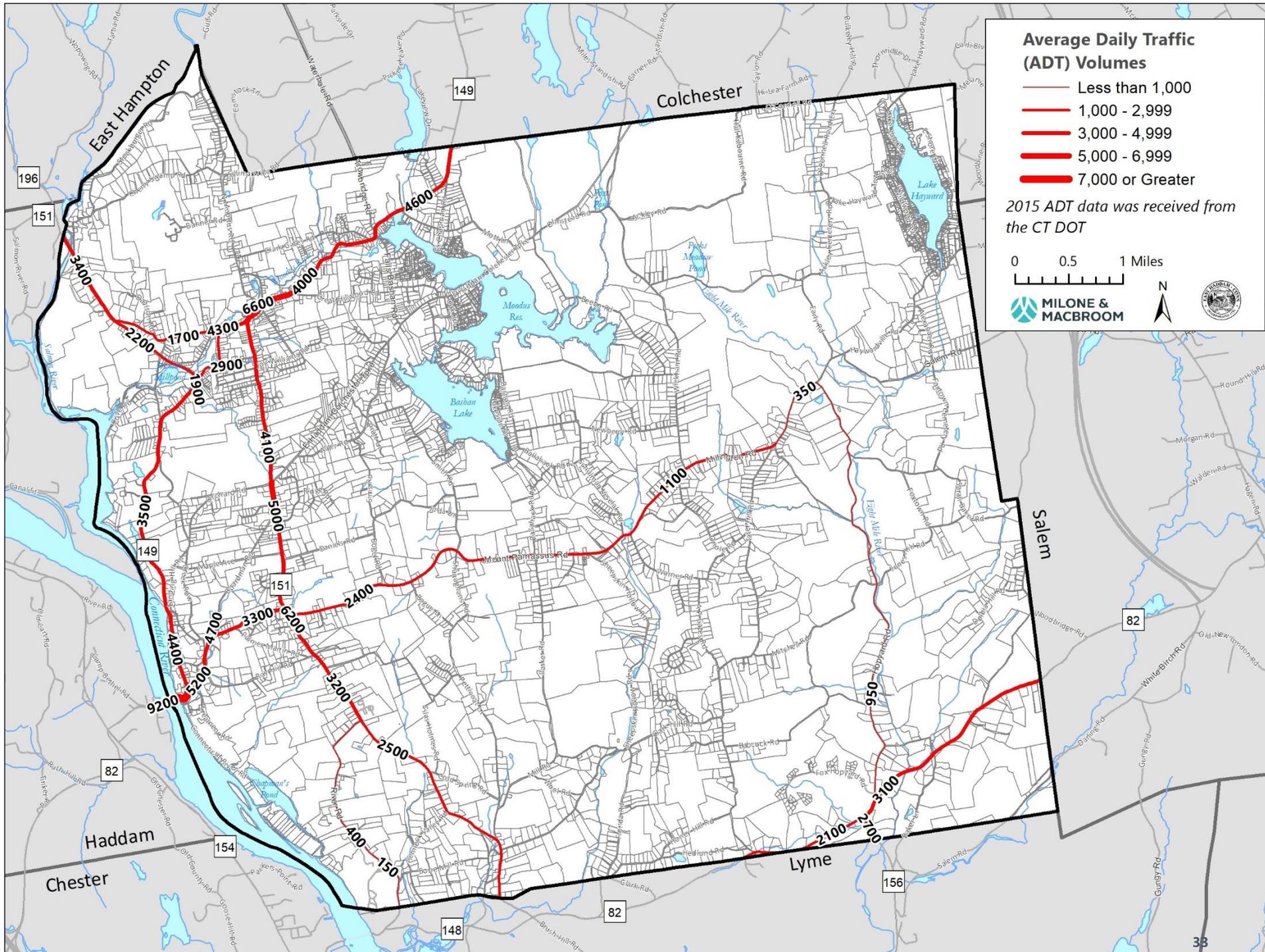
Workshop #1 "Special Focus Area: East Haddam Village" Exercise

# Final Draft POCD

## Town of East Haddam Crash Hotspot Map: 2015-2019







## Final Draft POCD

| Where We're Going: Goals  | How We'll Get There: Recommended Strategies  |
|---|--|
| <p>Provide a Safe, Efficient, and Compatible Transportation System for all Users.</p> | <ul style="list-style-type: none"> <li>• Consider the operations of a local shuttle during peak periods to transport visitors from remote parking areas to the Village, as well as to other cultural venues in town.</li> <li>• Work with other regional towns along the Essex Steam Train line to coordinate activities and shuttle services.</li> <li>• Work with State and RiverCOG to encourage promotion of safe bike routes and/or the provision of bicycle lanes and/or signage on state routes.</li> <li>• Work with the State to promote connections to State-owned recreational properties and trail systems through signage, mapping, promotion and accessible bike and pedestrian routes.</li> <li>• Bike racks in villages, libraries, and schools should be considered when reviewing new construction.</li> <li>• Work with CTDOT to create a bike lane on Town Street to better connect cyclists with attractions and amenities.</li> <li>• Identify desirable bicycling routes both on and off-road, particularly connecting regional attractions in-town and between towns.</li> <li>• Solicit interest from community in establishing a Bicycling Committee, involving local retailers and riders. If sufficient interest, consider establishing a committee. Alternatively, local interest may spur greater involvement in regional bicycling groups.</li> <li>• Continue to update the comprehensive road inventory to identify roadway infrastructure needs for funding through the Town's Capital Improvement Plan (CIP).</li> <li>• Where road upgrades or major maintenance is considered, the feasibility of bike, foot, and bridle (equestrian) paths should be further explored.</li> <li>• Include locations of identified bridle, foot and bike paths on a map that can be easily shared through paper or online media to connect residents with additional recreation opportunities.</li> </ul> |

## Final Draft POCD

| Where We're Going: Goals   | How We'll Get There: Recommended Strategies  |
|--|--|
| <p>Continue with streetscape and pedestrian improvements to improve connections to surrounding neighborhoods and recreational areas.</p> | <ul style="list-style-type: none"> <li>• Develop plans for pedestrian and bicycle connections along routes 149 and 151 to enhance connections between Moodus and public facilities outside of the village.</li> <li>• As funding is available, continue additional phases of the multi-phase sidewalk improvement program in Moodus Village until completion.</li> <li>• Continue to explore funding opportunities to incorporate the streetscape and sidewalk plans of the 2004 Mobility Study for East Haddam Village.</li> <li>• Continue to explore funding opportunities for the Swing Bridge Sidewalk Plan for East Haddam Village through future grant applications such as the Better Utilizing Investments to Leverage Development (BUILD).</li> <li>• Explore creating commuter parking lots across Town.</li> </ul> |

The Action Agenda and Implementation Plan Guidelines, and Commission, Board and Community Group Assignments can be found after Pg. 80

## Final Draft POCD

### Chapter 4: Protect East Haddam's Landscape, Waters and Natural Environment

East Haddam benefits from its wide variety of natural resources, open spaces, rivers, watersheds and the many parks, preserves, and farmlands that dot its landscape. East Haddam's diverse ecosystems, scenic natural environments, and wildlife are a few of the many defining features that contribute to the town's rural and historic character. In fact, according to the town-wide community survey, the environment and its outstanding natural resources were listed as the number two reason residents choose to live in East Haddam.

For many residents the natural environment and the resources that it provides are vital to preserving the quality of life in East Haddam. For these same reasons, the importance of conserving and protecting these spaces has only increased as competing demands for land ownership between multiple levels of governments and private entities intensify. The natural environment is just as vital to a community as its built environment and the conservation of those resources provide economic, ecological, and social benefits to the Town's current residents as well as future generations to come.

#### Where We Are

**The high quality of East Haddam's surface and subsurface waters, watersheds, and waterways received continued monitoring and protection.**

East Haddam's environment is recognized for its diversity of wetlands and watercourses. In 1973, the State of Connecticut enacted the Lower Connecticut River Conservation Zone, and formed the Connecticut River Gateway Commission, which agreed "that the lower Connecticut River and the towns abutting the river possess unique scenic,

ecological, scientific, and historical values contributing to public enjoyment, inspiration, and scientific study, that it is in the public interest that the provisions of this chapter be adopted to preserve such values and to prevent deterioration of the natural and traditional river way scene for the enjoyment of present and future generations of Connecticut citizens."



*Cascades at Chapman Pond Preserve; newenglandwaterfalls.com*

East Haddam's watersheds were later ranked by importance according to the Town's Open Space Acquisition Ordinance. They were ranked from greatest to least importance as follows: Eightmile River Watershed and the Upper Moodus reservoir, Whale Bone Creek Watershed (Roaring Brook and Hemlock Valley Brook), areas that drain directly to the Connecticut River (Chapman's Pond and Succor Brook),

## Final Draft POCD

Salmon River stream belt, and Moodus River stream belt. Maps locating the existing watersheds is included at the end of this chapter.

- Stewardship organizations including East Haddam's Conservation Commission, Parks and Recreation Department, East Haddam Land Trust, Water Pollution Control Authority, Open Space Commission, East Haddam's Lake Association, and Inland Wetlands and Watercourse Commission help preserve natural functions and ecological services, protect drinking water quality, and protect inland and coastal resources.
- East Haddam supports the Eightmile River as one of the seven designated Wild & Scenic Watersheds in New England through the tools and strategies provided in the Eightmile River Watershed Management Plan.



*Covered Bridge over The Eightmile River in Devil's Hopyard State Park, Photo Source: Jimmy Wayne*

- East Haddam's Department of Public Works continues to take the necessary steps to comply with the state's Municipal Separate Storm Sewer System (MS4) program to address the education about and management of stormwater runoff.
- The majority of the Town's residents rely on private wells to receive their drinking water, making it even more important to protect East Haddam's ground waters and focus on improving existing wastewater system infrastructure.
- The East Haddam Planning and Zoning Commission (PZC) adopted the Four Step Development Process (See Appendix) as part of the subdivision review process. This design process identifies historical, cultural and natural resources, potential open space corridors, views and vistas, sensitive wildlife areas, conservation areas, and other areas that should not be adversely impacted by development. This review includes impacts to surface and ground water.
- The PZC continues to implement the use of best management practices for stormwater management, soil erosion and sediment control as recommended in the CT Guidelines for Soil Erosion, Sediment Control and the CT Stormwater Quality Manual.

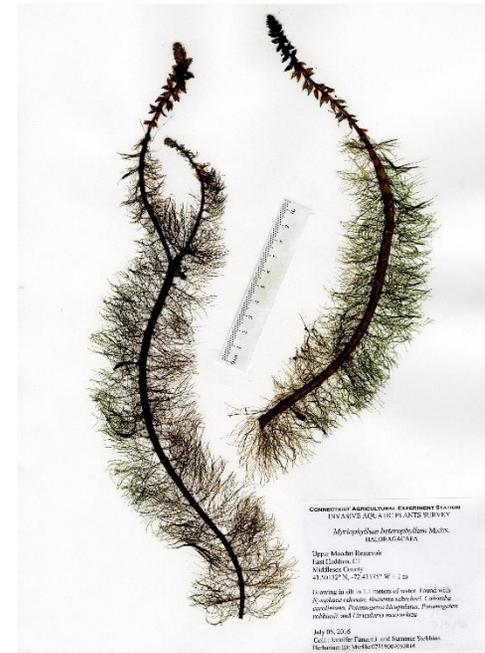
## Final Draft POCD

### East Haddam promoted and preserved its natural environments while ensuring the diversity of its wildlife and natural resources stay protected.

The CT DEEP in October 2005 published Connecticut's Comprehensive Wildlife Conservation Strategy, now known as the Wildlife Action Plan, which was later revised and updated in 2015. This document identified the distribution and abundance of wildlife including fish, mammals, birds, reptiles, amphibians and invertebrate species and pinpointed the threats affecting the species of greatest concern. The document also outlined Connecticut's 12 key habitats and the problems facing them. In short, they concluded that the most significant threats to Connecticut's land and waterscapes include habitat loss, degradation, and fragmentation from development; changes in land use; and competition from non-native invasive species. Eleven key habitats were identified such as large upland forest, forested inland wetlands, shrub inland wetlands, large rivers and streams, and their associated riparian zones, and vernal pools, which are critical to wildlife diversity and success. All of these areas are prime candidates for open space preservation and almost all habitats could be identified as existing within the limits of East Haddam.

- Hundreds of species of plants and animals were identified as rare enough to warrant protection in 1993. Currently, five animal species in Middlesex County are on the U.S. Fish and Wildlife's federal endangered species list including the Puritan Tiger Beetle, Roseate Tern, Northern Long-Eared Bat, and Hawksbill Sea Turtle. Another six animal species are listed as threatened.
- Multiple plant species such as the *Carya Glabra* (Pignut Hickory), *Acer Saccharum* (Sugar Maple) and *Trapa Natans* (Water Chestnut) are located within critical habitats in East Haddam.

- Within the last decade, 133 acres of Devil's Hopyard State Park were burned by a fire thought to be caused by human activity. A 2012 Burn Study was completed in order to determine the effects of the fire on canopy cover, soil quality, forest floor litter, and native and non-native species.



*Myriophyllum heterophyllum* – Watermilfoil surveyed in Bashan Lake, Photo Source: The Connecticut Agricultural Experiment Station

- In 2016 Audubon Connecticut and DEEP established 5 Important Bird Areas (IBAs) that identify sustainable populations of birds in greatest need of conservation. State lands in the Lyme Forest Block IBA include Devil's Hopyard State Park, Babcock Pond Wildlife Management Area, and Eightmile River Wildlife Management Area.

## Final Draft POCD

- Focus areas where state and federally listed endangered, threatened, and special concern species and significant natural communities are illustrated on the Natural Diversity Data Base Map at the end of the chapter. \*The NDDDB map does not specifically name animal species and only buffers their location in order to protect their location's anonymity.

### **East Haddam takes steps to mitigate the impact of invasive non-native species and pests that compete against native species for valuable environmental resources.**

Over the years, a variety of non-native flora and fauna have been introduced to Connecticut. These species can have detrimental impacts on the environment or human health. Because these invasive species such as Hydrilla Verticillata (Waterthyme) lack natural predators, they can exhibit aggressive growth and outcompete and displace native species. Non-native species of concern in Connecticut include Japanese knotweed, the Asian long horned beetle, the emerald ash borer, and gypsy moths.

- The Town should explore grants and alternative funding sources to address the above invasive species damage which will continue to create public safety issues and large capital expenses to remove dying trees.
- The Emerald Ash Borer poses threats to property owners who have ash trees, and the Town continues to work with DEEP, USDA, and US Forest service to mitigate the impact of the Borer and other pests and invasive species.
- The EHLA continued to educate East Haddam residents on the economic loss that can be incurred from the improper management of invasive species such as the Fanwort or Watermilfoil that have been confirmed in lakes throughout the state.



*Emerald Ash Borers, Photo Source: Patch.com*

- The East Haddam Lakes Association (EHLA) encouraged lake area residents to educate themselves on passive and active ways to reduce stormwater runoff that, if containing pesticides, herbicides, fertilizers, and other harmful chemicals, could potentially cause algal blooms and harm fish and other aquatic life.
- The Moodus Reservoir Preservation Group continues their fundraising efforts through events and grant opportunities to purchase an "Eco Harvester." The goal is to use this "Eco Harvester" to manage weeds without the use of costly and potentially hazardous herbicides or disruptive and labor-intensive dredging projects. If successful, other associations and communities may follow.

## Final Draft POCD

### **East Haddam took additional steps toward energy conservation, self-sustainability, and overall waste reduction**

A sustainable community reinforces development patterns that contribute to meaningful community character and quality of life by encouraging appropriate smart growth principles while protecting sensitive natural and cultural resources. More so, a sustainable community incorporates consideration for the environment, for social equity and for economies tied to land use throughout every planning process and policy implementations. As the World Commission on Environment and Development says, "Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs."

The tangible effects of sustainability are vast, from decreasing energy consumption, reducing pollution, promoting healthy active lifestyle choices, improving pedestrian and bicycle safety, creating new avenues for businesses to achieve economic viability and independence to decreasing the town's vulnerability to changes in fuel prices and demand and supply due to climate change related impacts.

- The transfer station has experienced an increase in the amount of tonnage recycled on a yearly basis and also started to accept electronic waste.
- East Haddam implemented energy-efficient design standards and LID techniques in newer construction in order to conserve energy and cut operating costs.
- East Haddam adopted the International Dark-Sky Association light ordinance/regulations to maximize energy conservation, control glare and "skyglow" by shielding and preventing light trespass without sacrificing safety or security.



*Shagbark Solar Farm, 2017, Photo Source: Middletown Press*

- East Haddam implemented Shagbark Lumber and Farm Supplies' "Virtual Net Metering" program where electric power generated from a new Solar Array gets distributed to East Haddam Public Schools.

### **East Haddam moves to connect its residents and visitors to its natural environment by expanding active and passive recreational opportunities in its open spaces**

These efforts have a variety of benefits for the community, including providing for the current and future outdoor recreational needs of community residents, preserving wildlife habitats and the ecological functioning of lands in their natural state, and ensuring lands poorly suited to residential or other development due to ecological, agricultural, or historical concerns are permanently protected. These efforts also help to provide greater stability in the town's budget and limit growth in public infrastructure and program needs.

