

# West Haven CT

## PLAN OF CONSERVATION & DEVELOPMENT



adopted 6/22/2017  
effective 7/12/2017

**2017**



# ACKNOWLEDGMENTS

## Mayor

The Honorable Edward M. O'Brien

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*The City and Steering Committee would like to thank all of those who participated in the City Visioning Workshop and the City Goals & Strategies Workshop and for those who provided input to us via e-mail and during the Savin Rock Festival. We would also like to express our gratitude to the First Congregational Church and Savin Rock Conference Center for hosting the workshops.*

## Consultant



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Edward M. O'Brien  
Mayor

## Office of the Mayor

City of West Haven  
355 Main Street  
West Haven, Connecticut 06516



City Hall  
1896-1968

June 27, 2017

Dear West Haven Citizen:

It is with great pride that the City of West Haven presents this updated Plan of Conservation and Development (POCD) to help guide the next decade of progress for our City. Much has happened since our last Plan in 2004, and we are pleased to present this new Plan as our roadmap for connecting with growth trends and opportunities that are currently influencing the City. I am pleased to see new development occurring in the Allingtown/UNH area, and I am optimistic that our new train station will help attract positive redevelopment of the area around the station and, on a longer term basis, the Center area as well. And, as you can understand, we have continued to make our waterfront and our beaches a focal point of the City's future.

I am pleased that, under the leadership of Planning and Zoning Chair Kathy Hendricks, a Steering Committee of community, business and institutional leaders was able to obtain significant input from the public in the development of this plan. During the process, the community was able to participate through two public workshops and a public event connected to the Savin Rock Festival. A separate, interactive website was also established to provide updated reports of progress along the way and to receive individual comments and suggestions.

As I look at the City's future, I am confident that West Haven will be able to grow and prosper, while still building on the City's rich history and protecting our community's unique character. I thank our existing residents and businesses for choosing to live and work in West Haven— and I invite future residents and businesses to join us and enjoy the City we have come to call our home.

Sincerely,

Edward M. O'Brien,

Mayor

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# PREAMBLE

A Plan of Conservation & Development (POCD) is a guidance document that sets goals, policies, and priorities for investing in the physical, economic, environmental, and social future of a community. Connecticut State regulations require every municipality to adopt a POCD. In other states, this type of document is commonly referred to as a “Master Plan” or “Comprehensive Plan.”

Connecticut General Statutes §8-23 sets forth the requirements for a POCD. Municipalities are required to review their existing Plan of Conservation & Development (POCD) and adopt an amended or new POCD at least every 10 years. In preparing a POCD, the commission may appoint one or more special committees to develop and make recommendations for the plan. The membership of a special committee may include: residents of the municipality and representatives of local boards dealing with zoning, inland wetlands, conservation, recreation, education, public works, finance, redevelopment, general government and other municipal functions. In performing its duties under this section, the commission or any special committee may accept information from any source or solicit input from any organization or individual. The commission or any special committee may hold public informational meetings or organize other activities to inform residents about the process of preparing the plan.

The [Acknowledgments](#) section of this document includes a list of Steering Committee members that were involved in the process of developing this POCD. [Chapter 2. Engaging the City](#) identifies and describes various methods and activities that were undertaken to inform residents and other stakeholders about the process of preparing the POCD and engaging them in the development of the POCD.

# 1. INTRODUCTION

West Haven is a city of 11 square miles located in the south-central part of Connecticut, sharing a border with New Haven. It is a coastal city with a shoreline stretching nearly 3.5 miles along the Long Island Sound—the longest publicly accessible shoreline in the state. More than 55,000 people live in West Haven. It is a solidly middle-class city with a significant number of long-time residents and a growing population of new residents from different countries.

## The Place

West Haven is a community that contains within its borders the qualities and potentials of many different types of places. Its strongest identity is that of a **beach town**. The beach is the city’s most prominent and astounding physical feature, as well as one of the most legendary. West Haven is blessed with a seemingly endless, 3-plus-mile long coastline with a variety of natural and human-made landscape features. For a time in history, starting in the late 1800s and lasting about 50 years, West Haven was a popular seaside resort town—much like Asbury Park on the Jersey Shore and Coney Island in New York. While West Haven is no longer a resort town, the beach continues to be the city’s anchor. Many people live in West Haven because of the beach and for the beach. The neighborhoods near the shoreline consist of a mix of types, ages, and sizes of residences, from single-family and multi-family houses to condominium and apartment buildings.

But West Haven is not just a “beach town.”

West Haven also contains the quintessential elements of a **typical New England town**. Near the geographic center of the city is a picture-perfect town green—topped with a church with a tall steeple—surrounded on three sides by beautiful houses, commercial and institutional buildings, and, along Main Street, a grand city hall. Along the east side runs Campbell Avenue, the city’s traditional shopping street, which extends down toward the Long Island Sound to meet Captain Thomas Boulevard. Fresh, new sidewalks and curbs, decorative streetlights, banner poles, and other streetscape furnishings—combined with a redesigned intersection at Main Street that is more hospitable for pedestrians—have improved the feel and function of this town center. Adjoining



*House in the West Shore neighborhood*



*The West Haven Green*

*West Haven is a community that contains within its borders the qualities and potentials of many different types of places.*



*UNH students*



West Haven Station



Houses in Allingtown

*West Haven doesn't necessarily need to choose or favor any one identity over another. It is enriched by having many different types of places within its borders, each with its own qualities, stories, and contributions to the whole.*



A quiet day on the beach

residential streets reflect the character and charm of the architectural styles of the prior century. Rows of handsome homes, including some large Victorians, stand behind well-manicured front yards.

West Haven is an emerging **college town**. The University of New Haven has been growing by leaps and bounds in the historic Allingtown section of the city, with an enrollment of more than 6,000 students. This has stimulated new development around campus and brought new excitement and energy to Allingtown. Also, the Yale West Campus recently reoccupied the old Bayer campus at the western end of Frontage Road. These institutions attract thousands of students and faculty, their families, and visitors from across the country and around the world, in addition to having created local employment opportunities.

In the northern parts of Allingtown and beyond, the city takes the shape of a **suburb**, with garden apartments and ranch-style ranch houses built through thick woods along curvy streets and cul-de-sacs. Route 1 is a major thoroughfare that runs through Allingtown. It is a typical suburban commercial corridor lined with compact strip malls and other businesses. Like its counterparts throughout the country located in an older, "inner-ring" suburbs, this corridor is not as economically successful as it once was decades ago.

South of Route 1, Allingtown is home to several large institutional campuses, including the University of New Haven—the most visible, given its location along both Route 1 and Campbell Avenue. Tucked a bit further within the neighborhood are the campuses of the Notre Dame High School, a private Catholic day school for more than 600 boys, and the West Haven branch of the VA Connecticut Health System, a tertiary care hospital with more than 200 beds.

West Haven has recently become a **station town**. A new, modern Metro-North rail station has put the city on the map and made it much more convenient for residents to access the New York/New Haven commuter train system. The City's plan for transit-oriented development promises to shape the station area into a new neighborhood in an industrial part of the city that once was a mainstay of the city's economy, but is now nearly dormant.





West Haven doesn't necessarily need to choose or favor any one place or identity over another. It is enriched by having many different types of places within its borders, each with its own qualities, stories, and contributions to the whole. West Haven has all the makings of a "complete," thriving city.

## The People

West Haven is one of those rare cities, or so it seems in these days, where two or three generations of a family might still reside. And those that have moved away still have a fondness for their hometown. Every summer, the Savin Rock Festival draws current and former "Westies"—the colloquial name for West Haven residents—to enjoy beachside festivities and food. It is a testament to community pride and diligence that this multi-day beach festival has taken place every summer for the past 36 years. Clearly, Westies strongly identify with their city. And they come out to support local causes, neighbors in need, first responders, veterans, and its youth and high school sports teams.

West Haven is a diverse city whose residents come from and associate with various family, ethnic, and international backgrounds. The city's population has been growing gradually over the years, boosted by an expanding college student population. Overall, the population is growing older, and both anecdotal and Census data indicate that the city is not retaining or attracting many new "family-age" residents in their later 20s and 30s. A Plan of Conservation & Development does not typically address school quality in substantive, strategic ways, but it should be recognized that the quality of schools and teaching, as well as test scores, are top drivers of where families chose to live. This can have important planning implications.

The people who live in West Haven care about their city, their children and their future, and are eager for change. They know the city has many strengths and assets and sense its potential to be a more economically successful place where long-time residents, young people, and newcomers alike can lead a good life. They also recognize various obstacles and challenges that keep West Haven from evolving as a city, and they are clear about what aspects of the city are "stuck" and need special attention.



A music performance at the Savin Rock Festival

*I believe that West Haven has tremendous potential.*

— Comment from resident via e-mail



Residents at the "Big Idea Booth" at the Savin Rock Festival



The Veterans Memorial Park



## The Challenges



The vacant Debonair Beach Motel

*Despite the signs and evidence of progress in the city, West Haven appears “stuck” in some places.*



The “Big Idea Booth” at the Savin Rock Festival



The Savin Rock Conference Center & Museum

Despite the plans for and evidence of progress in the city, West Haven appears “stuck” in some places. In these places, West Haven has not adapted to economic changes. During the community engagement process, residents frequently identified the following areas of the city as deserving priority treatment.

- The Beachfront.** Economically and visually, West Haven appears most “stuck” within its beachfront, along Beach Street and Captain Thomas Boulevard. Along Beach Street several commercial properties—once home to lively, family-run businesses—now lay vacant. They went (and still go) by the names Chick’s, The Debonair, Captains Galley, and Bait & Tackle. Along Captain Thomas Boulevard near Campbell Avenue is a sizable strip shopping center that has seen better days. It stands behind a large parking lot. A new Dunkin Donuts (the city’s ninth) was recently constructed on an edge of the lot near Altschuler Plaza, adding some vitality to the site and a convenient place for beachgoers and nearby residents to pick up refreshments. At the intersection of Captain Thomas Boulevard and Kelsey Avenue are the expansive parking lots in front of the Savin Rock Conference Center and Jimmie’s restaurant. The lots are nearly empty most of the time, giving the impression of these buildings being closed or vacant. Across the street is Turk’s Seafood, one of the “old guard” of family-run restaurants, dating back to 1939, which is still open for business. It, too, has a large parking lot that is usually underutilized.
- Route 1.** What to do about Route 1? A major thoroughfare, the disorderly and tired look and feel of Route 1 in West Haven paints an unfavorable picture of the city. A four-lane urban arterial, Route 1’s purpose is to deliver traffic from collector roads to expressways and between urban centers at a high level of service. This conflicts with the use of land along Route 1, which is virtually all commercial. Curb cuts in close proximity to each other line the roadside, creating precarious turning movements. Route 1 is also a bus route, yet people walk through the corridor and wait for the bus with few amenities to promote pedestrian safety or comfort. The



narrow dimensions of the parcels along Route 1 prevent the larger-scale of development that one might see in parts of Route 1 in other towns.

- Downtown.** While it has all the ingredients of a wonderful downtown, this part of the city feels “stuck” because it often lacks a critical element: people. Its sidewalks are very quiet during the day (and at night). Furthermore, one of the most prominent buildings, located right smack in the middle of in downtown where Silver’s Drug Shop used to be, is vacant. Recent streetscape and intersection improvements, in addition to programming on and along the Green, including farmer’s markets, food trucks, summer concerts, and various festivals are beginning to bring life into Downtown. But what will give Downtown the spark it needs to initiate its transformation into a thriving destination that draws people from throughout the city and the region?

There are other parts of West Haven that have successfully reinvented and adapted to economic changes or are on their way to doing so. For these places, the city’s main challenges are: to connect them physically, economically, socially, and/or cognitively with other parts of the city and to shape these places in ways that are appropriate for West Haven’s natural and built environment.

- Train Station Area.** A vision plan for transit-oriented development is in place for the area around the West Haven Metro-North Rail Station, and new TOD zoning regulations have recently been adopted. Making connections, both physical and cognitive (i.e., in people’s minds), between the train station and downtown—and, for that matter, between the train station and the beach—is very important. The distance between the train station and downtown is approximately three-quarters of a mile, which is farther than most people will want to walk. Streetscape and crossing improvements along parts of Saw Mill Road up to Main Street, along with new sidewalks along Main Street, have contributed to a more comfortable and safer walking environment. What more needs to be done to solidify connections between the station and downtown?