## Final Draft POCD

- As of 2019 East Haddam's open space inventory includes 8 state parks and wildlife management areas, 2 Nature Conservancy properties, 15 East Haddam Land Trust (EHLT) parcels and 16 Town open space parcels. Additionally, there are 3 town owned recreational areas and recreational facilities at all 3 schools, 6 boat launches between all 3 lakes, and public access to the Connecticut River and Salmon River. A list of properties can be found in the Appendix.
- New hiking, biking, and equestrian pathways have been mapped and placed in promotional materials to increase the awareness and visibility of existing facilities for residents and tourists.
- The Town, the EHLT, the Nature Conservancy, and the State of CT DEEP are working towards improving connectivity between parks, preserves, reserves and other patches of open space that can be used for passive recreation such as completing the greenway along the Moodus River. Greenways are discussed in further detail in Chapter 5.

From protecting its waters and mitigating negative impacts to its watersheds to promoting these spaces for recreation while protecting the local wildlife, their habitats, and their natural resources, it's imperative that the goals and actions in this Plan promote the core environmental values of East Haddam in order to preserve the town's serene beauty and rural character.



*Ferns in the woods of Sheepskin Hollow Preserve, Photo Source: East Haddam Events Magazine*



*Small Pond Near the Salmon River, Photo Source: Rich Pettinelli*

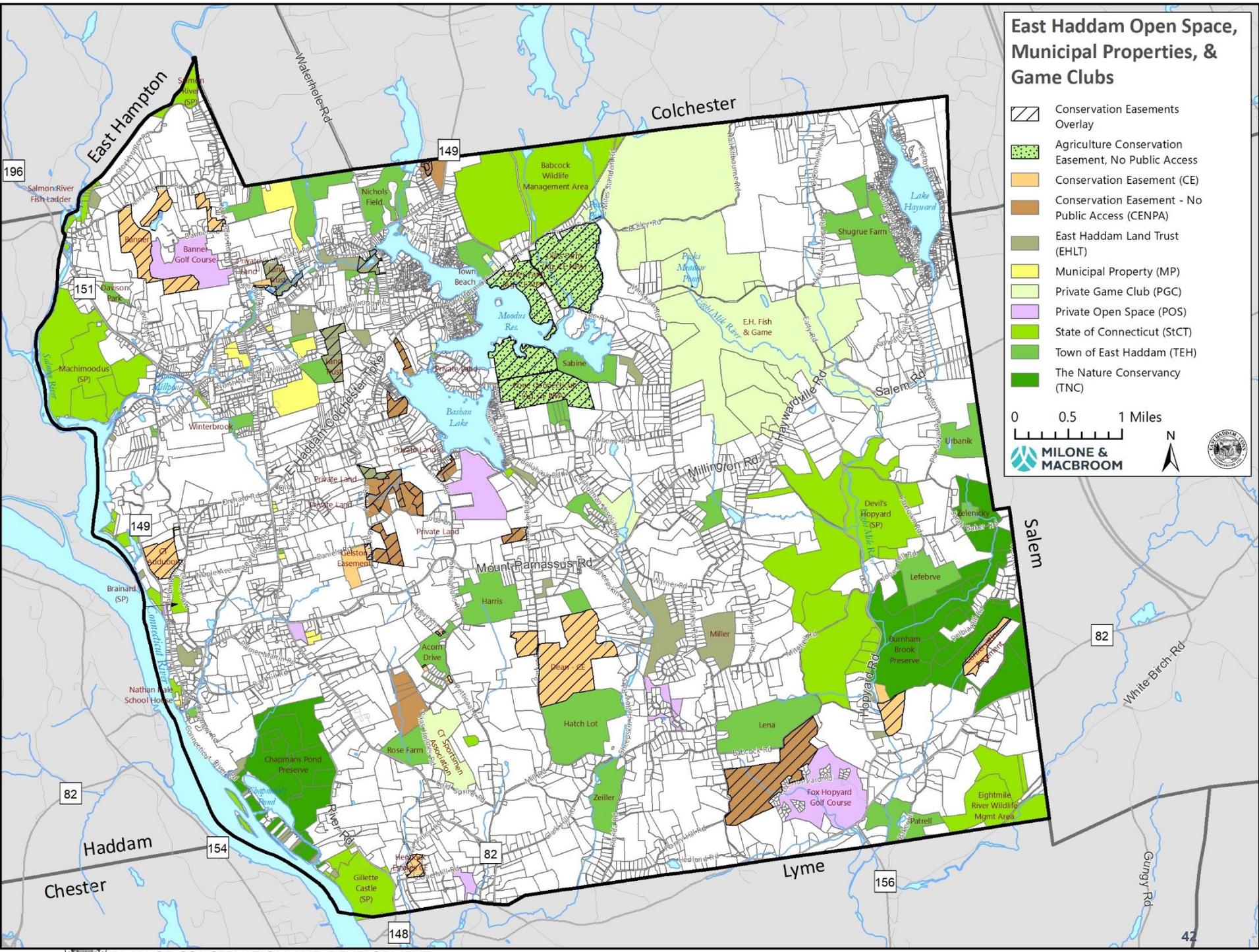
# East Haddam Open Space, Municipal Properties, & Game Clubs

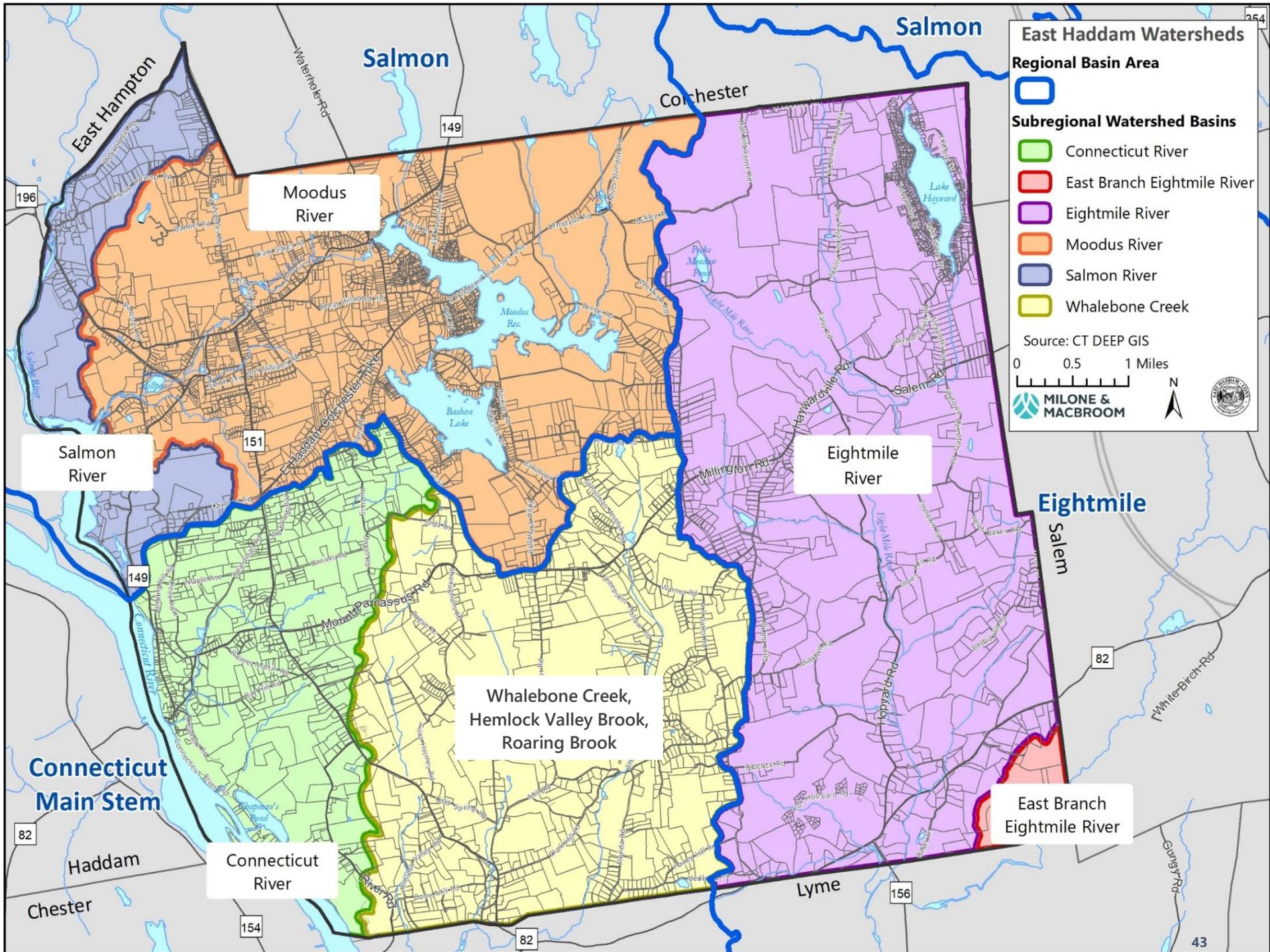
-  Conservation Easements Overlay
-  Agriculture Conservation Easement, No Public Access
-  Conservation Easement (CE)
-  Conservation Easement - No Public Access (CENPA)
-  East Haddam Land Trust (EHLT)
-  Municipal Property (MP)
-  Private Game Club (PGC)
-  Private Open Space (POS)
-  State of Connecticut (STCT)
-  Town of East Haddam (TEH)
-  The Nature Conservancy (TNC)

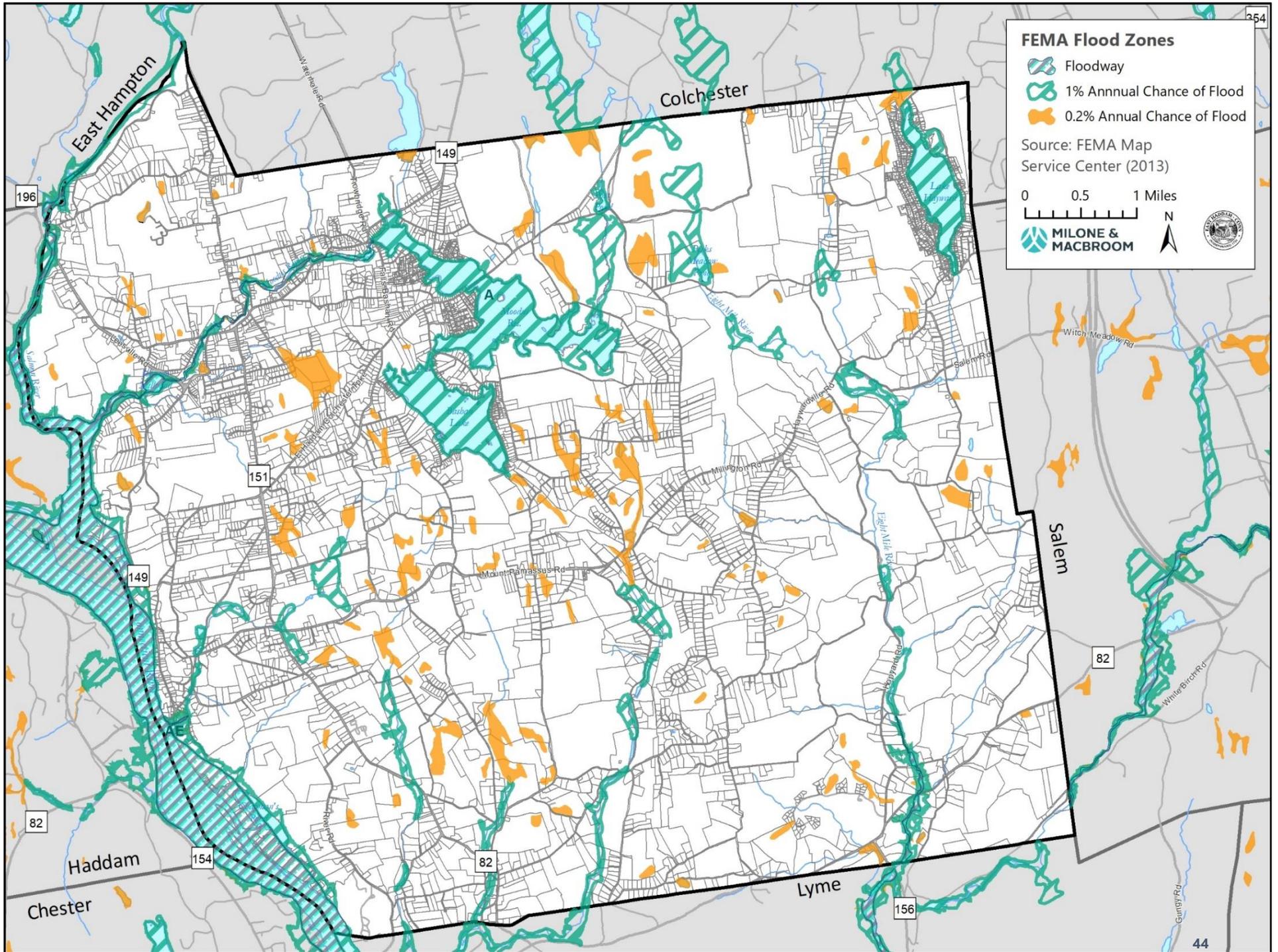
0 0.5 1 Miles



MILONE & MACBROOM





**FEMA Flood Zones**

-  Floodway
-  1% Annual Chance of Flood
-  0.2% Annual Chance of Flood

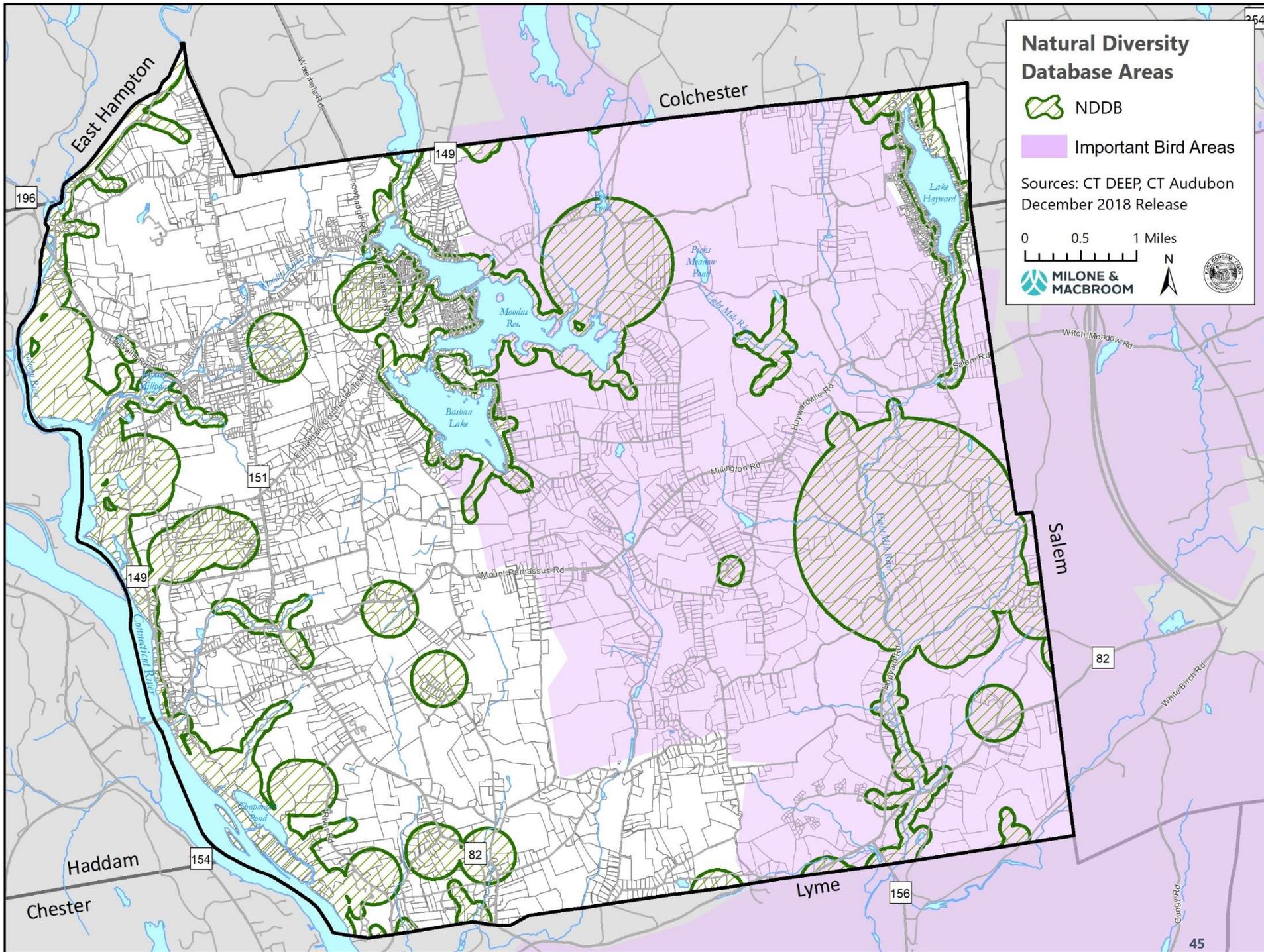
Source: FEMA Map Service Center (2013)

0 0.5 1 Miles

 N

 MILONE & MACBROOM





**Natural Diversity Database Areas**

- NDDB
- Important Bird Areas

Sources: CT DEEP, CT Audubon  
December 2018 Release

0 0.5 1 Miles

## Final Draft POCD

| Where We're Going: Goals   | How We'll Get There: Recommended Strategies   |
|--|---|
| <p>Maintain East Haddam's high quality surface and sub-surface waters.</p> | <ul style="list-style-type: none"> <li>Preserve the natural, scenic and recreational qualities of East Haddam's waterbodies and waterways.</li> <li>Regularly clean storm drains and provide corrective action for siltation and damage to town roads and storm water infrastructure in order to be compliant with the municipal separate storm sewer systems (MS4).</li> <li>Promote the use of non-chemical fertilizers and pesticides in order to prevent future runoff into East Haddam's surface and ground waters.</li> <li>Educate landowners on water quality issues and techniques for protecting water quality – removal of invasive species; maintenance or creation of vegetated buffer strips along lakes and streams; use of non-chemical fertilizers and pesticides; septic design and maintenance.</li> <li>Act in partnership with the Eightmile River Wild and Scenic Watershed Stewardship Committee in implementing the Eightmile River Watershed Management Plan to protect and enhance the watershed's Outstanding Resource Values (ORV).</li> <li>Educate public on the importance of riparian buffers and continue to enforce buffer requirements set forth in the zoning regulations and the Eightmile River Watershed Overlay District.</li> <li>Continue to support the mission of the Salmon River Watershed Partnership and Salmon River Watershed Conservation Compact in order to protect its waters.</li> <li>Continue working with EHLA and other lake groups to educate the public on issues facing East Haddam Lakes.</li> <li>Continue to use the Four Step Development Process to reduce adverse impacts resulting from development.</li> <li>Continue to use best management practices for stormwater management and sediment and erosion control.</li> </ul> |

## Final Draft POCD

| Where We're Going: Goals   | How We'll Get There: Recommended Strategies  |
|--|--|
| Manage and mitigate impacts to watersheds and water quality.   | <ul style="list-style-type: none"> <li>• Continue evaluating drainage systems to reduce the impact and frequency of nuisance flooding.</li> <li>• Encourage residents within the 1% annual chance floodplain to purchase flood insurance under the National Flood Insurance Program and to complete elevation certificates.</li> <li>• Implement the recommendations of the Natural Hazards Mitigation Plan, including pursuing acquiring land in flood hazard zones, prioritizing road construction projects to lower risk through raising road beds and replacing inadequate bridges and culverts.</li> </ul>  |
| Preserve and promote East Haddam's natural environment while ensuring its wildlife and natural resources stay protected. | <ul style="list-style-type: none"> <li>• Maintain a high proportion of interconnected undeveloped open space, including expanses of woodlands, meadows and wetlands, to support habitats for native wildlife, bird and plant species.</li> <li>• Encourage proper management of privately owned forests and the maintenance of wooded linkages between large tracts of forest land.</li> <li>• Support groups working on conservation issues through educational programming, recreation and stewardship activities.</li> <li>• Partner with East Haddam Public Schools and environmental non-profits to increase awareness and appreciation for open spaces, trails and waterways.</li> </ul> |
| Maintain and expand the public parks, recreational facilities and open space network.                                    | <ul style="list-style-type: none"> <li>• Create public green spaces in East Haddam village, including river access, along the Connecticut River.</li> <li>• Consider replenishing the 2003 \$5 million bond for open space acquisition before it depletes.</li> <li>• Continue to pursue additional grant opportunities in accordance with the open space acquisition guidelines set in 2008.</li> </ul>   |

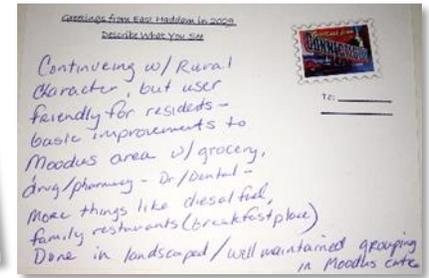
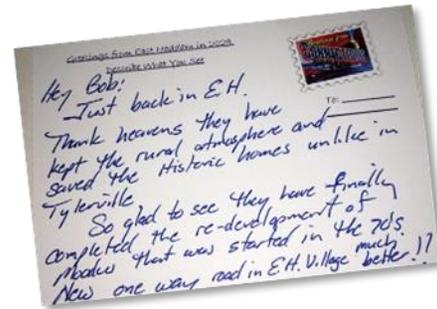
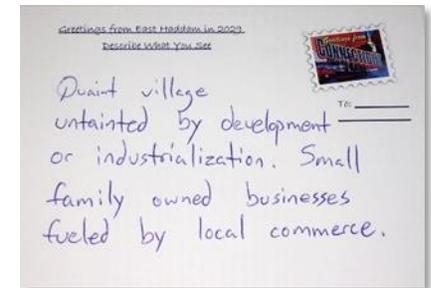
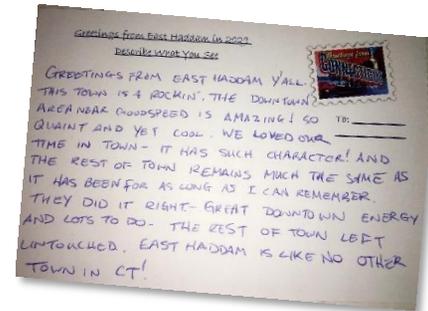
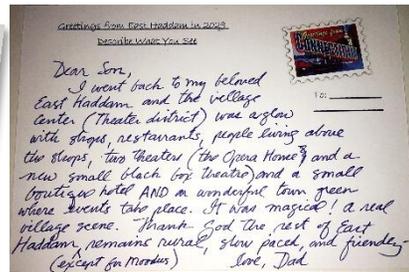
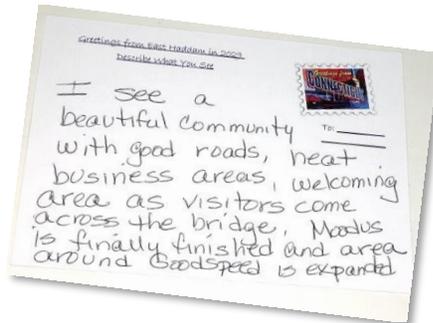
The Action Agenda and Implementation Plan Guidelines, and Commission, Board and Community Group Assignments can be found after Pg. 80

# Final Draft POCD

## Chapter 5: Ensure the Community's Longstanding Value of Preserving The Town's Rural Character Is Sustained

For the Town's past two POCDs, a public opinion survey was fielded asking residents "what do you like best about East Haddam", and "what are the reasons to live in East Haddam" respectively. Rural Character was the top answer to both questions. The most recent survey which ran from April to June in 2018 revealed that 69% of respondents cited "Rural lifestyle" as the number one response for their reason for living in East Haddam. In an exercise from public Workshop #1 participants were asked to write postcards to themselves from 10 years in the future. Many post cards shared the commonly recurring themes of appreciating friendly small town charm, rural lifestyles, and the beauty of the Town's natural environment.

The post cards read:



Although the definition of what is rural may be debated from person to person there are factors most residents agree contribute to the rural character of East Haddam. These factors range from focusing commercial and residential development within the village centers, to the advancement of the town's open spaces, connected greenways and recreational land, to the promotion of the town's agricultural businesses rooted in a rich history of agricultural heritage.

## Final Draft POCD

East Haddam's rural character is shaped by its unique history and geography. Prior to contact with Euroamericans, the Connecticut Valley was occupied by multiple Native American tribes as early as 12,000 B.C. leaving several distinct clusters of prehistoric sites in East Haddam. In 1662 young men from the Hartford vicinity purchased a tract of land, known to the Native Americans as "Machimoodus", for thirty coats worth \$100 and some reservation land in Chester. The first permanent East Haddam settlers established homesteads on the east side of the Connecticut River on Creek Row in 1685. Originally, East Haddam and Haddam were one community until East Haddam was incorporated as a separate society in 1734. The first Euroamerican settlers concentrated on agriculture as a means of living. Agriculture was soon followed by small mills, tanneries, and blacksmithing.



*A Moodus Stone Mill destroyed by fire located next to Wigwam Pond, Photo Source: East Haddam Historical Society.*

Ship building along the Connecticut River came shortly after, and the importation of cotton allowed for the development of cotton mills. At one point in time, over a dozen cotton mills were located along the Moodus River. Much of the Town's early commerce: farming, timber, shipbuilding and mills took advantage of the town's natural assets. From the mid 1700's through the late 1800's, four shipyards operated on the Connecticut River and at least 15 manufacturing mills operated along several waterways in town.

As the cotton mills declined in the 20th century, the town's rural charm and natural beauty would attract artists and visitors to the area. In the early 1900's, the actor William Gillette built his castle home on the East Haddam border overlooking the Connecticut River on the current site of Gillette Castle State Park. Later, the Town became a resort area destination centered around 49 resorts and 30+ summer camps targeting vacationers from the New York and Boston areas as well as regional state residents looking to enjoy the town's many lakes and rivers. Much of this varied historical past is still visible throughout the Town today and is well detailed and documented in records kept by the East Haddam Historical Society at their museum.

## Final Draft POCD

### *Where We Are*

**East Haddam has adopted village center and commercial center regulations that protect the distinctive character, landscape and historic structures within those districts. To evaluate the balance and strength of any proposed project, the commission uses a Project Evaluation Worksheet as a tool for weighing values and discussion.**



*Nathan Hale School House*

- The Town has a strong desire to keep with the historic development patterns of having population centered in and around the village centers.
- Future development, commercial or residential, is confined by scale, architectural style, and location where appropriate in order to mesh with the town's existing rural character.

- The Town adopted a Village District Zone in East Haddam Village which offers additional requirements to ensure that future development fits in with the historical character of the area.

**East Haddam promotes the growth of its current and future agricultural businesses and farmable lands and doubles down on its agricultural heritage.**

East Haddam has been making great strides in supporting the agricultural businesses that contribute to the preservation of the Town's farmland and agricultural heritage. Farmland preservation provides economic, ecological and social benefits to the Town, its residents and its visitors. Promoting local small family owned businesses and their long-term economic viability contributes to the tax base and draws in valuable agritourism dollars. These farms also



*Staehly Farm Winery, March 2016, Photo Source: Staehly Farm Mgmt*

## Final Draft POCD

preserve productive farmland soils that are beneficial in protecting habitat and water quality while providing fresh, locally sourced food to Town residents and visitors.

- East Haddam passed a Right to Farm Ordinance in 2013.
- The East Haddam Agricultural Commission was created in 2010 to act as an advocate for local agriculture and as a conduit between non-profits, civic organizations, municipal boards and commissions, elected officials and local farmers.
- A community garden was built on the recently acquired Harris property in 2014 and provided residents with 4 acres of garden plots to lease.
- New Community Supported Agriculture (CSA) programs were created by local farmers to improve the economic viability of local farms and directly connect residents with locally grown sustainable food.
- East Haddam has continued to support and promote its numerous active working farms and agricultural businesses.
- The Town continues to actively utilize the State's PA490 program to protect farmlands from development pressures by providing property tax relief.
- East Haddam continued supporting the High School's nationally ranked Vocational Agricultural Technical program and Future Farmers of America.
- The weekly East Haddam Farmer's Market was established in 2012 and has been successful in supporting local farms and providing local produce and goods to the community.

- The Town continues to support the evolution of services provided by growing agribusinesses such as the Staehly Farm Winery.



*A Farm Off of Wickham Road with Stone Walls*

**East Haddam's open space acquisition programs work to protect and preserve the natural environment, its wildlife and guide the direction of residential growth.**

Space acquisition guidelines outlined in East Haddam's Open Space Ordinance should continue to be used to guide open space preservation efforts. These guidelines in partnership with the East Haddam Conservation Commission, East Haddam Land Trust, The Nature Conservancy and the State of Connecticut will help the Town achieve its open space goals and protect its rural character. Collectively through the work of these entities, 25% of the Town's land area is preserved as public open space and private open space.

## Final Draft POCD

Traditionally, the Town has prioritized acquisitions on their importance to the watershed and their potential connection to a Contiguous Conservation Corridor.

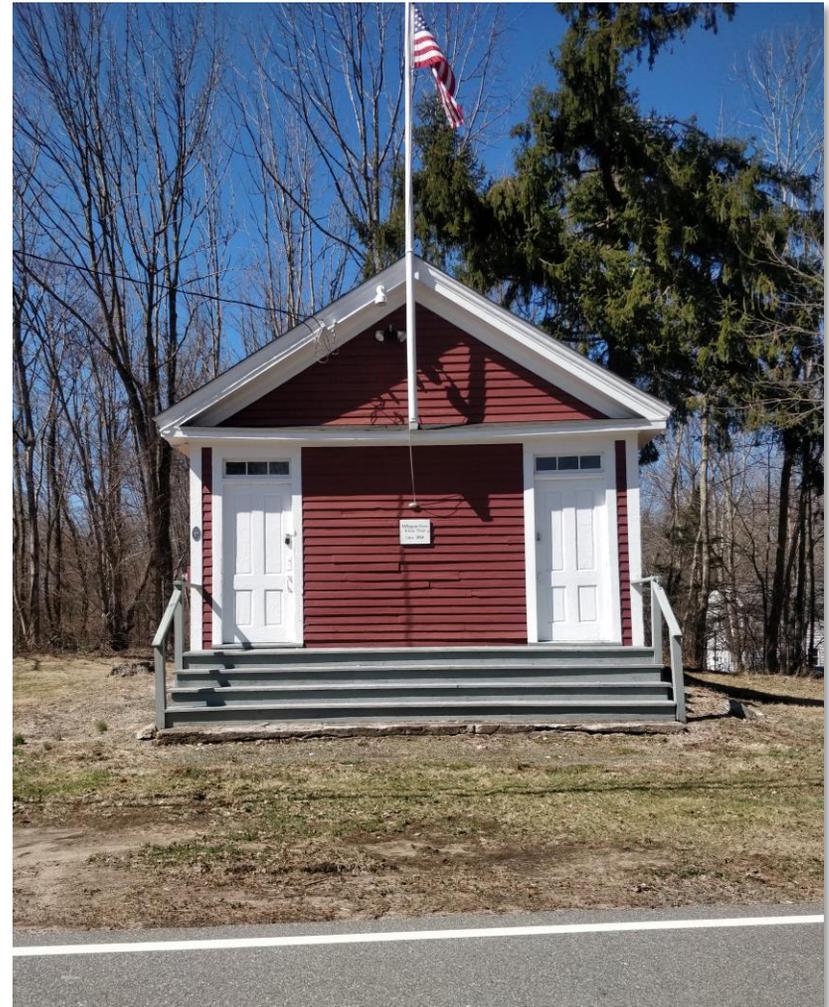
Contiguous Conservation Corridors also known as Greenbelts, or Greenways often refer to the linkages between open spaces that form a cohesive Network of protected open space. These connections of open space provide key wildlife habitat and corridors.

- Several desirable open space and farmland properties were acquired or put into a conservation easement by the Town during the last decade, most notably, the Shugrue property (238 acres), Valenti property (Rose Farm) on Hemlock Valley Brook (68 acres), Dean property (274 acres), Harris property (134 acres), Lena property (207 acres), Pages/Hatch property (238 acres), and Zeiller property (97 acres)



*East Branch of the Eight Mile River on the Patrell Property*

- Maintaining a healthy and diverse mix of open space, including interconnected expanses of woodlands, meadows and wetlands, are crucial in maintaining East Haddam's rural character.