Route 1

*We need  
to raise the  
bar!*

- Participant at City Visioning Workshop



The streetscape along Campbell Ave in downtown



Walking toward Saw Mill Road from the train station



The Allingtown Community Center, Senior Center & Public Library



Frontage Road, leading to the Yale West Campus

- **Allingtown.** Allingtown is one of the most quickly evolving places in West Haven today. The expansion of the University of New Haven (UNH) and its growing student enrollment has attracted real estate development projects that will bring new forms and types of living, shopping, and dining to West Haven. While generally catering to the college population, the projects will unveil amenities that will also attract local residents. West Haven should explore connections with UNH’s expansion and adjacent real estate development to meet the needs and aspirations of Allingtown’s residents in mutually beneficial ways. Furthermore, transit connections must be improved between Allingtown and other parts of West Haven.
- **Yale West Campus/Frontage Road.** The Yale West Campus has revived the former Bayer campus located at the western end of Frontage Road. Its focus is innovative and cross-disciplinary research and learning, particularly in the sciences. The Yale West Campus has resulted in significant cross-circulation from New Haven. To facilitate transportation connections, a route along Frontage Road is being designed to support bicycle circulation between the campuses in New Haven and West Haven. The potential for economic connections between the Yale West Campus and the Frontage Road industrial corridor and associated streets should be explored.

### The Goal

In short, this plan—to the extent possible given the comprehensive nature of a Plan of Conservation & Development—aims to help West Haven evolve as a city and thrive economically, providing a better quality-of-life for its residents and making it an attractive place in which to live, work, learn, shop, dine, play, and relax.



## The 2004 Plan

The *2004 Plan of Conservation & Development* is West Haven's prior citywide plan. The following is a concise assessment of its positive attributes and areas for improvement.

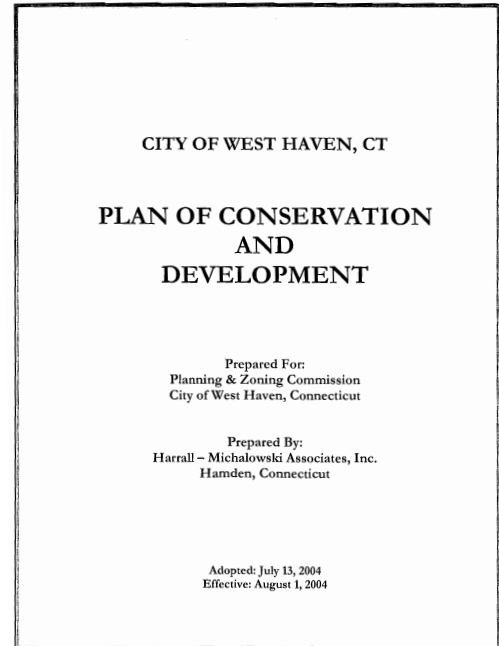
The positive attributes of the 2004 Plan include:

- Thorough and comprehensive.
- Clear goals and objective; some achieved, and many still appear valid today.
- Special, detailed sections for Downtown and Future Train Station Area Development, which have laid the foundation for the planning initiatives and investments which have taken place since 2004.

Areas of improvement include the following:

- Minimal description of public engagement process and outcomes.
- Does not convey a sense of who the people of West Haven are and what their core values, goals, and priorities were at the time.
- Does not provide a sense of what is West Haven "about" in terms of its strengths, assets, and challenges.
- Provides a range of recommendations in various categories, but does not identify the most important priority strategies and actions among all of them.

The 2016 Plan will provide a description of the public engagement process; convey a sense of who the people of West Haven are, in addition to their core values, goals, and priorities; provide details on West Haven's strengths, assets, and challenges; and clearly prioritize recommendations and strategies.





*To more effectively organize and communicate recommendations and priorities, this plan is organized by geography, or place, by connections among those places, and by citywide themes or issues*

## Structure of this POCD

The 2004 Plan, as is typical with many POCDs and master plans, is organized into topical areas such as housing, transportation, open space and recreation, natural resources, etc. (with the exception of the special sections on Downtown and the Future Train State Area Development). To more effectively organize and communicate recommendations and priorities, this plan is organized by geography, or place, by connections among these places, and by citywide themes or issues. Furthermore a “typical” POCD might treat each topic with equal weight. This POCD is organized so that the higher the priority of a topic for the future of the city, the more substantive the treatment.

The part that is organized by geography, or place, is called **Planning for Places**. The part that is organized by connections among those places is called **Making Connections**. The part that is organized by citywide themes or issues is called **Topical Plan Elements**.

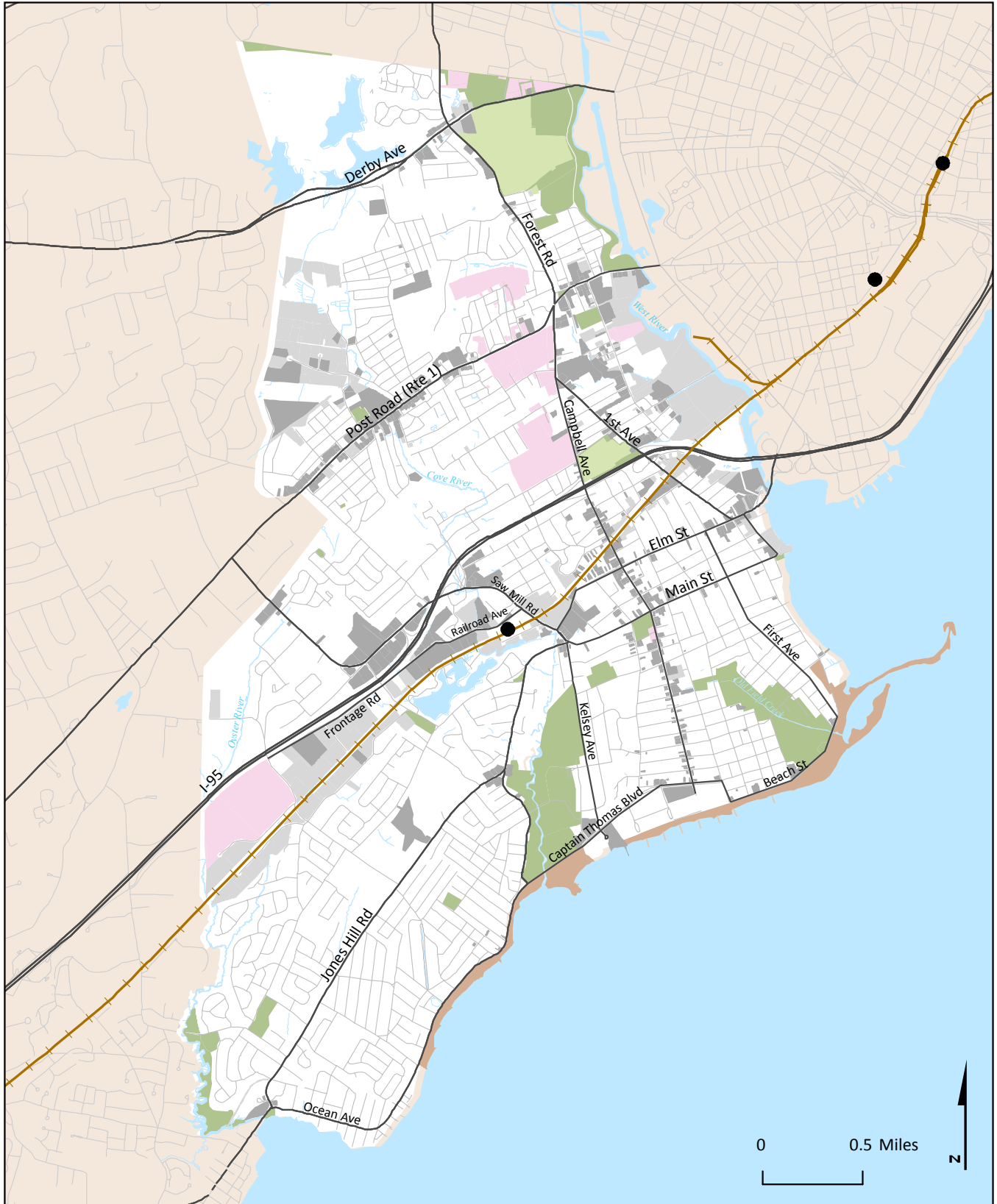
## State POCD Requirements

While this plan is structured in a different manner than typical POCDs, it still meets the state’s requirements from State of CT Public Act No. 07-239. Those requirements that do not fit entirely within the **Planning for Places** and **Making Connections** sections in Chapter 4 are described and addressed in the same chapter under the heading **Topical Plan Elements**.



*The former Armstrong Tire Company building on Elm Street*

Figure 1: Structure of the City



**MAP: STRUCTURE OF THE CITY**  
 2017 PLAN OF CONSERVATION & DEVELOPMENT  
 City of West Haven, Connecticut

- Institutional Land Use
- Industrial Land Use
- Commercial Land Use
- Park/Open Space
- Cemetery
- Beach





## 2. OBSERVING THE CITY

This section provides a description of the physical form, or structure, of the city; summarizes key demographic, housing, and employment data; inventories planned and recently implemented public and private investment; highlights current and recently-completed planning initiatives; and identifies administrative and programmatic improvement efforts initiated by city government.

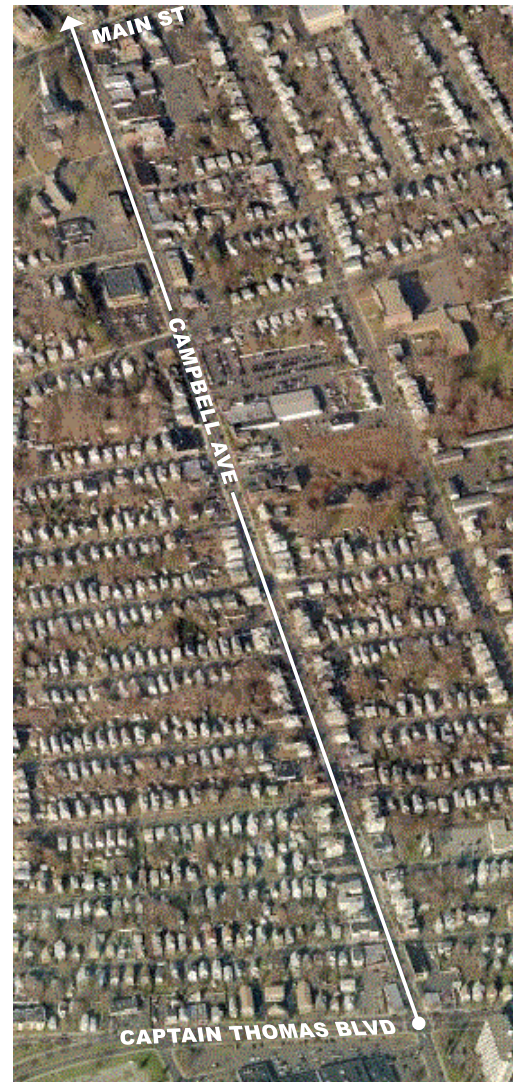
### Structure of the City

Figure 1 depicts an interpretation of the structure of West Haven. It highlights the transportation network, open spaces, and natural features that shape West Haven as a city (contour lines indicating elevation changes, an important part of the structure of West Haven, are not shown in order to keep the map legible). It shows how commercial, industrial, and institutional land uses, as well as neighborhoods, have evolved within or have been shaped by this network.

This map will serve as a basis for maps in other parts of this plan. It also can help identify or inform thinking on the following aspects of the city, among others:

- Planning areas or neighborhood boundaries.
- Relationships and connections—or lack of connections—within or between different parts of the city.
- Key connections with neighboring municipalities and important gateway areas.
- Transit routing and bicycle routes.
- The location of future land uses, including parks and open space.

For example, the map helps highlight Campbell Avenue's important role as a north/south route in the City. A streetcar used to travel along Campbell Avenue from Route 1 in New Haven down to the beach, which explains the continuous line of commercially-used land along this part of the street. While the focus has been on revitalizing the downtown section of Campbell Avenue, what can or should be done to revitalize other parts of the Avenue?

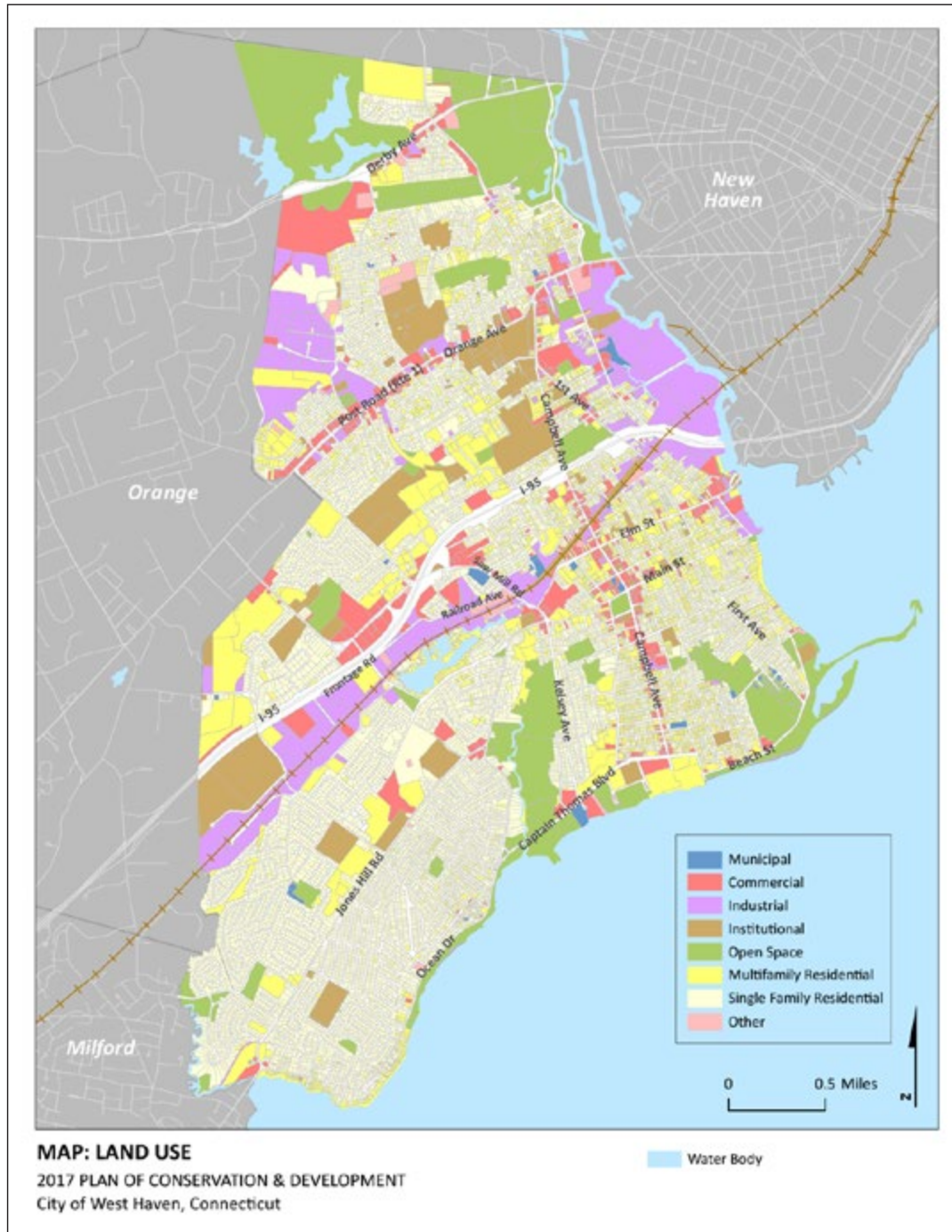


*Bird's eye view of Campbell Avenue from Main Street to Captain Thomas Boulevard (source: Microsoft Bing)*

## Land Use & Zoning

Figure 2 on page 18 is a map of existing land uses in West Haven. Parts of West Haven were developed before zoning existed, and the general framework of land use patterns exist today. Commercial land uses are most densely located in Downtown near the Green and follow the former streetcar routes north/south along Campbell Avenue and east/west along Elm Street. Factories and other industrial operations located near the rail lines. Residential homes occupy the spaces in between. Duplexes and multifamily structures are concentrated in the southeast portion of the area, close to Savin Rock and the Long Island Sound. In

Figure 2: Land Use Map



a paper titled “A Walk Through West Haven: Land Use Coordination, Homeownership, and the Origins of Zoning in an American Suburb,” Charles Dameron writes that West Haven’s housing market worked with a logical efficiency: in places near transportation nodes, where density was most valuable, West Haveners had built more densely. Builders and other market participants reserved single-family housing for lots further away from the trolley lines Rock and Long Island Sound. The spaces in between are occupied by residential housing. The zoning districts today generally continue this pattern, at least south of I-95.

Figure 3: Zoning Map





## Demographic, Housing & Employment Snapshots

This section presents and summarizes demographic, housing, and employment data and trends about West Haven and the region. Much of the data and trend information at the regional scale comes from the South Central Regional Council of Governments (SCRCOG).

### Demographic Snapshot

#### The 2004 POCD: Data from 1990 to 2000

The 2004 POCD identified several key demographic findings, and their implications:

- “West Haven has **an aging population**, with an especially high percentage of residents between the ages of 45 and 59. By 2010, these people will have aged into the 55 to 69 age bracket. As a result there will be implications [in terms of the need for] senior facilities and support services, including supportive housing.”
- “West Haven experienced a significant **decrease in residents between the ages of 25 and 34**. The population of this age cohort declined by 3,200 people between 1990 and 2000. This age group can include young workers, parents with young children, and/or first-time homebuyers.” Not mentioned in the 2004 POCD are the potential negative impacts of this on the local housing market and economy.

#### The 2016 POCD: Data from 2000 to 2014

The key demographic findings for the City of West Haven for today are, overall, much the same today as they were in 2004:

- **Steady Population; Modest Growth Expected.** West Haven has had a relatively stable population, with the state projecting four percent growth by the year 2025 (see Figure 5 on page 22).
- **Growing Student Population.** The Census counts people in their “usual residence,” which is the place where they live and sleep most of the time. This means college students are captured in Census population counts. UNH’s impact in terms of its growing student enrollment is clearly captured in the charts in this section of the plan. For example, Figure 6 shows that in 2014 the highest proportion of West Haven residents are within the 20-24 age cohort. Figure 7 shows total increase in raw numbers of people in the 15-19 and 20-24 age cohorts.
- **The “Greying” of West Haven.** The city’s population of residents between the ages of 45 and 69 increased between 2000 and 2014. Some of these may represent the aging of people who already live in West Haven, plus the addition of new residents from outside of West Haven. The largest increase within this age range was in the 60 to 64 age cohort.
- **The “Missing Middle.”** Between 2000 and 2010, the number of residents in the 25-34 age bracket did not recover from the large drop in population of this group between 1990 and 2000. The population of this age cohort increased by only 62 people during the last decade. Figure 7 further shows the change in population by age cohort between 2000 and 2014. West Haven lost a sizable number of people between the ages of 25 and 44.



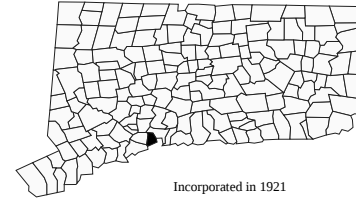
Figure 4: West Haven "Town Profile"

# West Haven, Connecticut

CERC Town Profile 2016 *Produced by The CT Data Collaborative*

**City Hall**  
355 Main Street  
West Haven, CT 06516  
(203) 937-3510

*Belongs To*  
New Haven County  
LMA New Haven  
South Central Economic Dev. Region  
South Central Connecticut Planning Area



## Demographics

### Population (2010-2014)

	Town	County	State
2000	52,360	824,008	3,405,565
2010	55,564	862,477	3,574,097
2014	55,290	863,148	3,592,053
2020	56,739	898,514	3,702,469
'14 - '20 Growth / Yr	0.9%	0.8%	0.9%

	Town	County	State
Land Area (sq. miles)	11	605	4,842
Pop./Sq. Mile (2010)	5,143	1,428	742
Median Age (2010-2014)	36	40	40
Households (2010-2014)	20,463	327,086	1,356,206
Med. HH Inc. (2010-2014)	\$49,993	\$61,646	\$69,899

### Age Distribution (2010-2014)

	0-4		5-14		15-24		25-44		45-64		65+		Total	
Town	3,286	6%	6,835	12%	9,045	16%	14,591	26%	14,391	26%	7,142	13%	55,290	100%
County	46,731	5%	105,014	12%	122,258	14%	219,571	25%	240,617	28%	128,957	15%	863,148	100%
State	194,338	5%	452,157	13%	489,981	14%	892,275	25%	1,032,223	29%	531,079	15%	3,592,053	100%

### Race/Ethnicity (2010-2014)

	Town	County	State
White	29,479	569,982	2,508,360
Black	12,190	109,755	365,871
Asian Pacific	1,918	32,080	145,842
Native American	5	214	1,105
Other/Multi-Race	4,643	70,175	282,094
Hispanic (Any Race)	10,647	137,844	512,795

	Town	County	State
Poverty Rate (2010-2014)	13.2%	12.7%	10.5%

### Educational Attainment (2010-2014)

	Town	County	State	
High School Graduate	12,914	36%	677,887	28%
Associates Degree	2,323	6%	180,321	7%
Bachelors or Higher	7,665	21%	908,551	37%

## Economics

### Business Profile (2014)

Sector	Units	Employment
Total - All Industries	936	15,152
23 - Construction	82	573
31-33 - Manufacturing	45	1,054
44-45 - Retail Trade	130	1,469
62 - Health Care & Social Assistance	74	1,413
Total Government	20	4,393

### Top Five Grand List (2014)

	Amount
United Illuminating Co.	\$28,631,400
Southern Connecticut Gas - UIL Holdings	\$12,940,990
Walmart Real Estate Business Trust	\$10,927,000
West Haven Property Development	\$8,890,000
Cisco Systems Capital Corp	\$8,095,070
Net Grand List (SFY 2013-2014)	\$2,800,061,014

### Major Employers (2014)

Va Medical Ctr-West Haven	Bayer Healthcare Phrmctcls
Veterans Affairs Connecticut	University of New Haven
Elm City Livery Inc	

## Education

### 2013-2014 School Year

	Grades	Enrollment
West Haven School District	PK-12	5,950

### Pre-K Enrollment (PSIS)

	2011-2012
West Haven School District	100

### 4-Year Cohort Graduation Rate (2013-2014)

	All	Female	Male
Connecticut	87.0%	90.0%	84.0%
West Haven School District	73.0%	78.0%	68.0%

### Connecticut Mastery Test Percent Above Goal (2013)

	Grade 3		Grade 4		Grade 8	
	Town	State	Town	State	Town	State
Reading	43.2%	56.9%	46.5%	62.7%	60.4%	76.3%
Math	45.4%	61.6%	47.0%	65.4%	36.7%	65.2%
Writing	45.7%	60.0%	53.2%	63.1%	52.5%	67.3%

### Rate of Chronic Absenteeism (2012-2013)

	All	K - 3	4 - 8	9 - 12
Connecticut	11.5%	8.9%	9.0%	16.9%
West Haven School District	16.5%	15.6%	18.2%	15.4%