*Millington Green School House*

## Final Draft POCD

| Where We're Going: Goals  | How We'll Get There: Recommended Strategies  |
|---|--|
| <p>Conserve East Haddam's natural environment and agricultural lands.</p>                             | <ul style="list-style-type: none"> <li>• Continue to work with preservation partners - State of Connecticut, The Nature Conservancy, East Haddam Land Trust, Eightmile Wild &amp; Scenic Watershed, Salmon River Watershed, Connecticut River Gateway Commission, and other conservation organizations.</li> <li>• Protect East Haddam's environmental and historical assets while managing growth according to best environmental practices available.</li> </ul>   |
| <p>Encourage and support agricultural businesses to reinforce the rural character of East Haddam.</p> | <ul style="list-style-type: none"> <li>• Support existing farms that provide a diverse local economy, provide locally grown and raised products, preserve open space, and retain the rural quality of life.</li> <li>• Build partnerships with local and regional agriculture based organizations (i.e. UConn Extension center, Ct Farmers' Bureau, FFA, VoAg, etc.) to promote agriculture as viable business initiatives.</li> <li>• Continue to actively support local and State policies to preserve agricultural properties and improve the business climate for agriculture and facilitate recruitment of agricultural businesses.</li> <li>• Continue to keep in effect the present Public Act 490 tax relief program for excess property.</li> <li>• Review inventory of underdeveloped lands and provide information to land owners as to the tax benefits of the P.A. 490 program.</li> <li>• Work with owners of agricultural lands to increase awareness of programs to help preserve and retain agricultural lands and operation.</li> <li>• Community Supported Agriculture (CSA) allows farmers to sell weekly "shares" directly to customers over the course of the growing season, foster a connection between farmers and consumers, the Town should continue to support local CSA operations.</li> <li>• Pursue marketing efforts to promote locally grown products, food festivals, and event venues to support family farms.</li> <li>• Continue to support agritourism efforts in town through the use of farms as venues for greater public participations. Promoting and supporting farms as event venues highlight East Haddam's agricultural amenities, bring agritourism to the region and serves as a farmland protection strategy.</li> </ul> |

## Final Draft POCD

| Where We're Going: Goals   | How We'll Get There: Recommended Strategies  |
|--|--|
| <p>Protect, preserve, and promote East Haddam's unique Historic and Rural Character.</p> | <ul style="list-style-type: none"> <li>• Incorporate preservation incentives that encourage adaptive reuse of historic structures and archeological resources, including demolition delay measures.</li> <li>• Update surveys to further identify and inventory properties such as historic mill sites, farms, foundations, stonewalls, residential structures and neighborhood areas where additional preservation efforts are desired.</li> <li>• As warranted, pursue designation of additional historic sights and structures that are not yet on national, state or local registers. Support the Town Clerk's mission to digitize land records in order to preserve and maintain East Haddam's history as it relates to these documents.</li> <li>• Support the Town Clerk's mission to digitize land records in order to preserve and maintain East Haddam's history as it relates to these documents.</li> <li>• Continue supporting the work of historic organizations, including but not limited to the East Haddam Historian, Historical Society, and Historic District Commission, The Connecticut Landmarks Society and the Sons of the American Revolution.</li> <li>• The East Haddam Historical Society will encourage and facilitate organized social and special events open to all. Those events should build upon on cultural, historical, environmental resources that provide a foundation of our rural community.</li> <li>• Update a survey and map indicating East Haddam's scenic views and vistas that can be made into a user-friendly format that can be accessed digitally or in a guide booklet.</li> <li>• For town roads that meet the scenic road standards, continue to encourage the designation as such.</li> <li>• Continue to further enforce noise regulations on motor vehicles that exceed limits.</li> <li>• Inventory existing use of outdoor lighting and determine possibilities to reduce lumens, shield existing lighting, and set timers or motion detectors in order to reduce energy consumption, extend bulb life, and minimize impacts on wildlife and East Haddam residents.</li> </ul> |

## Final Draft POCD

| Where We're Going: Goals  | How We'll Get There: Recommended Strategies  |
|---|--|
| <p>Ensure protection of the town's numerous historic cemeteries as historic open spaces that reflect the small-town heritage.</p> | <ul style="list-style-type: none"> <li>• Continue to add to the Geographic Information System (GIS) mapping that details the location of the Town's twenty-three cemeteries and historic attributes such as burial sites, significant markers and stones, and pathways for trails for public use.</li> <li>• Develop programs to protect, restore and maintain the cemeteries as historic resource amenities open for public appreciation.</li> <li>• Charge a full cemetery committee to oversee budget creation, spending, development of rules and regulations for all town owned cemeteries, and to secure property on which to locate future burial grounds.</li> </ul> |

The Action Agenda and Implementation Plan Guidelines, and Commission, Board and Community Group Assignments can be found after Pg. 80

## Final Draft POCD

### *Chapter 6: Encourage Continued Regional Cooperation And Partnerships To Strengthen Economic Development Efforts*



Many levels of government have overlapping and sometimes competing policy objectives that require a tremendous amount of teamwork, cooperation, and compromise in order to achieve common goals. This is no less true for East Haddam where the protection of its environment and rural character of the Town must be carefully balanced with the commercial and residential growth needed to sustain the tax base and support town services. It's important for East Haddam to build relationships and partnerships with neighboring towns in order to meet the goals set forth in the last POCD and present POCD.

Currently, the Town derives its economic strength from a unique concentration of cultural, historic and environmental assets; consequently, tourism is a central component of the economic base.

Approximately 380,000 people visit East Haddam annually. Data indicates that most spending on cultural and recreational venues in East Haddam is likely attributed to tourism. According to East Haddam's Economic Development Commission (EDC), in 2018, approximately 90+ tourism-related businesses and activities were recorded in the EDC Visitors Guide; however, there is still significant untapped potential for casual restaurants, accommodations, and niche retail businesses catering to tourism and recreational activities.

The Town's regional Comprehensive Economic Development Strategy (CEDS) has been replaced by RiverCOG's new regional economic growth strategy aptly titled "GrowSMART." The recently completed GrowSMART strategy is based on the foundational belief that a regional collaboration between all 17 member towns of the Lower

## Final Draft POCD

Connecticut River Valley Region is stronger than individual town initiatives. GrowSMART's purpose is to define a desirable and feasible pathway to economic prosperity for each town. The attractiveness of the region's lifestyle is considered an economic asset to be used as the basis for future economic growth. GrowSMART's strategies most applicable to East Haddam are to adopt detailed and specific design standards for each community, support full continuum of business services, build on existing tourism efforts and grow wallet share, and develop "just big enough" destination communities.



### Where We Are

**Regional partnerships help increase the visibility of East Haddam's natural and historic environments and work to connect tourists and visitors to the many attractions East Haddam has to offer.**

- East Haddam partnered with the Connecticut Tourism Coalition to further efforts to more effectively capitalize on tourism through RiverCOG.
- East Haddam's EDC coordinated Seasonal events and venues drawing interest from all over the region.
- East Haddam's EDC worked in concert with the Business Association and Town Officials to begin the "Taste of East Haddam"(now known as "Celebrate East Haddam") and "East Haddam Fall Weekend" as part of the "Visit East Haddam" initiative.

- Many other local events draw residents and visitors alike, including, Music on the River, Ride or Stride, and Summer Palooza.
- The Essex Steam Train and the Gillette Castle State Park are significant regional attractions that support local businesses and establishments. In fact, it is estimated that the Gillette Castle State Park alone attracts 250,000 visitors a year.
- The Goodspeed, a world class theater, is estimated to draw in 130,000 patrons annually. In addition to the tourism draw, Goodspeed is also one of the Town's top employers.



*Music on the River, 2014, Photo Source: Franklin Academy*

- Interior and exterior aesthetic improvements were made to the landscaping of the Town greens and historical buildings in order to improve the town's appearance to visitors.

## Final Draft POCD

- East Haddam grew its representation within the Central Regional Tourism District and upgraded its collection of promotional materials.
- There are 17 sites and structures on the National Register of Historic Places, over 200 sites and structures listed on the CT Register of Historic Places, and four Historic Districts which serve as the basis for expanding upon the Town's tourism industry.

**East Haddam's ability to protect its natural and built environment and grow its economy have been strengthened through cooperative efforts between the Town and regional organizations.**

East Haddam plays a large role in protecting the natural environment and pristine waters of The Connecticut River Watershed. The Connecticut River is the longest river in New England with a watershed encompassing five states, 148 tributaries and 38 major rivers producing 70% of the Long Island Sound's fresh water. Protecting the Connecticut River Valley in partnership with regional towns helps protect the health and welfare of the people and wildlife of the Town and the region.

- East Haddam will continue to regulate and zone in alignment with the Connecticut River Gateway's charge of protecting the Lower Connecticut River Valley and the Connecticut River's scenic waterfront views.
- East Haddam's regional partnership with the Eightmile River Wild and Scenic Watershed Stewardship Committee and the Salmon River Watershed Conservation Compact further helped protect the outstanding resources provided by Connecticut's river ways.



*Essex Steam Train approaching, Photo Source: Essexsteamtrain.com*



*Gillette Castle*

## Final Draft POCD

Valuable strategic regional partnerships, both old and new, are needed to build on existing tourism efforts and develop East Haddam as a destination community. These partnerships provide resources that help drive concerted efforts to accomplish Town initiatives of improving regional transportation networks and protecting natural resources that cross town boundaries.



*Devil's Hopyard State Park Guide Sign*



*East Haddam Historical Society Museum Founded Over 50 Years Ago*

## Final Draft POCD

| Where We're Going: Goals   | How We'll Get There: Recommended Strategies  |
|--|--|
| <p>Work on a regional basis to share resources to expand mutual economic development opportunities.</p>            | <ul style="list-style-type: none"> <li>• Explore the creation of a collaborative regional entity to facilitate marketing of vacant/underutilized properties, job creation, entrepreneurial development and recruitment of industries appropriate to East Haddam and the region.</li> <li>• Work collaboratively with neighboring economic development entities in Chester, Essex, Deep River, Lyme, and Haddam to promote tourism, market attractions and create destination promotions.</li> <li>• Support and promote the Farmers Market and other agri-business enterprises as regional attributes to encourage locally grown food sources.</li> <li>• Continue to support RiverCOG's Regional Economic Growth Strategy, "GrowSMART", in its relation as the regional Comprehensive Economic Development Strategy.</li> <li>• Continue to support the Connecticut River Gateway Commission's charge of protecting the Lower Connecticut River Valley.</li> <li>• Support implementation of the comprehensive economic development study (CEDS) for Middlesex County.</li> </ul> |
| <p>Work to improve transportation routes and methods between neighboring towns to bring people to East Haddam.</p> | <ul style="list-style-type: none"> <li>• Explore opportunity to create a visitor shuttle service, using the Essex Steam Train, ferries and parking at Eagle Landing State Park, and shuttle routes connecting Essex, Deep River, Chester, Haddam and East Haddam's major tourist destinations.</li> </ul>  |

The Action Agenda and Implementation Plan Guidelines, and Commission, Board and Community Group Assignments can be found after Pg. 80

# Final Draft POCD

## Chapter 7: Position East Haddam to Grow the Grand List to Maintain the Town's Quality of Life

Economic development is a priority for East Haddam's growth and future and is essential to maintaining the town's high-quality services in a financially sustainable manner. Since the last POCD, East Haddam has weathered the Great Recession and is positioning itself for the new economic climate.

In the town-wide community survey, the most frequently cited concerns about living in East Haddam included: Taxes and increasing costs, economic viability, lack of economic growth and local services, and a lack of opportunities. Similarly in the same survey, respondents listed business and economic development, and increasing local retail as priority focus areas for the Town over the next 10 years. However, respondents in the same survey cited that the greatest challenge facing East Haddam's growth and development is trying to find a desirable balance between encouraging business growth while still maintaining the Town's rural character.

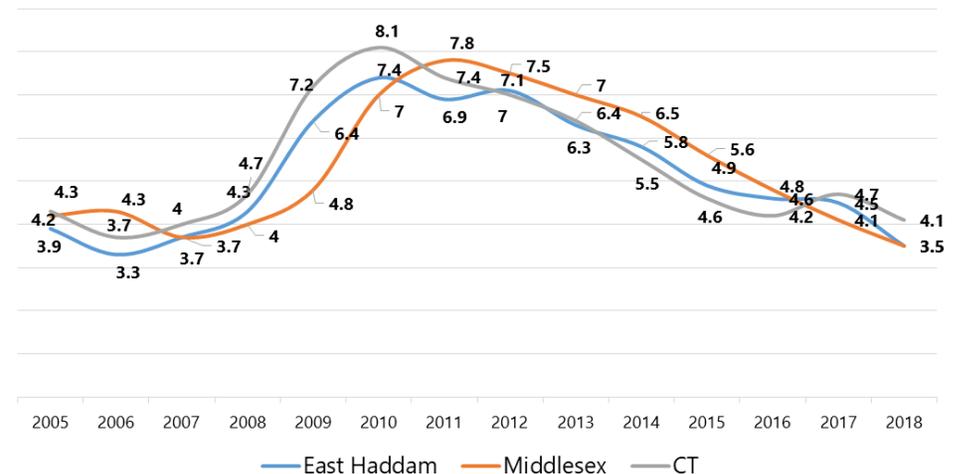
### Where We Are

**East Haddam's local economy and workforce are in a strong position entering the 2019 year based on economic and fiscal indicators**

- The largest employment sectors in town are: State/Local Government including schools, Health/social assistance, retail and accommodations/food service. Half of the largest employment sectors benefit from tourism.

- Unemployment rates at are the lowest since the recession and parallel the Statewide and County rates.
- As of January 2019, East Haddam comprises 5.4% of Middlesex County's total labor force.
- According to the Census' 2017 American Community Survey (ACS) on Commuting (Journey to Work) 5% of the Town's labor force works from home.

East Haddam, Middlesex County and CT Unemployment Rates



# Final Draft POCD

**East Haddam maintains strong financial standing, with an excellent bond rating and a competitive mill rate. Maintaining the town's grand list and a fiscally sound delivery of town services has been and will be a priority for the Town.**

- A high (AA) bond rating with a relatively low debt per capita are reflective of the Town's strong financial standing.
- CT Light & Power is the largest taxpayer in East Haddam while the other top taxpayers are comprised of recreation, residential, or tourism-related uses.
- The Fiscal Year (FY) 2018 Mill Rate is 29.58, which is in the middle of its neighboring town peer group.

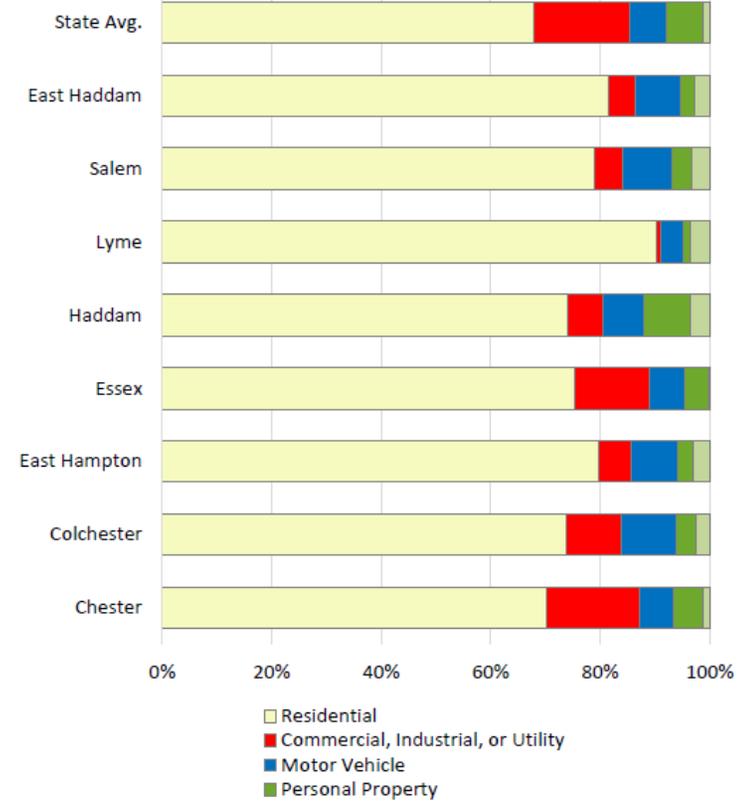
**2016 Principal Tax Payers**

| Rank                        | Taxpayer                         | Grand List Value    | Percent of Net Grand List | Notes                |
|-----------------------------|----------------------------------|---------------------|---------------------------|----------------------|
| 1                           | CT Light & Power                 | \$16,418,210        | 1.91%                     | Utility              |
| 2                           | Fox Hopyard Golf Club            | \$4,349,360         | 0.51%                     | Private Recreation   |
| 3                           | RMD Land Development LLC         | \$2,295,410         | 0.27%                     | Residential          |
| 4                           | Goodspeed Real Estate LLC        | \$2,221,240         | 0.26%                     | Banner Units         |
| 5                           | Banner Country Club              | \$1,918,270         | 0.22%                     | Private Recreation   |
| 6                           | Healthcare Holdings LLC          | \$1,902,040         | 0.22%                     | Nursing Home         |
| 7                           | Fox Hopyard Realty LLC           | \$1,750,000         | 0.20%                     | Residential          |
| 8                           | Iglesia Ni Cristo                | \$1,638,200         | 0.19%                     | Johnsonville Village |
| 9                           | Goodspeed Opera House Foundation | \$1,485,480         | 0.17%                     | Theater\Housing      |
| 10                          | Wildwood Inc.                    | \$1,450,440         | 0.17%                     | Residential          |
| <b>Total Net Grand List</b> |                                  | <b>\$35,428,650</b> | <b>4.12%</b>              |                      |

**East Haddam and Peer Group Mill Rates**

| Municipality       | FY 2017/18 Mill Rate |
|--------------------|----------------------|
| Lyme               | 18.25                |
| Essex              | 21.96                |
| Chester            | 26.36                |
| <b>East Haddam</b> | <b>29.58</b>         |
| East Hampton       | 31.32                |
| Haddam             | 31.69                |
| Salem              | 32.20                |
| Colchester         | 32.37                |

**Grand List Composition by Town (GLY 2015)**



## Final Draft POCD

**At the same time, concerns have been raised that East Haddam may need to adjust its economic development strategy in order to attract new businesses and grow current ones in order to strengthen the local tax base and provide job opportunities to current and future residents.**

Although the Town's unemployment rates and debt per capita are low East Haddam residents cited economic concerns as a frequent reason for considering leaving town according to survey results. For many, top priority focus areas included business/economic development and more local retail.

- Challenges include attracting new commercial development while maintaining the rural character and population density of the town.



*The Gristmill Market, Part Of The Old Lumberyard Shopping Complex*

- Broadening the range of potential businesses that can take advantage of East Haddam's tourist attractions and easily accessible open spaces, can help grow the tax base and generate local jobs.
- It's expected in rural towns for residential taxes to comprise a large proportion of the Grand List. 81.6% of the Town's Grand List is comprised of residential uses, compared to 67.9% statewide. Commercial, Industrial, and Utility uses comprise only 4.8% of the Grand List which is lower than all neighboring Towns except Lyme.