Figure 5: Total Population of West Haven by Year

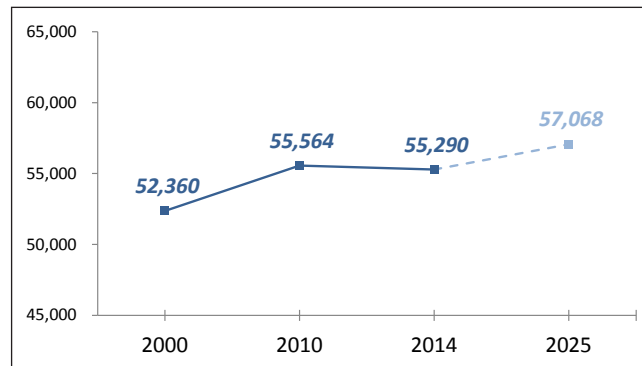


Figure 6: Comparing the Population of West Haven by Age Group in 2000 vs. 2014

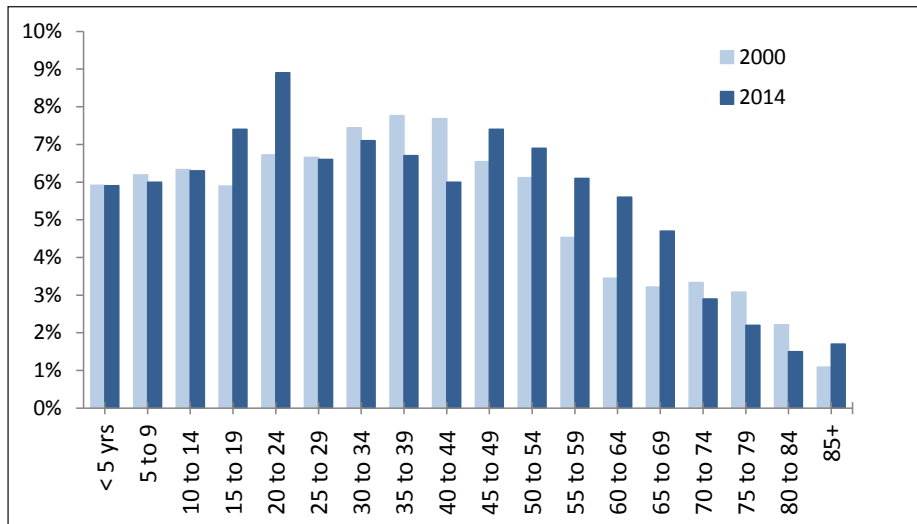
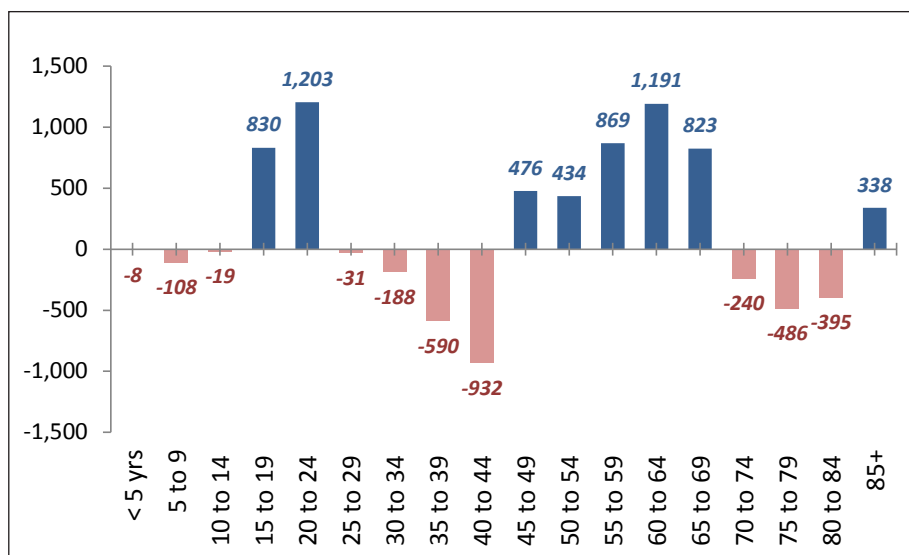


Figure 7: Population Change in West Haven by Age Cohort from 2000 to 2014



**The Regional Picture**

SCRCOG reports that, within New Haven County and statewide, out-migration has been outpacing in-migration for several years. Both out-migration and in-migration declined between 2005 and 2011. However, the population within the South Central region increased by 4.1% between 2000 and 2012 and is projected to grow with an additional 20,000 residents between 2015 and 2025.

West Haven is certainly not alone in facing some of the demographic trends highlighted on the previous pages. The South Central Region (see Figure 8 for map of municipalities within this region) and the state as a whole is facing an increasingly aging population. The 50-54 age cohort is the most populated in the region and will be reaching closer to retirement age in another decade (see Figure 10). The shapes of the two age pyramids are similar. They both narrow starting at the age cohorts that include the 30s and then start to broaden again in the 40s.

Compared to the other municipalities in the region, West Haven’s population has the second youngest median age, next to New Haven (see Figure 9 on page 24). The presence of large universities in both West Haven and New Haven, in part, contributes to a lower median age. The populations of Guilford and Branford have the highest median age, at 48 years.

Figure 8: South Central Connecticut Municipalities (shaded green)

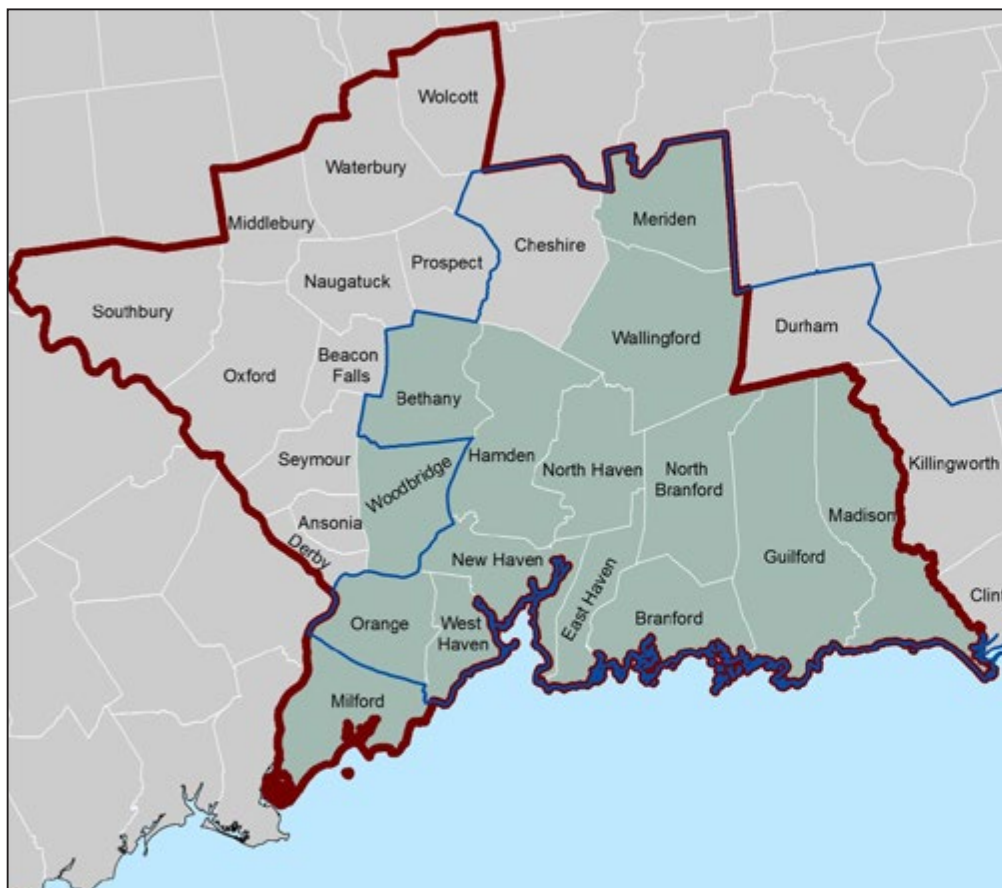


Figure 9: Median Age of Residents in South Central CT Region Municipalities (2014)

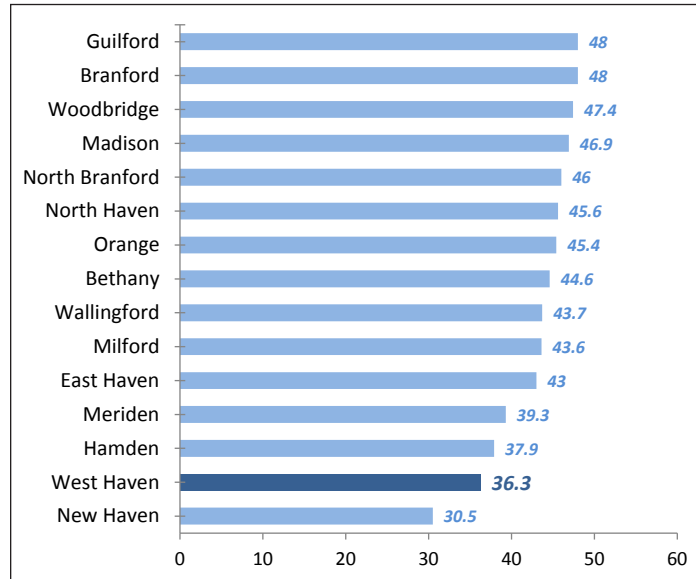
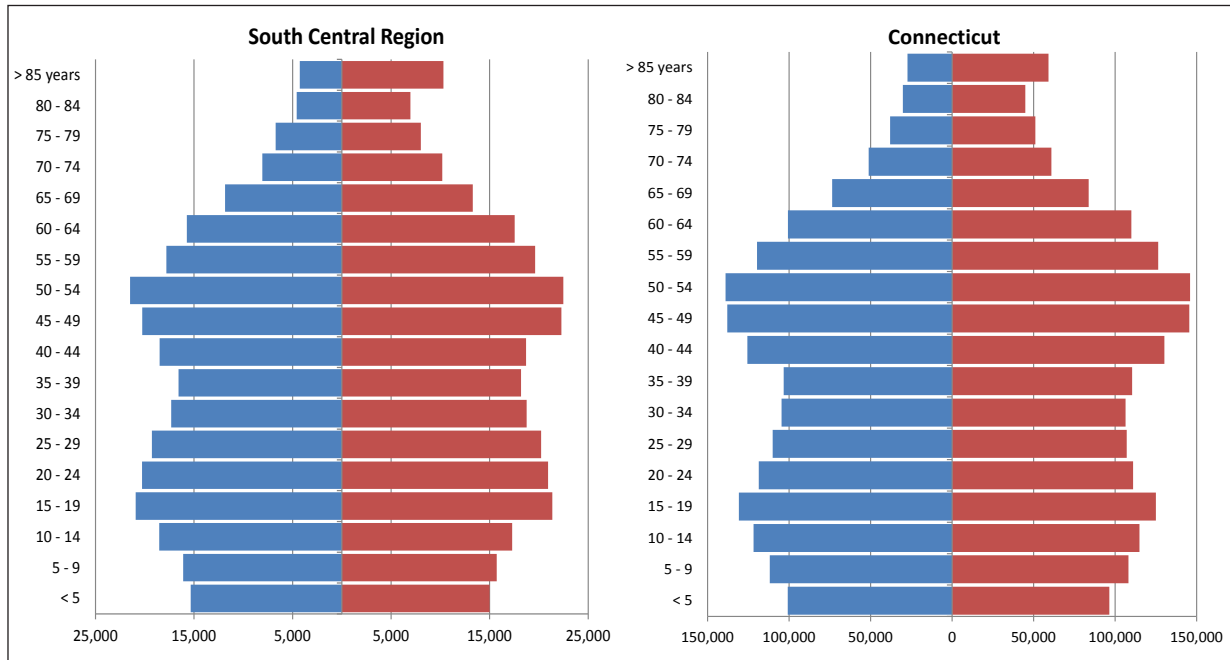


Figure 10: Age Pyramids for the South Central Region and Connecticut (2013)







## Housing Snapshot

Basic housing characteristics of West Haven are shown in Figure 13, which is an excerpt from the 2015 *Housing Data Profiles* for West Haven, produced by the Connecticut organization Partnership for Strong Communities.

- **Housing Mix.** West Haven offers a mix of housing types, sizes, and styles. The city offers single-family houses as well as apartments and condominiums in multifamily buildings and complexes. More than half of its housing stock is owner-occupied, and 40% is renter-occupied. And the city has a significant portion of “long-timers”; more than one-third of the city’s residents moved into their place of residence at least 25 to 30 years ago (see Figure 15 on page 29).
- **Age & “Competitiveness” of Housing Stock.** Under the heading “Year Built,” the excerpt indicates that the city has experienced very little new housing construction or redevelopment activity within the past 25 years. Of course, West Haven is virtually built-out, so there is little space available space for new housing development on open land. Nearly 30 percent of the city’s housing stock was built before 1939, more than 40 percent between 1940 and 1969, and 26% between 1970 and 1989. Many of these houses may require significant reinvestment in basic systems and roofs. Then, in order to be competitively marketable and realize maximum appreciation for owners, the interiors—the kitchens, bathrooms, etc.—typically need to be updated to modern tastes and preferences. Such investments might be beyond the means of the average homeowner or landlord in West Haven. Furthermore, if a homeowner were to invest in such updates, he or she may not be able to sell the house at a price point that offers a favorable return on investment. For prospective homebuyers that have the means, there are newer and larger homes—with modern interiors, furnishings, and other amenities—in neighboring municipalities. On the other hand, the lower home prices of West Haven make homeownership more possible for people and families who cannot afford the newer and larger homes. West Haven is one of the few places left where one can buy a house with beach and water views for less than \$300,000.
- **Population Change & Housing Demand.** Looking at population change can provide some insight into demand for both rental and for-sale housing within the region. Figure 16 on page 29 indicates that the population within certain census tracts within Milford and Orange has grown significantly. It also shows that one census tract in West Haven, which corresponds with the location of the University of New Haven, has increased in population significantly.
- **Cost-Burdened Homeowners & Renters.** The Partnership for Strong Communities notes that housing is expensive in West Haven relative to its median household income (which, according to Figure 4 on page 21, is nearly \$50,000). Nearly 60% of renters and 50% of homeowners spend more than the thirty percent “standard threshold” of their income on housing. Statewide, approximately 50% and 35%, respectively, spend more than the thirty percent threshold. The proportion of homeowners vs. renters has stayed steady over the past 10-15 years.



### Affordable Housing

A municipality must consider its affordable housing needs when preparing its plan of development, which may include strategies for addressing those needs (CGS § 8-23). Additionally, the law authorizes a municipality to regulate zoning within its boundaries and those regulations must encourage the development of housing opportunities, promoting housing choice and economic diversity, including housing for people with low- and moderate-incomes (CGS § 8-2).

The West Haven Housing Authority (WHHA) is the agency that is charged with providing and enhancing affordable living opportunities for individuals and families with the greatest housing needs. This includes seniors and disabled people living on fixed incomes, homeless veterans, and families with low incomes. Figure 11 is a list of housing developments managed by WHHA, which also manages the city’s Section 8 Housing Choice Voucher program. WHHA administers more than 1,000 Section 8 housing vouchers.

Figure 11: West Haven Housing Authority Managed Housing

Name	Address	Type	# of Units	# of Bedrooms and Quantity	Building Type
<b>Morrissey Manor Apartments</b>	15 Bayshore Dr.	Elderly/ Disabled	126	Efficiencies: 15 1BR: 105 2BR: 6	Row
<b>Spring Heights Apartment</b>	23B Glade St.	Family	100	1BR: 22 2BR: 46 3BR: 26 4BR: 6	Row
<b>Spring Garden Apartments</b>	55 Glade St.	Elderly/ Disabled	38	1BR: 38	Row
<b>Surfside Apartments (High Rise)</b>	200 Oak St.	Elderly/ Disabled	201	Efficiencies: 141 1BR: 54 2BR: 6	High Rise
<b>Surfside Apartments (Low Rise)</b>	200 Oak St.	Elderly/ Disabled	53	Efficiencies: 53	Low Rise
<b>Union School Apartments</b>	174 Center St.	Elderly/ Disabled	34	Efficiencies: 2 1BR: 32	Walk-up
<b>John Prete Apartments</b>	1187 Campbell Ave.	Elderly/ Disabled	103	1BR: 94 2BR: 9	High Rise
<b>Meadow Landing</b>	397 Meadow Brook Ct.	Family	230	2BR: 188 3BR: 42	Row

The West Haven Housing Authority purchased the old Thompson School in 2016 and plans to convert the building into a 56-unit complex for elderly, disabled and veteran residents.

The Affordable Housing Land Use Appeals Procedure requires municipalities with less than 10% affordable housing to demonstrate to the court that a municipality’s rejection of a development proposal is supported by sufficient evidence in the record. Municipalities also have the burden to prove, based upon the evidence in the record compiled before them, that:

- a. The decision was necessary to protect substantial public interests in health, safety, or other matters the municipality may legally consider;
- b. The public interests clearly outweigh the need for affordable housing; and



- c. Public interests cannot be protected by reasonable changes to the affordable housing development; or the application which was the subject of the decision from which the appeal was taken, would locate affordable housing in an area which is not assisted housing, as defined in C.G.S. Section 8-30g.

If the municipality does not satisfy its burden under CGS Section 8-30g, the court will wholly or partly revise, modify, remand or reverse the decision from which the appeal was taken in a manner consistent with the evidence in the record before it. Developers cannot use the appeals procedure in municipalities where 10% of total housing units are affordable according to the definition in CGS Section 8-30g.

In developing the Affordable Housing Appeals Procedure List, the CT Department of Housing counts the following:

- Assisted housing units or housing receiving financial assistance under any governmental program for the construction or substantial rehabilitation of low and moderate income housing that was occupied or under construction by the end date of the report period for compilation of a given year’s list.
- Rental housing occupied by persons receiving rental assistance under CGS. Chapter 138a (State Rental Assistance/RAP) or Section 142f of Title 42 of the U.S. Code (Section 8).
- Ownership housing or housing currently financed by the Connecticut Housing Finance Authority and/or the U.S. Department of Agriculture.
- Deed-restricted properties or properties with deeds containing covenants or restrictions that require such dwelling unit(s) be sold or rented at or below prices that will preserve the unit(s) as affordable housing as defined in CGS Section 8-39a for persons or families whose incomes are less than or equal to 80% of the area median income.

Every year, the CT Department of Housing conducts a survey to determine the number of affordable units each municipality has and produces the Affordable Housing Appeals List. The latest data indicates that 13% of West Haven’s housing is considered affordable (see Figure 12). This exceeds the 10% requirement of the Affordable Housing Act, which means West Haven is exempt from the Affordable Housing Land Use Appeals Procedure.

Figure 12: Calculation of Affordable Housing in West Haven

Total Housing Units 2010 Census	Government Assisted	Tenant Rental Assistance	Single Family CHFA/USDA Mortgages	Deed Restricted Units	Totally Assisted Units	Percent Affordable
22,446	1,024	1,438	468	0	2,930	13.05%

Figure 13: A page from the 2015 Housing Data Profile for West Haven

2015 Housing Data Profiles | 2 West Haven

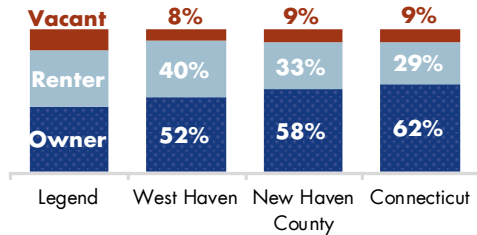
**Characteristics of Housing Stock**

Tenure

	West Haven	New Haven County	Connecticut
Total	22,645	361,726	1,486,995
Owner-Occupied	11,863	208,964	919,488
Renter-Occupied	9,012	119,049	436,361
Vacant	1,770	33,713	131,146

Source: 2009-13 American Community Survey

**Percent of Owner-Occupied, Renter-Occupied and Vacant Housing Units**



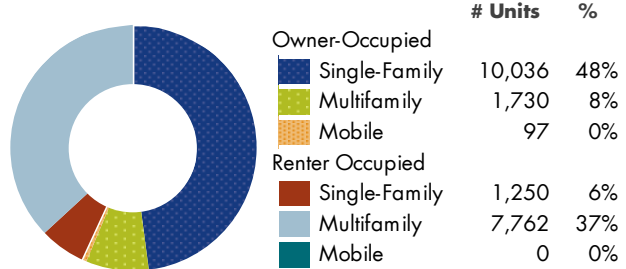
West Haven saw its number of housing units increase by 1% from 2000 to 2013. Renters live in 40% of West Haven's housing stock, compared to 33% for New Haven County and 29% for Connecticut.

Units in Structure

Overall, 67% of CT's occupied housing stock is comprised of single-family housing, while 33% is multifamily housing (2+ units in structure) and 1% is mobile homes.

In West Haven, 54% of occupied homes are single-family, 45% are multifamily (2+ units in structure), and 0% are mobile homes. Renters live in 82% of West Haven's 9,492 multifamily homes, and owners occupy 89% of its 11,286 single-family homes.

**Units in Structure by Tenure: West Haven**



Source: 2009-13 American Community Survey

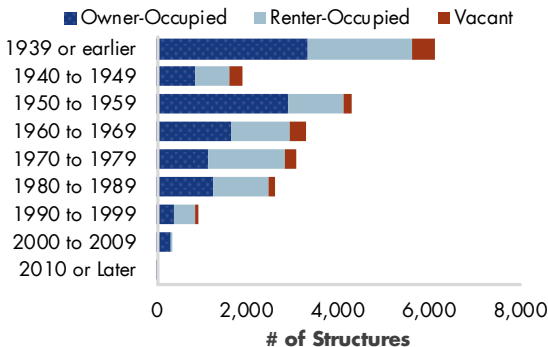
Year Built

CT's housing stock varies in age, with 23% built before 1939, 36% built from 1940 to 1969 and 41% built from 1970 on.

In West Haven, 27% of the housing stock was built prior to 1939, 42% was built between 1940 and 1969 and the remaining 31% was built after 1970. Shifting demographics indicate that housing built from 1970 on may not meet the needs of CT's current and future residents.

**Tenure by Year Structure Built: West Haven**

Source: 2009-2013 American Community Survey



Bedrooms

A majority of homes in CT have 3 or more bedrooms, with 37% having 3 bedrooms and 22% having 4 or more. 42% of the homes in the state have 2 or fewer bedrooms.

Over 48% of homes in West Haven have 3 or more bedrooms, while 52% have 2 or fewer bedrooms. Towns and cities that have larger homes with more bedrooms offer fewer housing options for younger workers or downsizing Baby Boomers.

**Housing Units by Number of Bedrooms**

Source: 2009-13 American Community Survey

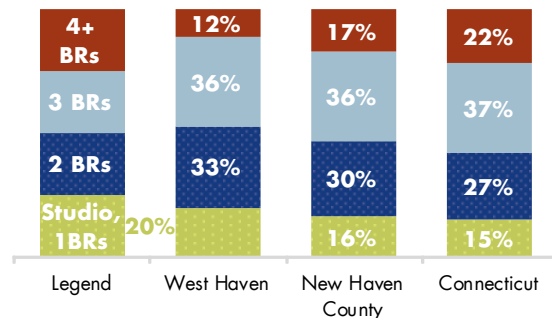


Figure 14: Year of Construction of House in West Haven

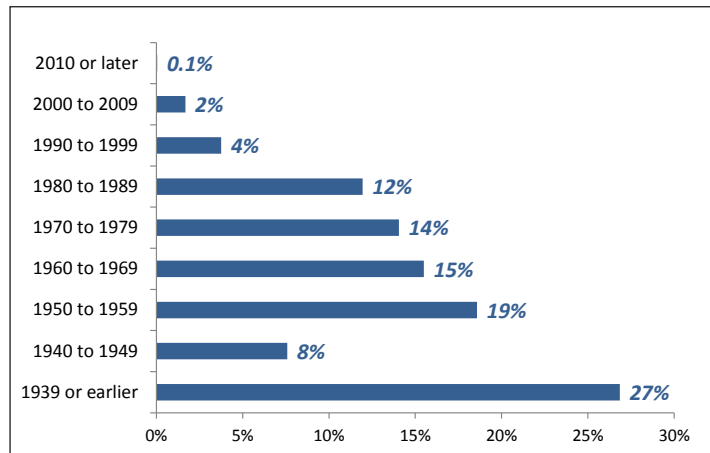


Figure 15: Year Resident Moved into Residence in West Haven

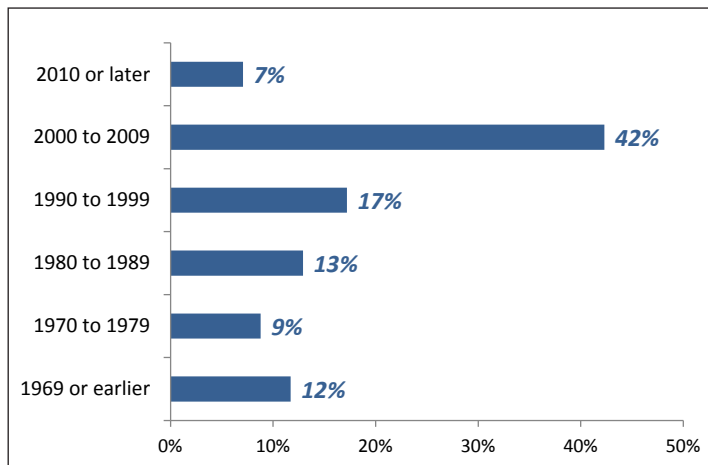
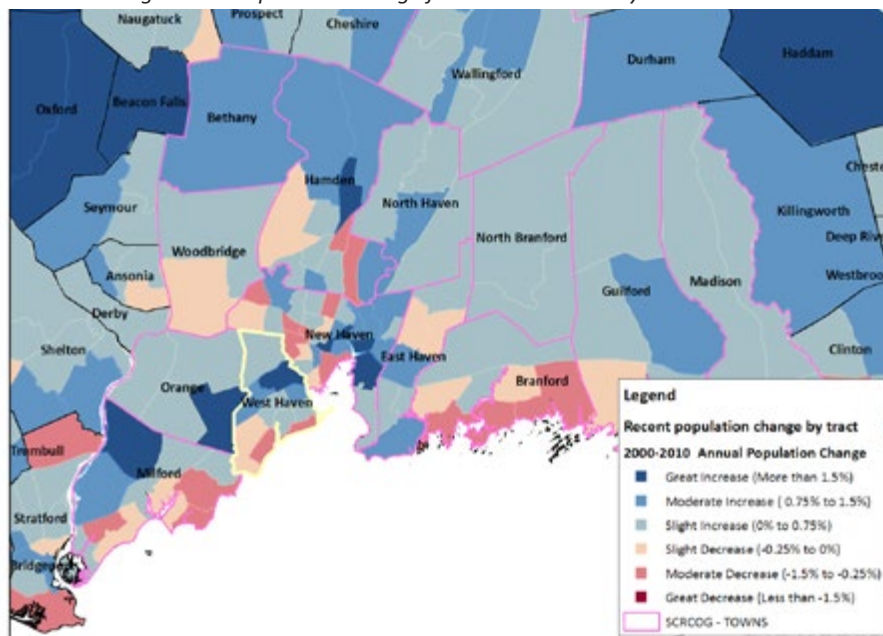


Figure 16: Population Change from 2000 to 2010 by Census Tract





### The Regional Picture

SCRCOG reports that the median home values in New Haven Metro have declined 2.0% over the past year and are predicted to fall an additional 1.0% within the next year. Foreclosures are expected to continue to be a factor impacting home values in the next several years. In the New Haven Metro area, 2.3 homes are foreclosed (per 10,000). This is greater than the Connecticut value of 2.0, but is lower than the national value of 3.81.