**Over the next 10 years East Haddam will continue to pursue balanced growth that maintains quality of life in keeping with rural character.**

- There is interest in modest increases in commercial density in and around East Haddam Village District, Moodus Center, and Town Street with additional interest in modest increases in industrial density in and around Moodus Center and Town Street.
- Clear need to promote existing commercial districts areas through marketing, branding and enhanced parking and circulation.
- The East Haddam Economic Development Commission (EDC) published a new 2019 "New Business Guide to East Haddam" in order to provide business owners with a "road map" to own a business in Town.

# Final Draft POCD

## Traditional village neighborhoods such as Moodus Center and East Haddam Village hold further economic development potential.

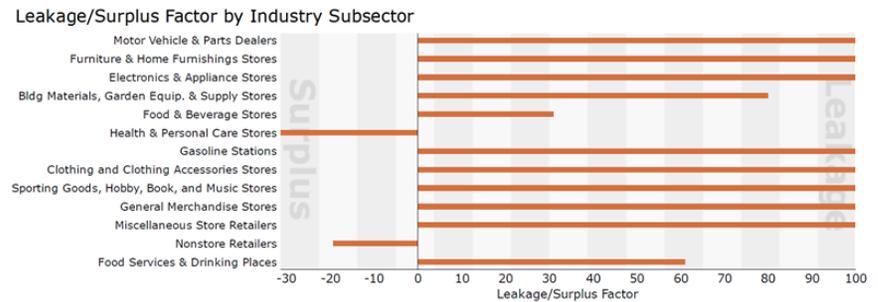
Moodus Center faces many challenges left over from past failed urban renewal efforts started in the late 1960's. According to the town-wide community survey results, over 50% of respondents agree that Moodus Village is not thriving. Unlike East Haddam Village, Moodus is primarily seen as catering to the local community as opposed to tourists.

Moodus Village has a mixture of small shops and restaurants that serve the residents of East Haddam. However, as identified in the market analysis of local consumer spending, many of the resident's daily needs for food, beverage, and general merchandise are obtained outside of the town. The data indicates that of the \$97.6 million in local spending potential in East Haddam, only \$16.3 million (17% of the total local spending potential) is spent within the town.



*The Vacant Cumberland Farms Building*

## Annual Spending in Moodus (Zip Code 06469)



Although raw vacant land is limited in Moodus Village, there are opportunities to pursue redevelopment of obsolete or underutilized properties.

- Businesses in Moodus Center have suffered due to low traffic volumes, which are less than 7,000 vehicles per day.
- In order for Moodus' revitalization to be successful it must provide retail that aligns with the resident's day-to-day shopping needs. The EDC believes it is essential for services such as grocery, pharmacy, medical and dental continue to be available inside town limits for resident convenience.
- Moodus Center has also been hampered by the appearance and aesthetics of both public and private spaces. It will require effort by both the Town and private property owners to create an inviting environment for patrons to frequent and shop.
- Redevelopment opportunities exist at former and current mill facilities including the Brownell & Company and the long-vacant Cumberland Farms. Although these properties may have environmental challenges from prior uses, the Town has made remediation and reuse a priority.

## Final Draft POCD

- There is vacant commercial land along W.A. Palmer and Rae Palmer Roads that could support additional commercial development.
- There are opportunities to pursue adaptive reuse for historic residential buildings on Plains Road.



*The Brownell & Company Inc. Building, For Sale*

### **East Haddam Village Center and Goodspeed Landing will continue to be the town's primary location for visitor services and tourism.**

The EDC has identified multiple cultural and historical assets in the Village that can provide the critical mass to sustain significant economic growth. With the completion of the Artists Village, a \$5.5 million development comprising 17 new artist residences and the renovation of five older homes, the village is well on its way to building a critical mass for local businesses while supporting one of the largest employers in Town.

One of the greatest opportunities in the Village, is the reuse of the Former Town Office complex. The East Haddam Village Revitalization Committee is charged with oversight and implementation of converting the former town office property into a commercially viable area. Recently, the Town has been awarded through the Department of Economic and Community Development (DECD) funding for assessment and potential remediation of the site. The brownfield assessments were completed in 2018. The Committee is in process of selecting a preferred developer for site. Successful redevelopment on this site will be key in helping to build a critical mass to further attract additional businesses.

In 2004, the Town conducted mobility study for East Haddam Village that identified parking, traffic and pedestrian circulation issues, and these issues persist today. Recent efforts by the Town to secure a BUILD (Better Utilizing Investments to Leverage Development) grant to provide sidewalk connections across the swing bridge to Tylerville were unsuccessful thus leaving the Town in position to re-examine the circulation options.

- The Village is located within the sewer district allowing opportunities for development that could not be permitted in sewer avoidance areas throughout the rest of the town.
- The Village's central location next to the Swing Bridge make it an accessible destination for tourists. However, improvements from the Mobility study need to be incorporated in order to improve traffic flow, pedestrian and bicycle mobility, and pedestrian safety.

## Final Draft POCD



*Untapped Opportunity Along the Water Front of The Village*

- Untapped resources like the existing Lumberyard Road area, Goodspeed Opera House parking area, and boat launch. These areas can be transformed into scenic assets that connect visitors to the waterfront with riverside boardwalks, park areas and outdoor lighting.
- Zoning in the East Haddam Village District already allows for mixed use development in line with the Town's rural, historic and cultural character.

With the Town still seeking solutions on parking, circulation, infrastructure investments, and redevelopment efforts, the Town should seek to create a master plan involving The Goodspeed Opera House and additional stakeholders that addresses revitalization, parking and circulation, design and management of public spaces and branding. The Master Plan should be community supported and address the following areas:

- Develop conceptual plans for property redevelopment and revitalization.
- Improve traffic flow, pedestrian circulation and public parking.
- Create a greater connection to the Riverfront by improving access in concert with the streetscape, public parks and green spaces.
- Improve connections with Tylerville and Eagle Landing State Park on the Haddam side of the CT River.
- The Town of Haddam received a grant to construct a sidewalk from Tylerville Center to the Swing Bridge. This will further connect the villages. Construction is planned for 2020.
- Tylerville Village will have water piped from Chester by the end of 2019 to solve a 50-year water contamination issue.
- Create a branding and marketing plan to capitalize on theater/arts/culture theme for recruitment of retail shops and lodging accommodations.

**The area of Town Street known as Four Corners is home to the East Haddam Industrial Park and presents opportunities for commercial and industrial expansion in line with the area's character.**

- The Four Corners and Town Street area is on a major tourist route that connects East Haddam Village with Gillette Castle State Park. Opportunities exist to for additional tourism-related businesses in this area. The area is also popular with recreational bicyclists, although the roadways lack adequate bicycle shoulder widths in most areas.

## Final Draft POCD

- As part of the POCD process, five undeveloped properties were evaluated to gauge the level of additional development that could be supported. The buildout determined that there are several key properties along Town Street that, through infill development, could further support growth in this node.
- The EDC is continuing to implement the adaptive reuse of existing buildings much like successful adaptive reuse of buildings that resulted in the following: Two Wrasslin' Cats, 382 Town Street, and Shagbark Lumber and Farm Supply.
- Town Street's Industrial Park area has 3.7 acres of vacant land zoned for commercial industrial land uses.



*The former Amasa Brainerd House adapted into the Two Wrasslin' Cats Cafe*

- Aside from a few businesses, portions of Town Street remain largely residential and provide little commercial opportunities to visitors passing through on their way to other local tourist attractions.

As with any area transitioning uses, one of the hurdles is achieving broad public support. As the Town continues to evaluate opportunities and strategies regarding the future of Town Street, it's important to provide ample opportunities to increase public awareness and gain valuable feedback during the process.



*Former 1700's barn on Town Street adapted into Shagbark Lumber and Farm Supply*

## Final Draft POCD

| Where We're Going: Goals   | How We'll Get There: Recommended Strategies   |
|--|---|
| Support the reuse of the former town office property.                              | <ul style="list-style-type: none"> <li>• Continue to develop an implementation program for reuse of the former Town office property in the Village Center.</li> <li>• Complete Environmental Site assessments, and any applicable remediation, in order to enhance development potential.</li> <li>• Prepare land use scenarios and a site capacity assessment to identify site development opportunities and constraints.</li> <li>• Consider proactive activities to solicit developer interest and input on reuse of the site as a way to advance on RFQ process for redevelopment.</li> </ul> |
| Capitalize on the Town's cultural and natural resources for tourism opportunities. | <ul style="list-style-type: none"> <li>• Partner with the Goodspeed Foundation, the East Haddam Business Association, community groups and non-profit organizations to publicize events and packages of attractions for weekend visitors.</li> <li>• Work with cultural, natural and historic resource entities to develop and maintain promotional materials and activity guides to promote awareness of the Town's attractions.</li> <li>• If economically feasible, explore methods for supplying public water to East Haddam Village.</li> </ul>  |

## Final Draft POCD

| Where We're Going: Goals  | How We'll Get There: Recommended Strategies  |
|---|--|
| <p>Focus economic development and placemaking efforts in the East Haddam Village.</p> | <ul style="list-style-type: none"> <li>Encourage expansion of commercial uses surrounding the Village by allowing appropriate conversion of Single Family structures in sections of Creamery Road from Main Street to Lumberyard Road, and along Route 82.</li> <li>Continue to work with the state on the use of Eagle Landing State Park for afterhours parking to support the Village Center and public events. Pursue a memorandum of understanding on use of the facility to support economic development efforts.</li> <li>Develop a comprehensive master plan that addresses future development, marketing and branding, park spaces, connections to the river, parking and pedestrian circulation.</li> <li>Continue to investigate technological advancements to increase the gallons-per-day capacity of the sewer treatment plant to meet future needs in the East Haddam Village District.</li> <li>Work with the Goodspeed Opera House Foundation to transform the existing Lumberyard Road parking lot area into a scenic asset and public space for amenities such as riverside boardwalks, landscaped islands and park areas.</li> </ul> |

## Final Draft POCD

| Where We're Going: Goals  | How We'll Get There: Recommended Strategies  |
|---|--|
| <p>Encourage Opportunities in Moodus to serve resident's daily commercial needs and employment opportunities.</p> | <ul style="list-style-type: none"> <li>• Look at possible improvements for the Moodus Green on Plains Road as a central amenity and gathering space for Moodus Village.</li> <li>• Evaluate land use controls in the C/B/IG zoning district for Moodus Center to ensure a scale and character of uses that are more community oriented, and provide better separation and transitions between light industrial and commercial/mixed-use areas.</li> <li>• Identify and develop reuse plans and assess market feasibility for underperforming properties.</li> <li>• Identify public investments in the area and incentives to encourage private investment and enhance marketability for redevelopment opportunities.</li> <li>• Identify opportunities to attract and enable infill development and reuse of underutilized properties for mixed use.</li> <li>• Conduct an opportunities and constraints analysis of the area to determine strategies to enhance development opportunities of the area.</li> <li>• Assess the quality and condition of key properties for adaptive reuse, and develop a marketing strategy to encourage redevelopment opportunities.</li> <li>• Pursue grant funding to assess the extent of environmental contamination and needed remediation for targeted properties in Moodus.</li> <li>• In Moodus, consider design standards for commercial and industrial buildings and supporting site uses to ensure that uses are visually compatible.</li> </ul> |

## Final Draft POCD

| Where We're Going: Goals   | How We'll Get There: Recommended Strategies   |
|--|---|
| <p>Promote Town Street and Four Corners for expansion of local businesses and tourism opportunities.</p> | <ul style="list-style-type: none"> <li>• Explore opportunities to expand commercial and mixed-use development in the vicinity of the Route 82/Mt Parnassus Road Intersections (AKA - Four Corners).</li> <li>• Identify appropriate land uses for land adjacent to the intersections to establish anchor uses and create gateway opportunities for the area.</li> <li>• Continue to evaluate implementation of public investments in utilities that may be necessary to achieve economic development objectives.</li> <li>• Explore zoning options to enable context sensitive infill development between the Industrial Park and River Road, encouraging a scale of commercial uses to transition from Industrial uses to commercial uses that support rural character and tourism opportunities, including opportunities for Inns and event venues as of right.</li> <li>• Assess the quality and condition of key properties for adaptive reuse, and promote redevelopment opportunities that maintain the character of the area.</li> </ul> |

## Final Draft POCD

| Where We're Going: Goals   | How We'll Get There: Recommended Strategies   |
|--|---|
| <p>Support East Haddam's Local Businesses and Entrepreneurial Initiatives.</p> | <ul style="list-style-type: none"> <li>• Review regulations pertaining to home occupations to identify if revisions can be made to enable standards that permit more flexibility in the types of business activities and discretion in site activities.</li> <li>• Pursue technological infrastructure (Wi-Fi, 5G) to support home-based business and creative technology sectors in the Village.</li> <li>• Support existing businesses through regular contact and networking programs to assure their growth and success.</li> <li>• Partner with the East Haddam Business Association and other interested community groups and non-profit organizations to identify activities and resources needed to enhance business opportunities.</li> <li>• Promote, update, and maintain the distribution and use of 2015 Guide to Opening a business in East Haddam.</li> <li>• Explore the potential for a business incubator or other support service initiatives in East Haddam to reinforce growth of small business enterprises.</li> <li>• Identify and recruit anchor retail uses that serve residents' commercial needs that would also promote and stimulate additional investment in the area.</li> <li>• Promote entrepreneurship and nurture the development of "home-grown" businesses and enterprises.</li> <li>• Continue to support businesses in navigating requirements and timing of the local regulatory processes.</li> </ul> |

## Final Draft POCD

| Where We're Going: Goals                           | How We'll Get There: Recommended Strategies   |
|--|---|
| <p>Support East Haddam's Financial Operations.</p> | <ul style="list-style-type: none"> <li>Identify anticipated capital needs and develop a method for prioritizing such needs in order to facilitate planning and decision-making.</li> <li>Identify significant increases/decreases in anticipated revenues and operating expenses and develop a method for illustrating pro forma budgets for years to come.</li> <li>Aggressively explore the availability of grant funding.</li> <li>Identify, evaluate and make appropriate recommendations concerning opportunities to increase non-tax revenues, including but not limited to fees, cost recovery charges, grants and Payment in Lieu of Taxes (PILOT) payments.</li> <li>Increase the commercial and industrial share of the tax base while maintaining the rural character and values of the Towns.</li> <li>Diversify the Grand List in ways that are consistent with East Haddam's fundamental values to maintain a stable and predictable tax rate.</li> <li>Develop and implement a plan or policy to improve communication with the Town's citizens regarding the Town's finances.</li> <li>Lobby both the executive and legislative branches of state government for property tax system improvements in order to reduce its negative impacts and develop a new alternative system for local government funding.</li> </ul> |

The Action Agenda and Implementation Plan Guidelines, and Commission, Board and Community Group Assignments can be found after Pg. 80

# Final Draft POCD

## Chapter 8: Future Land Use Plan, Recommendations, and Consistency

### Future Land Use

The Future Land Use Map is a reflection of the POCD's vision and goals for desirable future development across East Haddam over the next decade. The map depicts appropriate locations for and relationships between general categories of use and their intensity, ranging from land to be conserved as open space or low-intensity use, to priority areas such as East Haddam Village, Moodus Village and Four Corners.

The Future Land Use Plan is informed by existing uses and zoning designations; the boundaries of the Town's Conservation, Flood Plain and Eightmile River Zones and East Haddam Village District; the visions and goals expressed in POCD outreach efforts; and the goals and strategies enshrined in this Plan. The Future Land Use Plan graphically represents the desired outcomes of many of the Plan's recommendations and illustrates how those strategies may interact with the Town's existing land uses. Due to its generalized nature, there may be inconsistencies between the uses shown on this map and the actual use of individual properties.

The Future Land Use Plan describes these desired land use outcomes in the following categories:

**Airport:** Includes land that is appropriate for private or commercial air transport, facilities used to store and maintain aircraft, and control towers.

**Agricultural & Recreational Commercial:** Includes land where farming, pastures, vineyards, greenhouses, or forestry are the primary use and where these uses can provide recreational venues and commercial enterprises commonly used in commercial agribusiness.

**Commercial:** Includes land appropriate for use as commercial enterprises, including retail, restaurants, personal services, automotive uses, and professional and medical offices.

**East Haddam Fish & Game:** Includes Connecticut Sportsmen's Association private land that is appropriated for fishing and hunting game. Property is not deeded as preserved open space.

**Four Corners:** Includes land of varying designated land uses, primarily industrial and commercial in nature, within the vaguely defined geographic borders of Town Street known as "Four Corners."

**Industrial:** Includes land that is appropriate for industrial development and activities including light industrial uses such as warehousing or research and design.

**Institutional:** Includes land that is intended for public and private institutions such as schools, cultural sites, government buildings, religious organizations, and hospitals.

**Low Density Residential:** Includes land that is zoned primarily single-family residences which may include accessory buildings and/or accessory agricultural uses. Previously R and R1 Zones.

**Medium Density Residential:** Includes lots intended for residential uses where development is expected to generate units at a higher density than Low-Density Residential zoned land. This can include multi-family homes, condos and garden style apartments.

**Moodus Village:** Includes land of varying designated land uses within the current vaguely defined boundaries of Moodus Village.

## Final Draft POCD

**Open Space:** Includes land that is intended to remain in a primarily natural condition, including parks, forests, wetlands, public water supply lands, and outdoor recreation facilities, whether publicly or privately owned.

**Future Open Space:** Priority areas include properties that meet the standards of the Open Space Committee's criteria checklist and are within the watershed protection area as well as properties in the following watersheds: Eightmile Brook, Upper Moodus Reservoir, Roaring and Hemlock Valley Brook, and Chapman's Pond.