The median rent price in New Haven Metro is \$1,670, which is lower than the Connecticut median of \$1,745. Median monthly rental prices have risen from \$1,514 in 2011, with most of that increase occurring since 2014.

SCRCOG projects that regional market trends suggest a strengthening sector for rental properties, with that growth concentrated in New Haven and Milford. Home values and housing permits are likely to remain flat into 2016. These trends generally favor transit oriented development which is typically comprised of multiple unit housing and rental housing.

### Employment Snapshot

As of July 2016, West Haven's current rate of employment is 94.2%, which represents a 6.8% unemployment rate.

- **Where West Haven Workers Work.** According to the U.S. Census, 14% of employed West Haven residents work in West Haven (see Figure 17 on page 31). The highest percentage of West Haven workers (19%) is employed in New Haven, followed by 9% in Milford.
- **Job Growth.** Between 2004 and 2014, New Haven witnessed a 10% growth in jobs. The number of jobs in West Haven grew by 9%. Orange experienced the largest percentage job growth among the municipalities listed in Figure 18, at 11%.
- **Regional Shifts in Where West Haven Workers Work.** Between 2004 and 2014, the percentage of employed West Haven residents working in West Haven declined by 14% (see Figure 19), but increased by 15% in Bridgeport, by 7% in Stratford, and by 4% in New Haven. West Haven workers seem to have tapped into some of the job growth in New Haven, but not as much within their own city.

### The Regional Picture

SCRCOG reports that the number of jobs in the South Central region is expected to increase nearly 10% between 2012 and 2022, from approximately 365,400 jobs in 2012 to 400,600 jobs in 2022. The region's labor force will, however, likely be negatively impacted by retirements of baby boomers, with the number of 65 year old workers exceeding 22 year old workers statewide in 2022. Retiring workers are then likely to exceed the supply of new workers entering the workforce. Given Connecticut's trend towards out-migration, labor force shortages could occur in the future. Between 2001 and 2013, the region's employment shifted away from sectors such as manufacturing, information, and finance & insurance and towards health care & social assistance, educational services and accommodation & food services. The largest employment sectors in the SCRCOG region are health care & social assistance, educational services, retail trade, manufacturing, and accommodation & food services.

Figure 17: Where Residents of West Haven Work

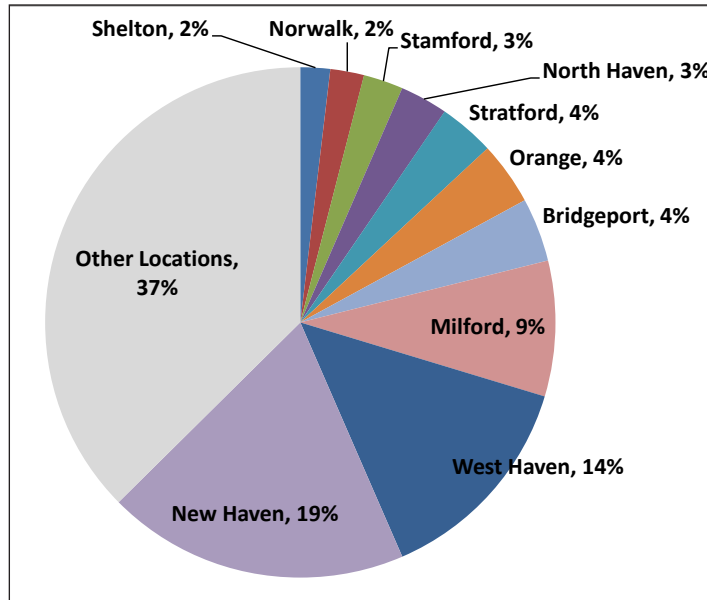


Figure 18: Change in No. of Jobs by Municipality (2004 vs. 2014)

Municipality	2004	2014	Change
New Haven	70,933	78,142	+10%
Milford	27,321	27,579	+1%
Meriden	22,370	20,468	-9%
North Haven	19,717	17,070	-13%
West Haven	12,749	13,849	+9%
Orange	9,165	10,151	+11%
East Haven	7,010	6,197	-12%

Figure 19: Where West Haven Workers Work (2004 vs. 2014)

Municipality	2004	2014	Change
New Haven	4,863	5,038	+4%
West Haven	4,215	3,626	-14%
Milford	2,373	2,263	-5%
Orange	1,192	1,050	-12%
North Haven	1,043	795	-24%
Bridgeport	921	1,063	+15%
Stratford	868	928	+7%
Stamford	708	663	-6%
Norwalk	625	562	-10%
Shelton	542	495	-9%
Other Locations	8,336	9,856	+18%



## Public and Private Investments

Figure 21 on page 34 and its corresponding text and images locate and identify significant public and private investments that have been: implemented in West Haven in the last several years, that are currently underway, or that are planned. The map demonstrates that the city has several significant private development projects underway and has made or is in the process of making public infrastructure investments supported by various levels of government. The map also is meant to underscore one of the underlying themes of the POCD, which is to “make connections” to maximize or help realize the positive impacts of each investment. Also, the impacts of public investments should be monitored. For example, what impact will the streetscape and intersection improvements in Downtown have on private investment?



*Public Investment: Streetscape Improvements along Campbell Ave in Downtown*

## Related State, Regional & City Plans

This section highlights a selection of recently-published and in-progress planning documents produced by the state, regional entities, and the city that may share topics with and/or inform the POCD.

### State Plans

#### **Conservation & Development Policies: The Plan for Connecticut (2013-2018)**

This plan is built around six growth management principles. Municipalities must note any inconsistencies with these principles when they update their respective plans of conservation and development:

- Redevelop and Revitalize Regional Centers and Areas with Existing or Currently Planned Physical Infrastructure.
- Expand Housing Opportunities and Design Choices to Accommodate a Variety of Household Types and Needs.
- Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options.



- Conserve and Restore the Natural Environment, Cultural and Historical Resources, and Traditional Rural Lands.
- Protect and Ensure the Integrity of Environmental Assets Critical to Public Health and Safety.
- Promote Integrated Planning Across all Levels of Government to Address Issues on a Statewide, Regional and Local Basis.

While there is no statutory requirement for municipal plans, regulations or land use decisions to be consistent with the State C&D Plan, municipalities and regional planning organizations (RPOs) must identify any inconsistencies with the six growth management principles set forth in the State C&D Plan. The Locational Guide map (see Figure 20) reinforces the policies contained in the text of the State C&D Plan. It establishes a set of geographic classifications and criteria for “growth-related projects” that are consistent with the text and located in a priority funding area. Among the set of nine classifications is that of “Regional Center,” which is defined as “land areas containing traditional core area commercial, industrial, transportation, specialized institutional services, and facilities of inter-town significance.” West Haven is classified as a Regional Center.

Figure 20: The Locational Guide Map from the State C&D Plan

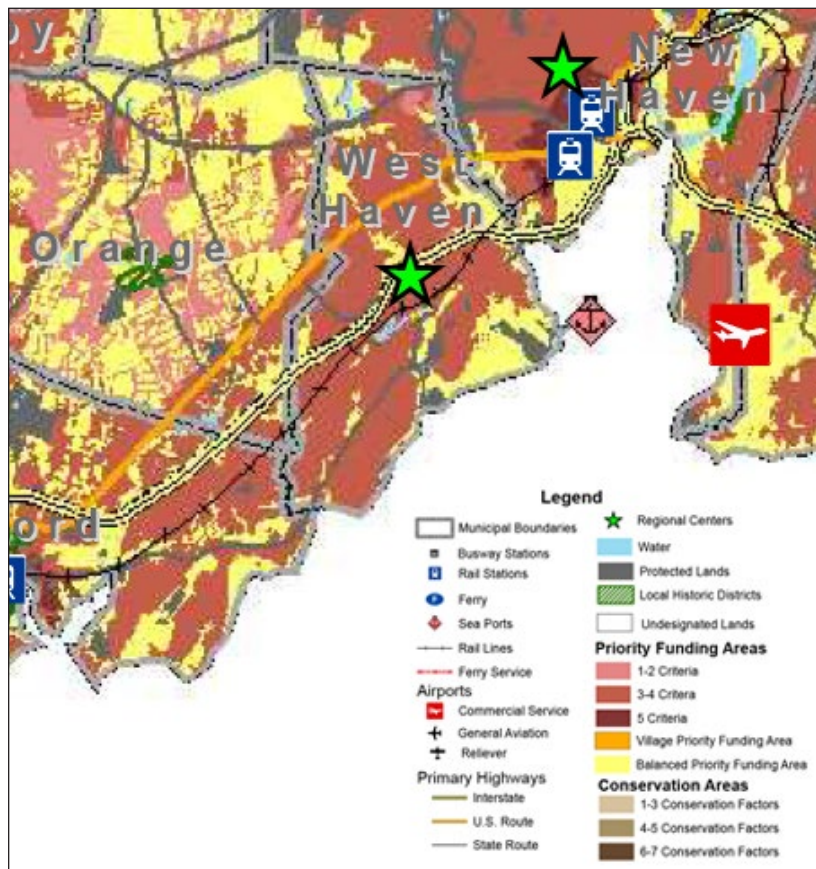
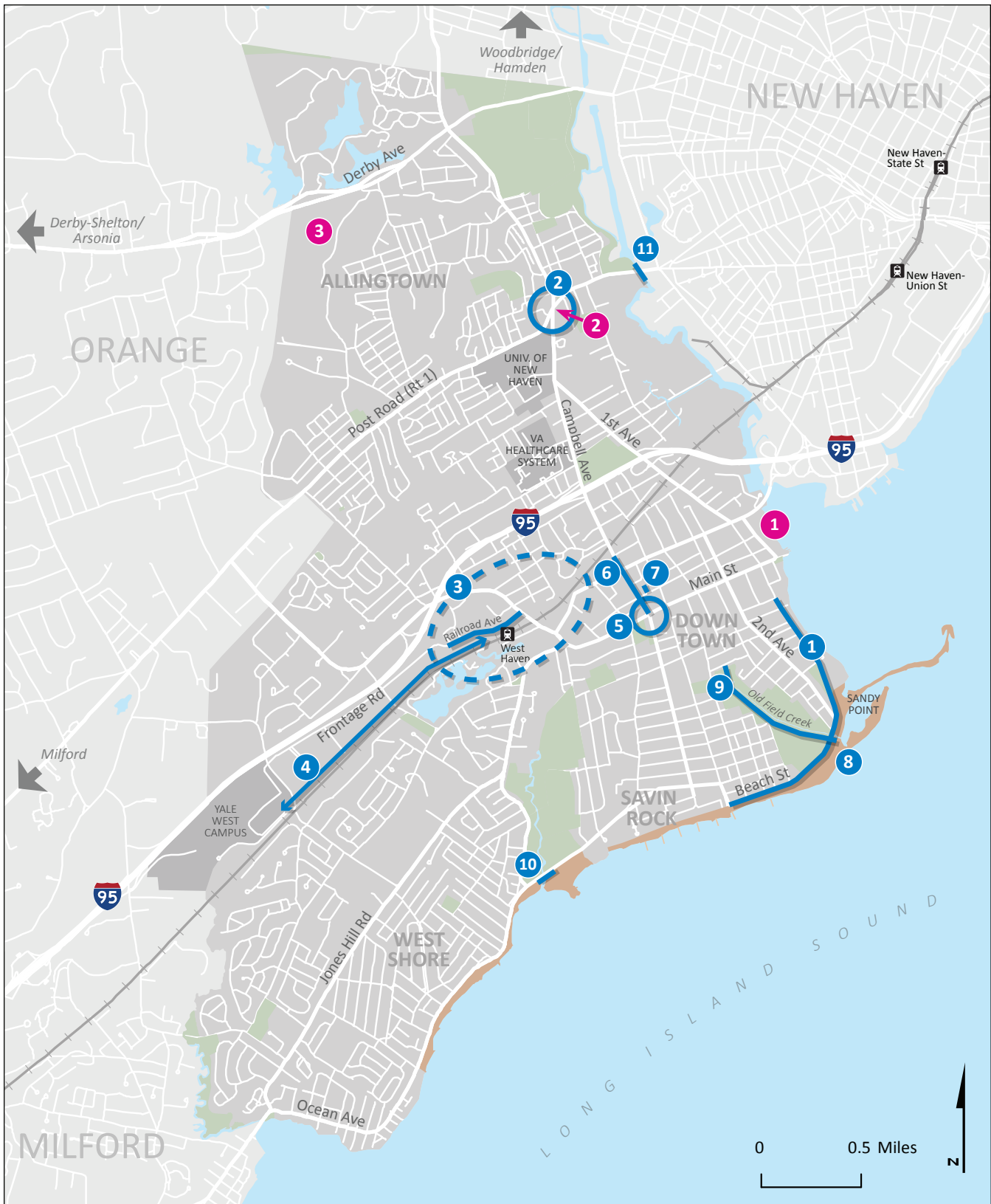


Figure 21: Recent & Planned Public and Private Investments



**MAP: PUBLIC & PRIVATE INVESTMENTS**  
 2017 PLAN OF CONSERVATION & DEVELOPMENT  
 City of West Haven, Connecticut

- Private Investment
- Public Investment
- Park/Open Space
- Beach



PRIVATE INVESTMENT

1 The Haven

High-end outlets of 60 stores, 7 restaurants, waterfront promenade and amphitheater; future phase planned.



2 The Atwood

18,000 sf of retail space and 67 residential units in first of two phase.



3 Acorn Ridge

Approx. 120 Acre Planned Village District (mixed-use): up to 1.4M sf Commercial space and 350 single-family homes.



PUBLIC INVESTMENT

1 Beach St Reconstruction

Stabilization of approx. 3/4 mile of Beach St, to provide access to the City Waste Water Treatment Plant and residences during major flood events.



2 Route 1 Safety Improvements

Alignment and traffic improvements, including a 4' shoulder for cyclists and pedestrians.



3 West Haven TOD Plan

Transit-oriented development around West Haven Station; improved connections to downtown.



4 Bicycle Path to Yale West

Bicycle facilities to provide connection from Yale West toward New Haven.



5 Campbell & Main Intersection Redesign

Repaved and repainted, pedestrian accessible ramps and call buttons.



6 Downtown Streetscape

Decorative lighting with flag hangers, distinctive paving in utility strip and conformity among streetscape elements.



7 Center for the Arts

Transform former Masonic Temple at 304 Center St into provide forum for local, regional, and national artists.



8 Beach Enhancements

Restoration of plantings, butterfly garden, osprey nest platforms, and observation deck at Sandy Point Beach & Bird Sanctuary.



9 Old Field Creek Dredging

Dredging existing creek from Marshall Street to Beach St, to alleviate flooding for nearby residents.



10 Cove River Tide Gates

Marsh restoration and regulation of water and salt intake by the Cove River.



11 West River Tide Gate Restoration

Marsh and habitat restoration by allowing water to flow in and out of the West River (previously a one-way gate lead to a change in habitat and species that live there).





## City of West Haven Plans

### Coastal Resilience Plan & Harbor Management Plan

Together, the two plans will function as the city’s principal guides for the use and conservation of West Haven’s coastal waters and waterfront resources. Both of these planning efforts are concurrent with the POCD planning process. Given one of the POCD’s areas of focus being the area near the beach, the approach and strategies will be coordinated where possible and logical.

The *Coastal Resilience Plan* will evaluate various storm adaptation options considered throughout the northeastern United States and recommend the appropriate strategies to use in West Haven. The plan will evaluate local regulations, assess shoreline protection options (traditional shoreline structures, such as seawalls, dikes, etc., and “green” options, such as beach and dune enhancement), property protection options (such as elevating and flood-proofing) and infrastructure options (protection of at-risk public facilities), among other solutions. As part of the process, the city will identify two neighborhoods for detailed study and will hold a series of workshops and public meetings.

The *Harbor Management Plan* will guide the most desirable use of the City’s navigable waters and inter-tidal areas for recreational, commercial, and conservation purposes. The City has been analyzing conditions within its Harbor Management Area (HMA) and recommending future goals and policies to guide its safe and beneficial use and the conservation and enhancement of coastal resources, such as tidal wetlands, beaches and dunes and shellfish beds. The HMA encompasses the City’s municipal jurisdiction on the western half of New Haven Harbor, near the shore of Long Island Sound, and tidal portions of the West River, Oyster River, Cove River and Old Field Creek. The plan will complement the POCD and the City’s waterfront zoning regulations by focusing on issues most pertinent to the safe, orderly and beneficial use of the waters of the HMA and the protection and enhancement of the area’s natural coastal resources and water quality.

### West Haven Transit-Oriented Development Vision Plan

This plan, which has its roots in the City’s *2004 Plan of Conservation & Development*, resulted in short- and long-term vision plans to guide development, through Smart Growth principles, within the area around the West Haven Metro-North Rail Station. The idea behind transit-oriented development (TOD) is to create compact, walkable neighborhoods whose primary attraction and driver of value is proximity to transit. The TOD vision plan for West Haven included a market analysis that revealed demand for residential and retail uses. The walkable, mixed-use, neighborhood environment and proximity to transit typically attract young professionals, a demographic segment that West Haven should attract and retain. The plan also includes recommendations for transportation in the station area and for connecting the station area to Downtown.

### Consolidated Housing & Community Development Plan

West Haven’s Community Development Administration manages the city’s Community Development Block Grant (CDBG). An Entitlement Community under the CDBG program of the U.S. Department of Housing and Urban Development, the city is must prepare and submit a Consolidated Housing and Community Development Plan every five years. The plan, which is valid until 2020, identifies cost burden as one of the primary housing problems in West Haven, for both renters and owners, and reports that it is most prevalent among the very low and extremely low income population (those earning below 50% and 30% of median family income, respectively). The plan also identified residents’ concerns through a survey. Common themes included concerns about community quality-of-life and economic vitality, and timely responses to maintenance issues. Residents also identified topics such as street and sidewalk improvements, job creation, code



enforcement, and clearance/demolition of blighted buildings. Furthermore, through discussions with City departments, social service providers and the West Haven Housing Authority, the plan concludes that public improvements and facilities is a high-priority need for many organizations and groups in West Haven. This include parks, recreational facilities, senior centers, youth centers, and street and sidewalk improvements.

### Plans of Local Institutions

#### University of New Haven Strategic Plan

Through this plan, the University communicates its intention to become a mid-size comprehensive university built on a strong undergraduate foundation, a growing graduate enrollment, and improving quality measures. The plan sets a target of growing to 5,000 full-time undergraduate students and 2,000 graduate students by fall 2021. An important element of this plan is to increase the number of undergraduate and graduate students residing on and immediately adjacent to campus from 2,568 in fall 2016 to 3,000 in fall 2021. UNH is on its way to achieving these enrollment and quality measures. The University has been featured in the Princeton Review’s 2017 Best Colleges Guidebook as one of the nation’s best institutions for undergraduate education. Only about 15% of the country’s 2,500 four-year colleges are recognized in this manner. UNH’s Tagliatela College of Engineering was rated among the top third in the country in the 2017 U.S. News & World Report rankings. As a recognized leader in experiential education, the University of New Haven employs a combination of internships, study abroad, faculty-led research, and academic service learning to prepare students to be successful in their future careers. The University is also a partner with the City of West Haven in the resurgence of the City.

#### VA Connecticut Healthcare System

The VA Connecticut Healthcare System is constructing a new, 12,000 sq. ft. psychiatric emergency room in the West Haven campus. The new building will be located adjacent to the emergency room, on what is now parking lot 3. It is also constructing a Fisher House, replacing Building #14 (see Figure 22). Fisher Houses

Figure 22: Map of the West Haven Campus of the VA CT Healthcare System





provide loved ones of VA inpatients a “home away from home” near the facility while the veteran receives treatment. The VA Hospital also has made pedestrian safety improvements over the past several years, include replacing the former diagonal crosswalks with standard, accessible crosswalks across at intersections. New stop signs will be installed with flashing LED lights and safety officers will be provided at intersections at peak times.

### Yale West Campus

Yale seeks to become the world’s most student-centered research university, a preeminent institution unified, innovative, and accessible across all schools, departments, and programs. To create a university where individuals not only work and study, but fully engage in the life of the campus, Yale aims to be an exemplar of best practices for its host cities and the world. With a growing community of over 1,500 students, faculty and staff, Yale’s West Campus has become an integral, vibrant part of Yale and a hub for innovative research spanning Health, Culture, Energy and the Environment. It aims for true convergence in research; the connecting point for Yale’s scientific focus on the challenges of human sustainability. As part of a higher education institution with a global presence, it is committed to sustainability planning and actions that forge new paths. Yale’s Sustainability Plan 2025 is based on a vision where sustainability is seamlessly integrated into the scholarship and operations of the university, including in the promotion and support of human and ecosystem health through sustainable transportation.

## Regional Plans

### South Central CT Comprehensive Economic Development Strategy

Every five years the South Central Connecticut region updates its Comprehensive Economic Development Strategy (CEDS). It is an opportunity for the region to assess the strengths and weaknesses of its economy and to develop plans of action for economic growth and job creation. The CEDS also qualifies the region for infrastructure funding from the U.S. Economic Development Administration. The CEDS notes that the biomedical and life sciences cluster employs the most people in the region, at 17% of the overall employment. It also notes that because of a statewide priority focus on biosciences, “the South Central Connecticut region is ground zero for biosciences infrastructure of skilled scientists, technicians, lab space, plus a supplier network for everything from rubber gloves to medical-waste disposal.” Much of the lab space is near Yale, the epicenter of pharmacological and medical research in CT.

*West Haven’s success is critical for the region to succeed in achieving its economic development goals.*

The CEDS presents a variety of goals and objectives ranging from creating an integrated multi-modal transportation system and implementing transit-oriented development (TOD) to attracting/retaining young professionals and incorporating arts and culture into economic development. Not only is West Haven designated a “desired growth area” by the CEDS (see Figure 23), but it is also already helping the region implement parts of the CEDS. For example, West Haven completed the *Transit-Oriented Development Vision Plan* for the station area and is currently designing a bicycle route that connects the Yale West Campus and New Haven.

The City should keep in mind that West Haven’s success is critical for the region to succeed in achieving its economic development goals. Therefore, the City should collaborate with its neighbors. And the region should support West Haven in its efforts to become a more successful place.



**South Central Region of CT Council of Government (SCRCOG) Plans**

SRCOG has published several plans that relate to or may relate to the POCD. Among them are the following:

- *South Central Region Plan of Conservation of Development* (July 2009). This plan is a general regional policy guide for conservation and development that balances higher density development in existing employment, transportation, and housing corridors with context-sensitive reinvestment in historic town centers and villages while also protecting the open spaces, forests, and agricultural lands that contribute to quality of life and sense of place. Most of West Haven is regarded as a “Regional Center” or a “Neighborhood Conservation” area (see Figure 23).
- *Transit-Oriented Development Opportunities for the South Central Region* (June 2015). This study identifies opportunities for TOD in the South Central Region by exploring regional trends and the opportunities for transit oriented development in proximity of each station area. Furthermore, this study provides an in-depth analysis around each of the existing or planned stations located in the region.
- *Long Range Transportation Plan 2015-2040* (April 2015). This plan addresses broad goals for the transportation needs of the region through 2040. It reviews, updates, and extends the timeline of the previous plan for the region and provides direction for on major transportation policy issues.
- *Job Access Study* (December 2014). Following decades of major changes in urban development patterns and in society as a whole, limited public transportation routes combined with the lack of car ownership means that many residents find it difficult to access job opportunities in Greater New Haven. This study describes the mismatch between transportation options and jobs in the region.
- *Mobility Management Study* (August 2013). Mobility management is a systems approach to managing transportation resources. It emphasizes the movement of people instead of vehicles, focusing on the needs of individuals and considering an entire trip, not just the portion on one mode or another. This study explores mobility management in the region.