**Rural Residential:** Includes larger lots intended for residential uses in East Haddam's more rural areas (perhaps outside of the Town's utility service area boundaries). These are primarily single-family residences which may include accessory buildings and/or accessory agricultural uses. Previously R2 and R4 Zones.

**Utility:** Includes land typically used by private/public utility providers to generate and transmit power or water through generators, transmission lines, and pump stations.

**Village District:** Includes land within the vaguely defined borders of the East Haddam Village based on the prior East Haddam Village District boundaries, and includes land uses appropriate for development within the Village Center.

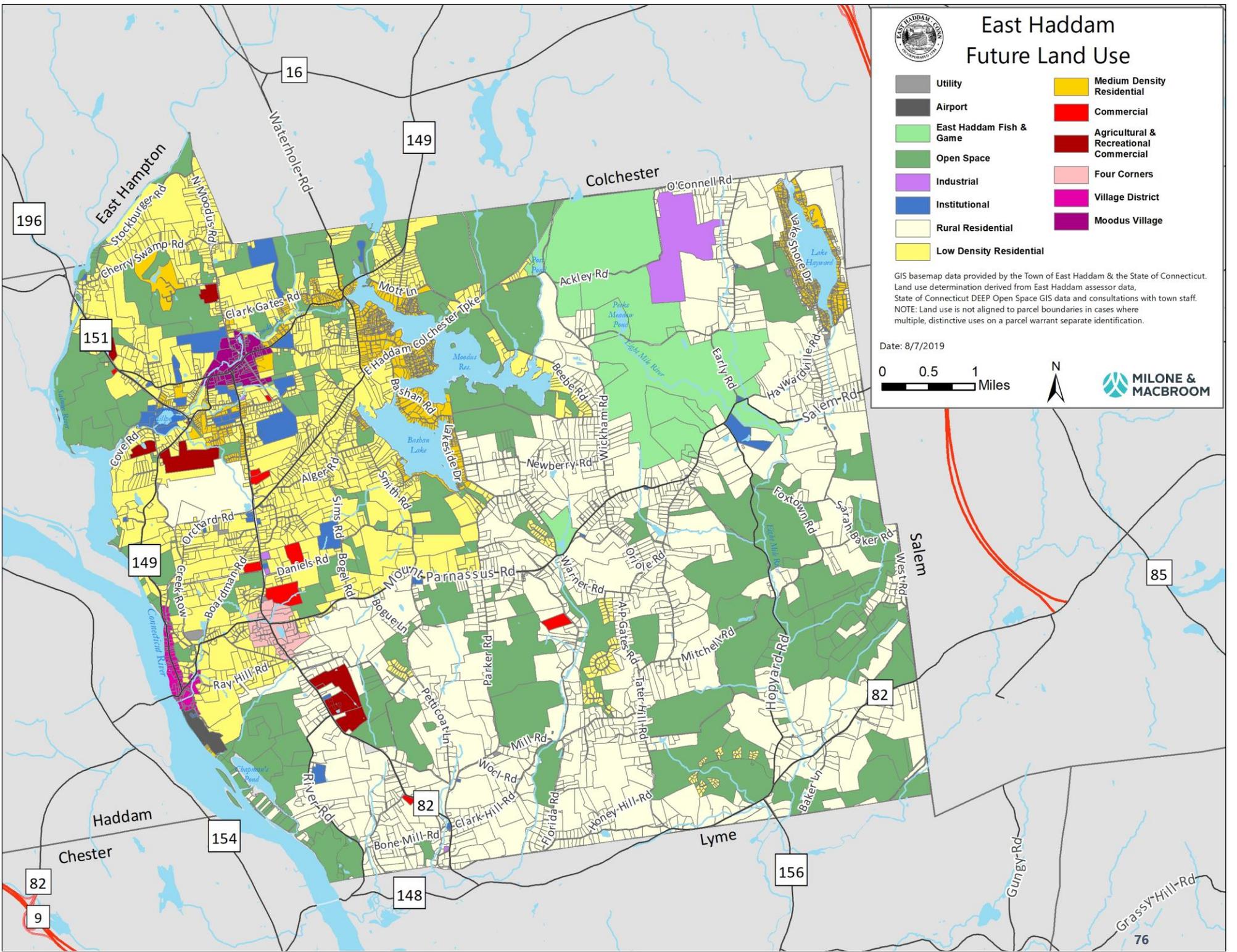
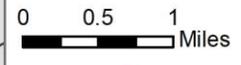


# East Haddam Future Land Use

- Utility
- Airport
- East Haddam Fish & Game
- Open Space
- Industrial
- Institutional
- Rural Residential
- Low Density Residential
- Medium Density Residential
- Commercial
- Agricultural & Recreational Commercial
- Four Corners
- Village District
- Moodus Village

GIS basemap data provided by the Town of East Haddam & the State of Connecticut. Land use determination derived from East Haddam assessor data, State of Connecticut DEEP Open Space GIS data and consultations with town staff. NOTE: Land use is not aligned to parcel boundaries in cases where multiple, distinctive uses on a parcel warrant separate identification.

Date: 8/7/2019



# Final Draft POCD

## Consistency with State and Regional Plans

Chapter 126, Section 8-23 of the Connecticut General Statutes requires that local POCDs take into account the State Conservation and Development Policies Plan and note any inconsistencies. While a draft update to the State Plan was completed in 2018, it has not yet been

adopted by the Connecticut General Assembly. Therefore, the 2013-2018 State Plan was reviewed. Generally, East Haddam's plan is consistent with the State's six growth management principles as described in the table below.

| State of Connecticut Growth Management Principals  | East Haddam POCD Consistency Analysis  |
|--|--|
| Redevelop and Revitalize Regional Centers and Areas with Existing or Currently Planned Physical Infrastructure.                                  | East Haddam's POCD prioritizes development in areas traditional village centers and areas with existing infrastructure that can support higher density housing and commercial development, particularly with regards to East Haddam Village and Moodus Village.  |
| Expand Housing Opportunities and Design Choices to Accommodate a Variety of Household Types and Needs.   | The POCD recommends evaluating and encouraging ways to use zoning regulations to guide and direct a variety of housing development options based on appropriate land use according to the Future Land Use map included in this POCD. In addition, the POCD contains several action items to develop housing options for all life stages, particularly young adults and seniors.  |
| Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options. | The POCD calls for the concentration of higher density development in areas served by various transportation modes including sidewalks, bike paths, trails, and buses. The POCD also calls for the expansion and improvement of existing transportation networks and infrastructure that can support multiple modes of safe transportation.  |
| Conserve and Restore the Natural Environment, Cultural and Historical Resources, and Traditional Rural Lands.                                    | The POCD prioritizes the conservation of East Haddam's natural resources and environment, wildlife and their ecosystems, and promotes sustainable energy initiatives. The POCD also promotes the preservation of the Town's cultural heritage and rural landscapes through design guidelines for historic preservation and restoration, scenic road designations, greenway connectivity, and farmland preservation.                                |
| Protect and Ensure the Integrity of Environmental Assets Critical to Public Health and Safety.   | The conservation priorities of this POCD are natural resource and environmental protection of the waterways and waterbodies within all six regional watershed basins (Salmon River, Moodus River, Connecticut River, Whalebone Creek, Eightmile River, East Branch Eightmile River) that impact surface and sub-surface water quality. The POCD also encourages the use of innovative low-impact development and stormwater management techniques. |
| Promote Integrated Planning across all Levels of Government to Address Issues on a Statewide, Regional, and Local Basis.                         | The POCD is rooted in East Haddam's understanding of its place within the region and its valued multi-level regional partnerships. The Plan encourages continued participation in regional, statewide, and national efforts to address issues that cross town boundaries such as greenways, economic development, water quality, and transportation.   |

# Final Draft POCD

## *The State Plan*

The State Plan classifies land into priority funding areas, protected lands, conservation areas, and balanced priority-funding areas. These land use categories are shown on the following "Locational Guide Map." Overall, the Locational Guide Map aligns well with the Future Land Use Plan in this POCD. Priority development areas identified in the East Haddam POCD are generally recognized in the State's plan as priority funding areas including the Moodus Center and East Haddam Village. Because the State uses larger Census Block Groups as the building blocks of its Locational Guide Map, the State's priority funding areas spill over into the adjacent low- and rural-density residential areas. East Haddam's Future Land Use Plan contains a higher level of detail and concentrates development within the village centers while largely preserving the surrounding residential neighborhoods. Balanced priority funding areas recognize both conservation and development objectives; whereas priority funding areas are generally supportive of development. It should be noted that the proposed 2018-2023 Locational Guide Map significantly converts balanced priority funding areas in rural and low density residential areas to conservation areas, which better corresponds with the objectives of East Haddam's POCD. The State's priority conservation areas are pervasive throughout the Town and overlap many open spaces, forested areas, and bodies of water.

## *The Regional Plan*

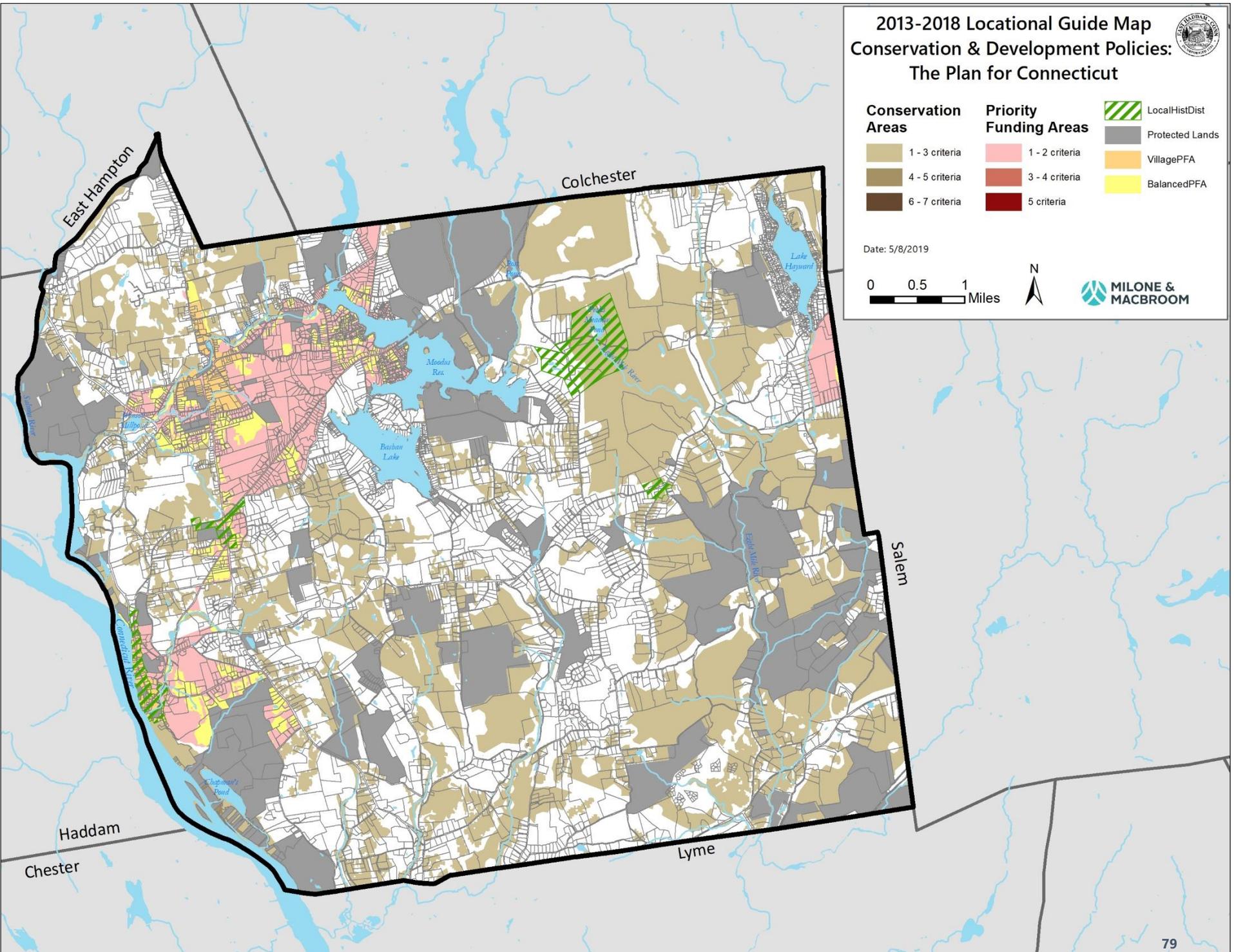
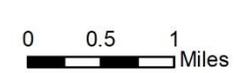
The most recent Regional POCD was developed prior to the merger of the Mid-State Regional Planning Agency and the Connecticut River Estuary Regional Planning Agency into the Lower Connecticut River Valley Council of Governments (RiverCOG) in 2012. A new Regional Plan is currently in development by the RiverCOG's Regional Planning Committee, but no Regional Plan currently exists at the time of this POCD's publishing.

# 2013-2018 Locational Guide Map Conservation & Development Policies: The Plan for Connecticut



| Conservation Areas | Priority Funding Areas | LocalHistDist | Protected Lands |
|--------------------|------------------------|---------------|-----------------|
| 1 - 3 criteria     | 1 - 2 criteria         | LocalHistDist | Protected Lands |
| 4 - 5 criteria     | 3 - 4 criteria         | VillagePFA    | BalancedPFA     |
| 6 - 7 criteria     | 5 criteria             |               |                 |

Date: 5/8/2019



## Final Draft POCD

### *Action Agenda and Implementation*

The following tables are a summary of the goals, objectives and strategies of this Plan. The Implementation Plan is meant only as a guide for the various boards and commissions responsible for implementation. The Implementation Plan lists the lead and support entities responsible for executing each particular action items. In addition, it notes a timeframe for completion.

In the Implementation Plan:

- **Short-term actions are marked with an "S"**  
Short-term actions are those that should be implemented within the first year and include those that are less complex, or higher-priority items that need to be completed prior to other actions.
- **Medium-term actions are marked with an "M"**  
Medium-term actions are likely to be completed within 1 to 5 years.
- **Long-term actions are marked with an "L"**  
Long-term actions are those that are likely to be completed in the last five years of the POCD horizon.
- **Ongoing efforts are marked with an "O".**

| Entity Key   | Abbreviations |
|--|---------------|
| Agricultural Commission                              | AC            |
| Board of Finance                                     | BOF           |
| Board of Selectmen                                   | BOS           |
| Cemetery Commission                                  | CemComm       |
| Commission on Aging                                  | CA            |
| Connecticut Department of Transportation             | CTDOT         |
| Conservation Commission                              | CC            |
| Department of Public Works                           | DPW           |
| East Haddam 1 <sup>st</sup> Selectman                | Selectman     |
| East Haddam Historic Society                         | EHHS          |
| East Haddam Lake Association                         | EHLA          |
| East Haddam Land Trust                               | EHLT          |
| East Haddam Youth Family Services                    | EHYFS         |
| Economic Development Commission                      | EDC           |
| Eightmile River Wild and Scenic Watershed Commission | 8mile         |
| Emergency Management Department                      | EMD           |
| Goodspeed Opera House Foundation                     | GSOHF         |
| Historic District Commission                         | HDC           |
| Inland Wetlands and Watercourse Commission           | IWWC          |
| Land Use Administrator                               | LUA           |
| Library Trustees                                     | LT            |
| Lower CT River Council of Governments                | RiverCOG      |
| Open Space Commission                                | OS            |
| Parks & Recreation                                   | PR            |
| Planning & Zoning Commission                         | PZC           |
| Salmon River Watershed Partnership                   | SRWP          |
| Town Clerk   | TC            |
| Village Revitalization Commission                    | VRC           |
| Water Pollution Control Authority                    | WPCA          |

## Ch 1: Prepare For Changing Demographics - Attract, Support And Maintain Housing Options

| Goal 1.1: Diversify housing opportunities to meet the needs of all residents, regardless of age and income   |             |                |           |  |
|--|-------------|----------------|-----------|--|
| Strategy   | Lead Entity | Support Entity | Timeframe | Sustainable Initiative   |
| Direct housing development to areas within and adjacent to East Haddam, Moodus Village and other designated nodes.   | PZC         |                | O         |  |
| Encourage development of diverse housing types, scale and densities in the village neighborhoods in close proximity to commercial areas and public facilities.   | PZC         |                | O         |  |
| Discourage neighborhood-scale housing development in rural areas where natural land capacity, rural character, existing transportation and soils are not adequate to support development.  | PZC         |                | O         |  |
| Consider developing a new Village Residential zoning district for areas within or adjacent to the villages, which allows development of a range of housing types, including small-lot single-family housing, two-family and townhomes within walking distance to the commercial areas. | PZC         | LUA            | O         |  |
| Explore methods to better encourage mixed-use development in East Haddam and Moodus village Centers, including a mix of commercial, office and retail uses combine with an appropriate scale of housing types that support a traditional village character.                            | PZC         | LUA            | M         |  |
| Explore establishing community programs that assist property owners in 1) maintaining and rehabilitating aging housing units, 2) developing accessory apartments, and/or 3) increasing the energy efficiency/ sustainability of current housing units.                                 | BOS         | BOF, EDC, PZC  | S         |  |
| Evaluate the density provisions of the PRUD floating zones to consider if regulating by units per acre rather than bedroom per acre would allow greater flexibility and variety in unit type to accommodate seniors and smaller households.  | PZC         | LUA            | S         |  |
| Consider incorporating provisions to allow designation of low-income or moderate-income housing in PRUD developments in exchange for density bonuses.  | PZC         | LUA            | S         |  |

## Final Draft POCD

| Goal 1.2: Establish programs and partnerships to expand housing opportunities  |             |                |           |                        |
|--|-------------|----------------|-----------|------------------------|
| Strategy   | Lead Entity | Support Entity | Timeframe | Sustainable Initiative |
| Monitor changes in demographics, family structure and composition and the resulting effect on the housing needs of the town.   | PZC         | LUA            | O         |                        |
| Investigate and pursue projects with non-profit developers to rehabilitate older housing for affordable housing units as opportunities for first-time buyers.  | Selectman   | PZC            | O         |                        |
| Pursue partnerships on a regional level to share resources to administer activities that promote housing programs and funding opportunities to expand affordable housing.  | Selectman   | PZC            | O         |                        |
| Where site conditions permit, explore methods to provide additional housing for senior citizens, such as allowance for increased density in PRUD districts to permit adult living communities at higher densities than is currently allowed. | PZC         |                | S         |                        |
| In a planned manner, increase the percent of affordable housing (as calculated by the state formula) and work toward meeting the state goal of 10% affordable housing.   | PZC         | LUA            | O         |                        |

## Ch 2: Provide Quality Facilities for Education, Community, Recreation, and Emergency Services

| <b>Goal 2.1: Support Initiatives to increase and bolster programs to assist residents with long-term access to social service resources</b>   |                    |                       |                  |   |
|---|--------------------|-----------------------|------------------|---|
| <b>Strategy</b>   | <b>Lead Entity</b> | <b>Support Entity</b> | <b>Timeframe</b> | <b>Sustainable Initiative</b>   |
| Continue to maintain and enhance the Town's Events Magazine, East Haddam News, and Town website that serve as important opportunities for volunteer organizations to communicate their goals to the public.                                   | BOS                | EHYFS, BOE, P&R       | O                |   |
| Develop a community culture that supports all young people, enables them to thrive and encourages their civic involvement.  | BOS                | EHYFS, BOE, P&R       | O                |   |
| Ensure youth and families have access to a comprehensive range of prevention, intervention and positive youth development programs, social services, and advocacy that support and enhance their social, behavioral and emotional well-being. | EHYFS              | BOE                   | O                |   |
| <b>Goal 2.2: Support the Town's emergency services and disaster preparedness</b>  |                    |                       |                  |   |
| <b>Strategy</b>   | <b>Lead Entity</b> | <b>Support Entity</b> | <b>Timeframe</b> | <b>Sustainable Initiative</b>   |
| Evaluate emergency backup power needs at critical facilities and at other locations throughout the town, along with potential methods to provide emergency power to these areas.  | EMD                | BOS                   | O                |  |
| Ensure that all emergency shelters have adequate backup power supplies, as well as sleeping, showering, and food preparation areas.   | EMD                | BOS                   | S                |   |
| Develop a debris management plan that identifies sites that can be used to store vegetative debris during major storm events.   | EMD                | BOS, DPW              | S                |   |
| Evaluate post-disaster response logistics, including the organization of volunteers.  | EMD                | BOS                   | S                |   |
| Explore the need for a centralized emergency services communication center for emergency services (fire, police, ambulance).  | EMD                | BOS                   | S                |   |
| Support and maintain the quality and condition of public safety facilities and equipment.   | EMD                | BOS, DPW, BOF         | S                |   |
| Continue to Improve and upgrade the Town's emergency radio system.  | EMD                | BOS, BOF              | S                |   |

## Final Draft POCD

| Goal 2.3 Promote engagement with East Haddam Public Schools to maintain high quality educational programs and facilities that are fundamental community resources  |             |                           |           |                        |
|--|-------------|---------------------------|-----------|------------------------|
| Strategy   | Lead Entity | Support Entity            | Timeframe | Sustainable Initiative |
| Continue to maintain East Haddam Public Schools and seek ways to improve community use of the buildings and fields for additional programming and/or recreational use.   | BOE         | BOS, PR, BOF              | O         |                        |
| Support Board of Education's efforts to restructure the school system to align with demographics, facilities and educational needs.  | BOE         | PZC                       | O         |                        |
| Form a study committee of East Haddam library system staff, board members, and patrons to propose ways to provide library accessibility to all citizens.   | LT          | BOS                       | S         |                        |
| Goal 2.4: Develop a coordinated long-range strategy for town services, programs and facilities that supports quality of life   |             |                           |           |                        |
| Strategy   | Lead Entity | Support Entity            | Timeframe | Sustainable Initiative |
| Ensure that the Town offers programs and services that are attractive to younger adults and families with children in order to create demographic balance.   | PR          | BOS, BOF, EHYFS           | O         |                        |
| Conduct a senior services survey and marketing campaign to understand changing needs as well as advertise programs to prospective senior center users, particularly younger seniors.   | CA          | BOS, BOF, PR              | M         |                        |
| Improve the ability to deliver social services by continuing to provide transportation to seniors when needed for elections, town functions, doctor visits etc.  | CA          | BOS, BOF                  | M         |                        |
| Continue to monitor the adequacy of the Town's Senior Center to be able to meet the needs of its growing population and explore additional outdoor activities for its seniors.   | CA          | BOS, BOF                  | M         |                        |
| Ensure quality maintenance and improvements of Town facilities and infrastructure.   | BOS         | DPW, BOF, Fire and Police | O         |                        |
| Consider the incorporation of Leadership in Energy and Environmental Design (LEED) green building techniques into the framework of future municipal building projects.   | PZC         | DPW, BOS, BOF             | S         | <del>ⓧ</del>           |
| Review and implement recent Transfer station study recommendation where feasible. Review global market changes in recycling and adjust accordingly. Explore the idea of renovating the Transfer Station or somehow modernizing it in order to meet future needs. | BOS         | DPW                       | M         | <del>ⓧ</del>           |

## Final Draft POCD

| Goal 2.5: Create public spaces for active and passive recreational uses as central amenities to support commercial centers and neighborhood areas  |             |                |           |                        |
|--|-------------|----------------|-----------|------------------------|
| Strategy   | Lead Entity | Support Entity | Timeframe | Sustainable Initiative |
| Assess recreational and athletic needs and prepare a multi-year plan to identify and develop new facilities or enhance existing facilities on town-owned parcels.  | PR          | BOE            | M         |                        |
| Develop plan for a linear park along the Moodus River, including methods to target acquisitions or easements, and a phasing plan for development of public spaces as properties are secured by the Town. | CC          | OS, PZC        | O         |                        |
| Look into the distribution of facilities and determine if there are recreational opportunities, including passive recreation, for every neighborhood to connect families with the outdoors.              | CC, P&R     | BOE, PZC       | O         |                        |
| Work with open space protection groups to encourage the creation of a trail network along permanently protected stream corridors in order to promote passive recreation and visitation to East Haddam.   | CC, EHLT    | PZC            | M         |                        |
| Goal 2.6: Support and promote resiliency and sustainability by increasing sustainable energy use and reducing waste  |             |                |           |                        |
| Strategy   | Lead Entity | Support Entity | Timeframe | Sustainable Initiative |
| Continue to educate of East Haddam residents on the positive environmental and fiscal benefits of recycling and waste reduction, smart design and green energy.  | CC          | BOF, BOS       | O         | <del>☑</del>           |
| Continue to support regional recycling, household hazardous waste and electronics disposal.  | DPW         | CC, BOF, BOS   | O         | <del>☑</del>           |
| Continue to support community efforts to increase public and private use of renewable energies.  | CC          | BOF, BOS       | O         | <del>☑</del>           |
| Explore installing photovoltaic or other renewable energy systems on all public buildings and promote and support alternatives and clean-fuel technologies for public fleets, as feasible.               | BOS         | BOE, BOF, DPW  | L         | <del>☑</del>           |
| Promote energy conservation techniques for the design and construction of public improvements and infrastructure.  | BOS         | CC, BOF, PZC   | O         | <del>☑</del>           |
| Continue to implement town's low impact development (LID) techniques specified in the regulations.   | PZC         | DPW            | S         | <del>☑</del>           |

### Ch 3: Maintain the Quality Transportation System & Improve Transportation Choices

| Goal 3.1: Provide a Safe, Efficient, and Compatible Transportation System for all Users  |             |                    |           |                        |
|--|-------------|--------------------|-----------|------------------------|
| Strategy   | Lead Entity | Support Entity     | Timeframe | Sustainable Initiative |
| Consider the operations of a local shuttle during peak periods to transport visitors from remote parking areas to the Village, as well as to other cultural venues in town.  | EDC         | BOS, RiverCOG      | S         |                        |
| Work with State and RiverCOG to encourage promotion of safe bike routes and/or the provision of bicycle lanes and/or signage on state routes.  | BOS         | EDC, RiverCOG, PZC | O         | <del>Ⓡ</del>           |
| Work with the State to promote connections to State-owned recreational properties and trail systems through signage, mapping, promotion and accessible bike and pedestrian routes.   | EDC         | CC, PZC RiverCOG   | M         |                        |
| Bike racks in villages, libraries, and schools should be considered when reviewing new construction.   | PZC         | BOE, BOS           | S         | <del>Ⓡ</del>           |
| Work with CTDOT to create a bike lane on Town Street to better connect cyclists with attractions and amenities.  | BOS         | PZC, DPW           | M         |                        |
| Work with other regional towns along the Essex Steam Train line to coordinate activities and shuttle services.   | EDC         | BOS, RiverCOG      | O         |                        |
| Identify desirable bicycling routes both on and off-road, particularly connecting regional attractions in-town and between towns.  | PZC         | DPW, EDC           | S         |                        |
| Solicit interest from community in establishing a Bicycling Committee, involving local retailers and riders. If sufficient interest, consider establishing a committee. Alternatively, local interest may spur greater involvement in regional bicycling groups. | BOS         | EDC                | S         |                        |
| Continue to update the comprehensive road inventory to identify roadway infrastructure needs for funding through the Town's Capital Improvement Plan (CIP).  | DPW         | PZC, BOS           | O         |                        |
| Where road upgrades or major maintenance is considered, the feasibility of bike, foot, and bridle (equestrian) paths should be further explored.   | DPW         | PZC, BOS           | O         |                        |
| Include locations of identified bridle, foot and bike paths on a map that can be easily shared through paper or online media to connect residents with additional recreation opportunities.  | CC          | DPW, PZC, BOS      | O         |                        |

## Final Draft POCD

| <b>Goal 3.2: Continue with streetscape and pedestrian improvements to improve connections to surrounding neighborhoods and recreational areas</b>  |             |                       |           |                        |
|--|-------------|-----------------------|-----------|------------------------|
| Strategy   | Lead Entity | Support Entity        | Timeframe | Sustainable Initiative |
| Develop plans for pedestrian and bicycle connections along routes 149 and 151 to enhance connections between Moodus and public facilities outside of the village.  | PZC         | BOS, DPW,<br>RiverCOG | M         |                        |
| As funding is available, continue additional phases of the multi-phase sidewalk improvement program in Moodus Village until completion.  | BOS         | LUA, BOF              | M         |                        |
| Continue to explore funding opportunities to incorporate the streetscape and sidewalk plans of the 2004 Mobility Study.  | BOS         | LUA, PZC              | M         |                        |
| Continue to explore funding opportunities for the Swing Bridge Sidewalk Plan for East Haddam Village through future grant applications such as the Better Utilizing Investments to Leverage Development (BUILD). | BOS         | LUA                   | M         |                        |
| Explore opportunities for creating commuter parking lots across Town.  | PCZ         | BOS                   | M         |                        |

## Final Draft POCD

### Ch 4: Protect East Haddam's Landscape, Waters and Natural Environment

| Goal 4.1: Maintain East Haddam's high quality surface and sub-surface waters   |             |                          |           |                        |
|--|-------------|--------------------------|-----------|------------------------|
| Strategy   | Lead Entity | Support Entity           | Timeframe | Sustainable Initiative |
| Preserve the natural, scenic and recreational qualities of East Haddam's waterbodies and waterways.  | All         |                          | O         | <del>☑</del>           |
| Regularly clean storm drains and provide corrective action for siltation and damage to town roads and storm water infrastructure in order to be compliant with the municipal separate storm sewer systems (MS4).   | DPW         | BOS, BOF, CTDOT          | O         | <del>☑</del>           |
| Promote the use of non-chemical fertilizers and pesticides in order to prevent future runoff into East Haddam's surface and ground waters.   | CC, EHLA    | BOS, BOF                 | O         | <del>☑</del>           |
| Educate landowners on water quality issues and techniques for protecting water quality – removal of invasive species; maintenance or creation of vegetated buffer strips along lakes and streams; use of non-chemical fertilizers and pesticides; septic design and maintenance. | CC          | EHLA, IWWC, 8MILE, SRWP  | O         | <del>☑</del>           |
| Act in partnership with the Eightmile River Wild and Scenic Watershed Stewardship Committee in implementing the Eightmile River Watershed Management Plan to protect and enhance the watershed's Outstanding Resource Values (ORV).  | CC          | BOS, BOF, PZC, IWWC      | O         | <del>☑</del>           |
| Educate public on the importance of riparian buffers and continue to enforce buffer requirements set forth in the zoning regulations and the Eightmile River Watershed Overlay District.   | 8MILE, CC   | PZC, IWWC                | O         |                        |
| Continue to support the mission of the Salmon River Watershed Partnership and Salmon River Watershed Conservation Compact in order to protect its waters.  | CC          | BOS, BOF, PZC, IWWC      | O         | <del>☑</del>           |
| Continue working with EHLA and other lake groups to educate the public on issues facing East Haddam Lakes.   | CC          | PZC, IWWC, DPW, BOS, BOF | O         |                        |
| Continue to use the Four Step Development Process to reduce adverse impacts resulting from development.  | DPW         | BOS, BOF                 | O         |                        |
| Continue to use best management practices for stormwater management and sediment and erosion control.  | DPW         | BOS, BOF                 | O         |                        |

## Final Draft POCD

| Goal 4.2: Manage and mitigate impacts to watersheds and water quality   |             |                |           |                        |
|---|-------------|----------------|-----------|------------------------|
| Strategy  | Lead Entity | Support Entity | Timeframe | Sustainable Initiative |
| Continue evaluating drainage systems to reduce the impact and frequency of nuisance flooding.   | DPW         | BOS            | O         |                        |
| Encourage residents within the 1% annual chance floodplain to purchase flood insurance under the National Flood Insurance Program and to complete elevation certificates.   | PZC         | DPW, EMD       | O         |                        |
| Implement the recommendations of the Natural Hazards Mitigation Plan, including pursuing acquiring land in flood hazard zones, prioritizing road construction projects to lower risk through raising road beds and replacing inadequate bridges and culverts. | BOS         | BOF, DPW       | O         | ☑                      |
| Goal 4.3: Preserve and promote East Haddam's natural environment while ensuring its wildlife and natural resources stay protected   |             |                |           |                        |
| Strategy  | Lead Entity | Support Entity | Timeframe | Sustainable Initiative |
| Maintain a high proportion of interconnected undeveloped open space, including expanses of woodlands, meadows and wetlands, to support habitats for native wildlife, bird and plant species.  | OS          | PZC, CC, LUA   | O         | ☑                      |
| Encourage proper management of privately owned forests and the maintenance of wooded linkages between large tracts of forest land.  | CC          | PZC, OS, LUA   | O         | ☑                      |
| Support groups working on conservation issues through educational programming, recreation and stewardship activities.   | CC          | EHLT, PR, LUA  | O         |                        |
| Partner with East Haddam Public Schools and environmental non-profits to increase awareness and appreciation for open spaces, trails and waterways.   | CC          | EHLT, PR, LUA  | O         |                        |
| Goal 4.4: Maintain and expand the public parks, recreational facilities and open space network  |             |                |           |                        |
| Strategy  | Lead Entity | Support Entity | Timeframe | Sustainable Initiative |
| Create public green spaces in East Haddam village, including river access, along the Connecticut River.   | PZC         | BOS, EDC       | O         |                        |
| Consider replenishing the 2003 \$5 million bond for open space acquisition before it depletes.  | OS          | BOS, BOF, CC   | O         |                        |
| Continue to pursue additional grant opportunities in accordance with the open space acquisition guidelines set in 2008.   | OS          | EHLT, CC, LUA  | O         |                        |

## Ch 5: Ensure The Community's Longstanding Value Of Preserving The Town's Rural Character Is Sustained

| Goal 5.1: Conserve East Haddam's natural environment and agricultural lands  |              |                |           |                        |
|--|--------------|----------------|-----------|------------------------|
| Strategy   | Lead Entity  | Support Entity | Timeframe | Sustainable Initiative |
| Continue to work with preservation partners - State of Connecticut, The Nature Conservancy, East Haddam Land Trust, Eightmile Wild & Scenic Watershed, Salmon River Watershed, Connecticut River Gateway Commission, and other conservation organizations. | OS, CC, EHLT | BOS, BOF       | O         | ☒                      |
| Protect East Haddam's environmental and historical assets while managing growth according to best environmental practices available.   | IWWC, PZC    | CC, HDC        | O         | ☒                      |
| Goal 5.2: Encourage and support agricultural businesses to reinforce the rural character of East Haddam.   |              |                |           |                        |
| Strategy   | Lead Entity  | Support Entity | Timeframe | Sustainable Initiative |
| Support existing farms that provide a diverse local economy, provide locally grown and raised products, preserve open space, and retain the rural quality of life.   | EDC, PZC     | AC, BOS        | O         | ☒                      |
| Build partnerships with local and regional agriculture based organizations (i.e. UConn Extension center, Ct Farmers' Bureau, FFA, VoAg, etc.) to promote agriculture as viable business initiatives.   | EDC, AC      | PZC, BOS       | O         | ☒                      |
| Continue to actively support local and State policies to preserve agricultural properties and improve the business climate for agriculture and facilitate recruitment of agricultural businesses.  | EDC, AC      | PZC, OS        | O         | ☒                      |
| Continue to keep in effect the present Public Act 490 tax relief program for excess property.  | EDC, PZC     | AC, BOS        | O         | ☒                      |
| Review inventory of underdeveloped lands and provide information to land owners as to the tax benefits of the P.A. 490 program.  | AC, CC       | PZC            | O         | ☒                      |
| Work with owners of agricultural lands to increase awareness of programs to help preserve and retain agricultural lands and operation.   | AC           | EDC, CC        | O         | ☒                      |
| Community Supported Agriculture (CSA) allows farmers to sell weekly "shares" directly to customers over the course of the growing season, foster a connection between farmers and consumers, the Town should continue to support local CSA operations.     | AC           | EDC            | O         | ☒                      |

## Final Draft POCD

| Goal 5.2: Encourage and support agricultural businesses to reinforce the rural character of East Haddam.   |             |                |           |                        |
|--|-------------|----------------|-----------|------------------------|
| Strategy   | Lead Entity | Support Entity | Timeframe | Sustainable Initiative |
| Pursue marketing efforts to promote locally grown products, food festivals, and event venues to support family farms.  | AC, EDC     | PZC            | O         | ✗                      |
| Continue to support agritourism efforts in town through the use of farms as venues for greater public participations. Promoting and supporting farm event venues highlights East Haddam's agricultural amenities, brings agritourism to the region and serves as a farmland protection strategy. | AC, EDC     | PZC            | O         | ✗                      |
| Goal 5.3: Protect, preserve, and promote East Haddam's unique Historic and Rural Character   |             |                |           |                        |
| Strategy   | Lead Entity | Support Entity | Timeframe | Sustainable Initiative |
| Incorporate preservation incentives that encourage adaptive reuse of historic structures and archeological resources, including demolition delay measures.   | HDC         | EHHS, PZC, BOS | O         | ✗                      |
| Update surveys to further identify and inventory properties such as historic mill sites, farms, foundations, stonewalls, residential structures and neighborhood areas where additional preservation efforts are desired.  | HDC         | EHHS, PZC, BOS | O         | ✗                      |
| As warranted, pursue designation of additional historic sights and structures that are not yet on national, state or local registers.  | HDC         | EHHS, PZC, BOS | O         | ✗                      |
| Support the Town Clerk's mission to digitize land records in order to preserve and maintain East Haddam's history as it relates to these documents.  | TC          | HDC, EHHS      | S         |                        |
| Continue supporting the work of historic organizations, including but not limited to the East Haddam Historian, Historical Society, and Historic District Commission, The Connecticut Landmarks Society and the Sons of the American Revolution from the Nathan Hale School House.               | EHHS        | HDC, PZC, EDC  | O         |                        |
| The East Haddam Historical Society will encourage and facilitate organized social and special events open to all. Those events should build upon on cultural, historical, environmental resources that provide a foundation of our rural community.  | EHHS        | EDC, PZC, CC   | M         |                        |
| Update a survey and map indicating East Haddam's scenic views and vistas that can be made into a user-friendly format that can be accessed digitally or in a guide booklet.  | CC, PZC     | BOS, OS        | S         |                        |

## Final Draft POCD

| Goal 5.3: Protect, preserve, and promote East Haddam's unique Historic and Rural Character   |             |                    |           |                        |
|--|-------------|--------------------|-----------|------------------------|
| Strategy   | Lead Entity | Support Entity     | Timeframe | Sustainable Initiative |
| For town roads that meet the scenic road standards, continue to encourage the designation as such.   | CC          | EHHS,PZC, BOS, DPW | O         |                        |
| Continue to further enforce noise regulations on motor vehicles that exceed limits.  | BOS         | State Police, DMV  | O         |                        |
| Inventory existing use of outdoor lighting and determine possibilities to reduce lumens, shield existing lighting, and set timers or motion detectors in order to reduce energy consumption, extend bulb life, and minimize impacts on wildlife and East Haddam residents. | BOS, BOE    | CC, PZC            | S         | ✍                      |
| Goal 5.4: Ensure protection of the town's numerous historic cemeteries as historic open spaces that reflect the small-town heritage  |             |                    |           |                        |
| Strategy   | Lead Entity | Support Entity     | Timeframe | Sustainable Initiative |
| Continue to add to the Geographic Information System (GIS) mapping that details the location of the Town's twenty-three cemeteries and historic attributes such as burial sites, significant markers and stones, and pathways for trails for public use.                   | CemComm     | BOS, LUA           | L         |                        |
| Develop programs to protect, restore and maintain the cemeteries as historic resource amenities open for public appreciation.  | CemComm     | BOS, LUA           | L         |                        |
| Charge a full cemetery committee to oversee budget creation, spending, development of rules and regulations for all town owned cemeteries, and to secure property on which to locate future burial grounds.  | CemComm     | PZC, CC            | S         |                        |

## Ch 6: Encourage Continued Regional Cooperation And Partnerships To Strengthen Economic Development Efforts

| Goal 6.1: Work on a regional basis to share resources to expand mutual economic development opportunities   |             |                   |           |   |
|---|-------------|-------------------|-----------|---|
| Strategy  | Lead Entity | Support Entity    | Timeframe | Sustainable Initiative  |
| Explore the creation of a collaborative regional entity to facilitate marketing of vacant/underutilized properties, job creation, entrepreneurial development and recruitment of industries appropriate to East Haddam and the region.                | EDC         | BOS, RiverCOG     | O         |   |
| Work collaboratively with neighboring economic development entities in Chester, Essex, Deep River, Lyme, and Haddam to promote tourism, market attractions and create destination promotions.   | EDC         | BOS, RiverCOG     | O         |   |
| Support and promote the Farmers Market and other agri-business enterprises as regional attributes to encourage locally grown food sources.  | EDC, AC     | PZC               | O         |   |
| Continue to support RiverCOG's Regional Economic Growth Strategy, "GrowSMART", in its relation as the regional Comprehensive Economic Development Strategy advocacy that support and enhance their social, behavioral and emotional well-being.       | EDC         | CC, BOS, RiverCOG | O         |  |
| Continue to support the Connecticut River Gateway Commission's charge of protecting the Lower Connecticut River Valley.   | PZC         | CC, BOS, RiverCOG | O         |  |
| Support implementation of the comprehensive economic development study (CEDs) for Middlesex County.   | EDC         | RiverCOG          | M         |   |
| Goal 6.2: Work to improve transportation routes and methods between neighboring towns to bring people to East Haddam  |             |                   |           |   |
| Strategy  | Lead Entity | Support Entity    | Timeframe | Sustainable Initiative  |
| Explore opportunity to create a visitor shuttle service, using the Essex Steam Train, ferries and parking at Eagle Landing State Park, and shuttle routes connecting Essex, Deep River, Chester, Haddam and East Haddam's major tourist destinations. | EDC         | BOS               | O         |   |

## Ch 7: Position East Haddam to Grow the Grand List to Maintain the Town's quality of Life

| <b>Goal 7.1: Support the reuse of the former town office property</b>  |                    |                       |                  |                               |
|--|--------------------|-----------------------|------------------|-------------------------------|
| <b>Strategy</b>  | <b>Lead Entity</b> | <b>Support Entity</b> | <b>Timeframe</b> | <b>Sustainable Initiative</b> |
| Continue to develop an implementation program for reuse of the former Town office property in the Village Center.  | BOS                | VRC                   | S                |                               |
| Complete Environmental Site assessments, and any applicable remediation, in order to enhance development potential.  | VRC                | BOS                   | S                |                               |
| Prepare land use scenarios and a site capacity assessment to identify site development opportunities and constraints.  | VRC                | BOS, EDC, PZC         | S                |                               |
| Consider proactive activities to solicit developer interest and input on reuse of the site as a way to advance on RFQ process for redevelopment.   | VRC                | BOS, EDC              | S                |                               |
| <b>Goal 7.2: Capitalize on the Town's cultural and natural resources for tourism opportunities</b>   |                    |                       |                  |                               |
| <b>Strategy</b>  | <b>Lead Entity</b> | <b>Support Entity</b> | <b>Timeframe</b> | <b>Sustainable Initiative</b> |
| Partner with the Goodspeed Foundation, the East Haddam Business Association, community groups and non-profit organizations to publicize events and packages of attractions for weekend visitors. | EDC                | CC, EHHS              | O                |                               |
| Work with cultural, natural and historic resource entities to develop and maintain promotional materials and activity guides to promote awareness of the Town's attractions.                     | EDC                | CC, EHHS              | O                |                               |
| If economically feasible, explore methods for supplying public water to East Haddam Village.   | WPCA               | BOS, PZC              | M                |                               |

## Final Draft POCD

| Goal 7.3: Focus economic development and placemaking efforts in the East Haddam Village   |                           |                                     |           |                        |
|---|---------------------------|-------------------------------------|-----------|------------------------|
| Strategy  | Lead Entity               | Support Entity                      | Timeframe | Sustainable Initiative |
| Encourage expansion of commercial uses surrounding the Village by allowing appropriate conversion of Single Family structures in sections of Creamery Road from Main Street to Lumberyard Road, and along Route 82.   | PZC                       | EDC                                 | S         |                        |
| Continue to work with the state on the use of Eagle Landing State Park for afterhours parking to support the Village Center and public events. Pursue a memorandum of understanding on use of the facility to support economic development efforts.         | EDC, East Haddam & Haddam | Selectman from East Haddam & Haddam | S         |                        |
| Develop a comprehensive master plan that addresses future development, marketing and branding, park spaces, connections to the river, parking and pedestrian circulation.   | PZC                       | GSOHF, EDC                          | M         |                        |
| Continue to investigate technological advancements to increase the gallons-per-day capacity of the sewer treatment plant to meet future needs in the East Haddam Village District.  | WPCA                      | State of CT                         | L         | <del>Ⓢ</del>           |
| Work with the Goodspeed Opera House Foundation to transform the existing Lumberyard Road parking lot area into a scenic asset and public space for amenities such as riverside boardwalks, landscaped islands and park areas.                               | EDC, PZC                  | BOS                                 | L         |                        |
| Goal 7.4: Encourage Opportunities in Moodus to serve resident's daily commercial needs and employment opportunities   |                           |                                     |           |                        |
| Strategy  | Lead Entity               | Support Entity                      | Timeframe | Sustainable Initiative |
| Look at possible improvements for the Moodus Green on Plains Road as a central amenity and gathering space for Moodus Village.  | PZC                       | BOS                                 | O         |                        |
| Evaluate land use controls in the C/B/IG zoning district for Moodus Center to ensure a scale and character of uses that are more community oriented, and provide better separation and transitions between light industrial and commercial/mixed-use areas. | PZC                       | BOS, EDC                            | O         |                        |
| Identify and develop reuse plans and assess market feasibility for underperforming properties.  | EDC                       | PZC                                 | M         | <del>Ⓢ</del>           |
| Identify public investments in the area and incentives to encourage private investment and enhance marketability for redevelopment opportunities.   | EDC                       | PZC                                 | S         |                        |
| Identify opportunities to attract and enable infill development and reuse of underutilized properties for mixed use.  | EDC                       | PZC                                 | M         | <del>Ⓢ</del>           |

## Final Draft POCD

| Goal 7.4: Encourage Opportunities in Moodus to serve resident's daily commercial needs and employment opportunities   |             |                |           |                        |
|---|-------------|----------------|-----------|------------------------|
| Strategy  | Lead Entity | Support Entity | Timeframe | Sustainable Initiative |
| Conduct an opportunities and constraints analysis of the area to determine strategies to enhance development opportunities of the area.   | PZC         | EDC            | M         |                        |
| Assess the quality and condition of key properties for adaptive reuse, and develop a marketing strategy to encourage redevelopment opportunities.   | PZC         | EDC            | M         |                        |
| Pursue grant funding to assess the extent of environmental contamination and needed remediation for targeted properties in Moodus.  | EDC         | Selectman      | S         |                        |
| In Moodus, consider design standards for commercial and industrial buildings and supporting site uses, to ensure that uses are visually compatible.   | PZC         | EDC            | M         |                        |
| Goal 7.5: Promote Town Street and Four Corners for expansion of local businesses and tourism opportunities  |             |                |           |                        |
| Strategy  | Lead Entity | Support Entity | Timeframe | Sustainable Initiative |
| Explore opportunities to expand commercial and mixed-use development in the vicinity of the Route 82/Mt Parnassus Road Intersections (AKA - Four Corners).  | EDC         | PZC            | O         |                        |
| Identify appropriate land uses for land adjacent to the intersections to establish anchor uses and create gateway opportunities for the area.   | EDC         | PZC            | S         |                        |
| Continue to evaluate implementation of public investments in utilities that may be necessary to achieve economic development objectives.  | EDC         | WPCA, BOS      | M         |                        |
| Explore zoning options to enable infill development between the Industrial Park and River Road, encouraging a scale of commercial uses to transition from Industrial uses to commercial uses that support rural character and tourism opportunities, including opportunities for Inns and event venues as of right. | EDC         | PZC            | S         |                        |
| Assess the quality and condition of key properties for adaptive reuse, and promote redevelopment opportunities that maintain the character of the area.   | EDC         | PZC            | S         |                        |

## Final Draft POCD

| Goal 7.6: Support East Haddam's Local Businesses and Entrepreneurial Initiatives   |             |                |           |                        |
|--|-------------|----------------|-----------|------------------------|
| Strategy   | Lead Entity | Support Entity | Timeframe | Sustainable Initiative |
| Review regulations pertaining to home occupations to identify if revisions can be made to enable standards that permit more flexibility in the types of business activities and discretion in site activities. | EDC         | PZC            | M         |                        |
| Pursue technological infrastructure (Wi-Fi, 5G) to support home-based business and creative technology sectors in the Village.   | EDC         | BOS            | O         |                        |
| Support existing businesses through regular contact and networking programs to assure their growth and success.  | EDC         |                | O         |                        |
| Partner with the East Haddam Business Association and other interested community groups and non-profit organizations to identify activities and resources needed to enhance business opportunities.            | EDC         |                | O         |                        |
| Promote, update, and maintain the distribution and use of 2015 Guide to Opening a business in East Haddam.   | EDC         |                | O         |                        |
| Explore the potential for a business incubator or other support service initiatives in East Haddam to reinforce growth of small business enterprises.  | EDC         |                | O         |                        |
| Identify and recruit anchor retail uses that serve residents' commercial needs that would also promote and stimulate additional investment in the area.  | EDC         |                | O         |                        |
| Promote entrepreneurship and nurture the development of "home-grown" businesses and enterprises.   | EDC         | PZC            | O         |                        |
| Continue to support businesses in navigating requirements and timing of the local regulatory processes.  | EDC         | LUA, PZC       | O         |                        |

## Final Draft POCD

| Goal 7.7: Support East Haddam's Financial Operations   |             |                |           |                        |
|--|-------------|----------------|-----------|------------------------|
| Strategy   | Lead Entity | Support Entity | Timeframe | Sustainable Initiative |
| Identify anticipated capital needs and develop a method for prioritizing such needs in order to facilitate planning and decision-making.   | BOF         | BOS, BOE       | O         |                        |
| Identify significant increases/decreases in anticipated revenues and operating expenses and develop a method for illustrating pro forma budgets for years to come.   | BOF         | BOS, BOE       | O         |                        |
| Aggressively explore the availability of grant funding.  | BOF         | LUA, EDC       | O         |                        |
| Identify, evaluate and make appropriate recommendations concerning opportunities to increase non-tax revenues, including but not limited to fees, cost recovery charges, grants and Payment in Lieu of Taxes (PILOT) payments. | BOF         | BOS            | O         |                        |
| Increase the commercial and industrial share of the tax base while maintaining the rural character and values of the Town.   | EDC         | PZC            | L         |                        |
| Diversify the Grand List in ways that are consistent with East Haddam's fundamental values to maintain a stable and predictable tax rate.  | EDC         | PZC            | L         |                        |
| Develop and implement a plan or policy to improve communication with the Town's citizens regarding the Town's finances.  | BOF         | BOS            | S         |                        |
| Lobby both the executive and legislative branches of state government for property tax system improvements in order to reduce its negative impacts and develop a new alternative system for local government funding.          | BOF         | BOS, EDC       | S         |                        |

## Final Draft POCD

### *Appendices (to be included and weblinked in the Final Plan)*

Planning and Zoning Commission Presentations

Community Survey Results

2008 EH POCD

2004 Mobility Improvement Study for EH Village

2001 Environmental Impact & Conceptual Master Plan

EH Project Evaluation Sheet

Eightmile River Watershed Management Plan

Salmon River Watershed Partnership

Boards, Commissions, and Community Organization Links