Figure 23: Desired Growth Areas in the South Central Region (from the South Central CT CEDS)

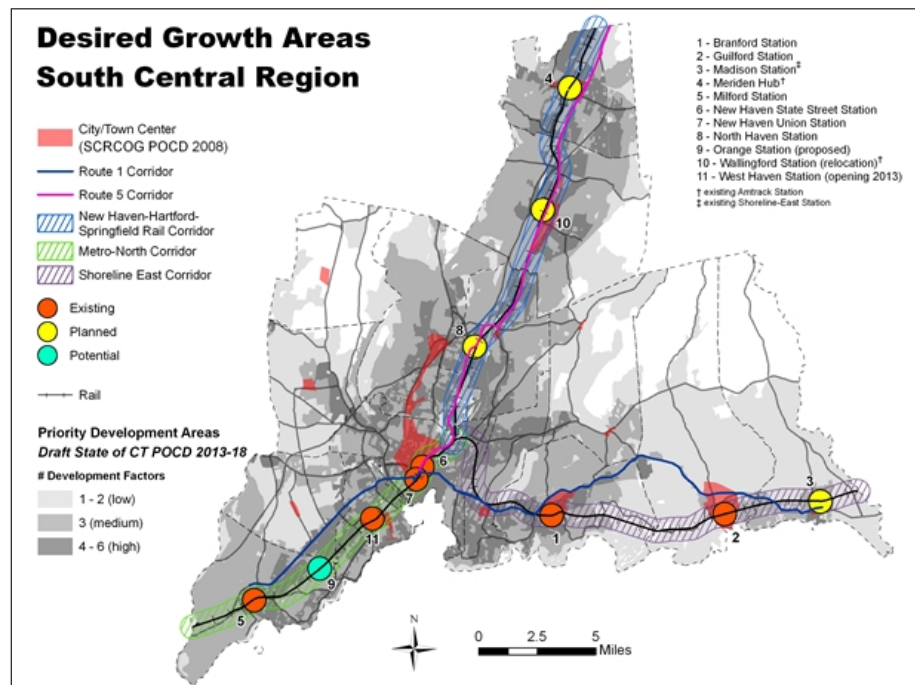




photo by Steve Wood (from Flickr, user: wonderwallwoody; licensed under CC BY 2.0)





# 3. ENGAGING THE CITY

Informing, educating, and listening to residents and other stakeholders is crucial for developing a plan for a city. However, public engagement processes can and should go beyond these actions to also include generating interest and excitement for the future and building a constituency that will support and implement parts of the plan after adoption.

## Inform, Educate, Motivate: Outreach Tools & Methods

A wide range of outreach tools and methods were utilized to inform and educate West Haven residents and other stakeholders about POCDs, the POCD planning process, and plan-related events and workshops. The website at the address [www.planwesthaven.com](http://www.planwesthaven.com) served as the main online portal for information about the project. The site contained links to, among many other things, the project FAQ sheet, a summary of the state’s legislation governing POCDs, the city’s 2004 POCD, and a list of Steering Committee members. Visitors to the website could sign up to receive automatic e-mails when the site was updated with a new posting. An e-mail address was provided through which people could contact the city’s Planning Department directly with comments, ideas, or questions.

## Building a Constituency: The POCD Steering Committee

Building a constituency starts with creating a committee for a planning process comprised of people representing the city, residents, and the leaders of several local organizations and institutions that are important to the economic and social life of a city. To this end, the Mayor convened the POCD Steering Committee (see Acknowledgments for complete list of committee members). The Steering Committee met with the City and its consultants 11 times during the planning process and were kept updated during the 14-month schedule through regular e-mail “E-Updates.” A special page on the website was set up for the Steering Committee that included the detailed project schedule, meeting agendas and summaries, and other materials.

The Steering Committee advised on topics such as public



**West Haven CT**  
PLAN OF CONSERVATION & DEVELOPMENT

FAQ: Frequently Asked Questions

- 1. What is a Plan of Conservation & Development (POCD)?**

A Plan of Conservation and Development (POCD) is a guidance document that sets goals, policies, and priorities for investing in the physical, economic, environmental, and social future of a community. Connecticut state regulations require every municipality to adopt a POCD. In other states, this type of document is commonly referred to as a “Master Plan” or “Comprehensive Plan.”
- 2. Does the City already have a POCD? Why is a new one being developed?**

The City’s current POCD was adopted in 2004. State regulations require municipalities to review their existing POCD and adopt an amended or new POCD at least every 10 years. Besides the City needing to meet the statutory requirements of the state, it is now an opportune time to plan for West Haven’s future over the next decade and create a new POCD.
- 3. What topics can a POCD address? What does a POCD actually “do”?**

A POCD can address a wide range of topics and/or geographic areas of importance to residents and other stakeholders. A POCD can provide an overall vision for a place and identify key priorities and strategies toward achieving the vision. A POCD can provide direction for the City in terms of making capital investments and revising or creating new zoning regulations. Concept plans and other visuals within a POCD can demonstrate hoped-for outcomes and generate support for certain projects. A new POCD for West Haven can provide a fresh vision for topics and areas such as (but not limited to): revitalizing downtown, beautifying the beach and improving the beachfront, pedestrian safety and bicycle accommodations, collaborating with Yale West and UNH, and rethinking Route 1.
- 4. Who will be involved in creating the POCD? Where will the key topics and “vision” come from?**

You. There are various ways in which you can participate in the planning process based on your interest, availability, and preferences.

  - *First*, to stay informed, visit [www.planwesthaven.com](http://www.planwesthaven.com). Sign up to “Follow” the site and receive periodic e-mails when the site has been updated with new information. As the planning process moves ahead, interim products and drafts of the POCD will be posted on the site for review and comment. Also, the website will be enhanced with additional features, as needed.
  - *Second*, through several public events (workshops, open houses, etc.) and a citywide survey, you will have the opportunity to provide comments, opinions, and ideas on specific topics and help set priorities.
  - *Third*, please spread the word about this planning process and [www.planwesthaven.com](http://www.planwesthaven.com) with your neighbors!



## What is Your Vision for the Future of West Haven?

### CITY VISIONING WORKSHOP

Thursday - June 23, 2016

6:30pm - 8:30pm

at First Congregational Church of West Haven  
1 Church Street



Visit the website for more details!



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

outreach and engagement, reaching local institutions and community organizations, identifying challenges and opportunities, and helping confirm priorities. The Steering Committee played an instrumental role as a sounding board for the consultants, suggesting ways to reach out to people and helping to promote the planning process and encourage people in their personal and professional networks to contribute. Steering Committee members participated in the public engagement process by participating in the City Visioning Workshop and the “Big Idea Booth” at the Savin Rock Festival. The Steering Committee commented on initial drafts of the plan structure and outline and, as drafts of the plan were produced, the Steering Committee reviewed them and provided comments and suggestions.

## Listening: The City Visioning Workshop

More than 70 residents came together at the First Congregational Church on the Green on June 23, 2016 to talk about West Haven and envision the future of City. The City Visioning Workshop represented the first major public engagement event for the City’s next Plan of Conservation and Development (POCD). The purpose of the event was to begin a conversation about West Haven—its key strengths and assets, areas that should be better and/or improved, and shared priorities for reinvesting in the City. The roundtable discussions were lively and spirited, and participants left with new connections and a sense of common ground with many of their neighbors.



Roundtable discussions taking place during the City Visioning Workshop

The workshop was structured around three questions:

- What are West Haven’s strengths or assets?
- What areas of West Haven should be better or improved, and how?
- What should be the City’s top two or three priorities?

### What are West Haven’s strengths or assets?

Across all of the round tables, groups generally responded with similar lists of strengths/assets. **The beach** and its outdoor recreation offerings topped many lists, along with the presence of **University of New Haven** and **Yale University** at the Yale West Campus. These institutions have attracted students from across the country and world and



A major asset: the beach



added employment and educational opportunities for local residents. Participants pointed to the **VA Hospital**, the largest in the state, as an important community institution and cited the community's support for veterans.

The groups identified **I-95** and the new **Metro-North rail station**, as assets that make West Haven easily accessible to the region and to the major cities of New York and Boston. Participants viewed the City's **public transit** system as an asset, but also recognized several key opportunities to improve bus routing.

The groups also identified a range of strengths and assets that are less physical and more programmatic or social in nature. These included the strong **local athletic programs**, the **cultural diversity** of residents and businesses, the **multi-generational** character of residents and families, the **variety and styles of homes**, the City's **emergency services**, and excellent **restaurants**.

Participants felt that West Haven residents generally are **civic-minded** and **charitable** and **proud** to live in their City. "Westies" tend to support one another and rally around local causes and fellow residents who need help.

### What areas of West Haven should be better or improved, and how?

As the discussions shifted to the second question, many of the major strengths and assets of the City were also noted as areas that should be better or improved. Furthermore, raising community standards and making West Haven a more beautiful city were central themes that emerged from the discussions. These themes apply to various aspects of the City, starting with the appearance of entry points into the City down to the properties along Captain Thomas Boulevard and the facilities/amenities at the beach. Participants emphasized the need to better enforce codes for property maintenance, supporting and improving the existing housing stock, and promoting homeownership instead of creating new housing.

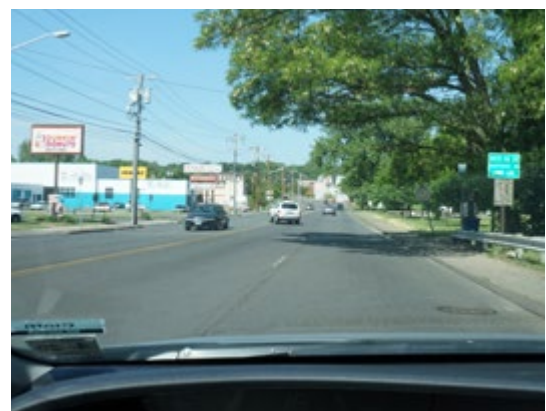
Route 1 and Downtown are two important commercial areas of the City that participants noted are not living up to their potential. Route 1 in West Haven is especially challenged in terms of its physical appearance. These areas relate to points some participants raised about improving the tax base and reducing the tax burden on residents.



*The VA Hospital*



*The Metro-North rail station at West Haven*



*Crossing the border into West Haven along Route 1*



The vacant Debonair motel on Beach Street

Participants also discussed how transportation could be improved. Roads and sidewalks need to be refreshed in certain locations. The bus system, whose routes were based largely on an old streetcar lines, needs to be adjusted to better connect the present day framework of institutions and destinations within West Haven, which includes the train station. Furthermore, pedestrian and bicycle safety and amenities need to be enhanced.

Participants referred to several other towns and cities in Connecticut and beyond, including Milford, Branford and Hampton Beach, NH.

### What should be the City's top two or three priorities?

A key outcome of the workshop discussion was a series of “big picture” priorities:

*Economic development was one of the priorities identified most frequently and as the most important.*

1. **Economic Development.** Economic development was one of the priorities identified most frequently and as the most important. Specific geographic areas mentioned by participants included the beachfront (specifically Beach Street and Captain Thomas Boulevard in addition to the city-owned and operated Savin Rock Conference Center), Downtown, and Route 1. Several groups identified the future reuse/redevelopment of the long-vacant Armstrong Rubber Company building near the train station as being a potential catalyst for economic and business development in West Haven.
2. **City Image & Appearance.** Another priority could be categorized under the topics of image and appearance. Participants indicated the need to improve the impression of West Haven among visitors, workers, and prospective homeowners—and to instill pride in its own residents as well. Groups emphasized the need for improving gateway areas into West Haven, improving code enforcement of properties and buildings, removing signs of blight, reducing vacancies, maintaining and repairing streets and sidewalks, and installing sidewalks where needed. Underlying these topics is the need to “raise the standard” in the City.
3. **Other Priorities.** Other priorities identified by individual groups included: accommodating/serving an aging population; promoting homeownership; improving



The former Captain's Galley on Beach Street



public safety; improving schools to attract new families; rethinking transit routes; recruiting businesses; activating Marginal Drive; branding and promoting tourism, arts, and entertainment; and more cooperation among political officials.

## Keep Listening: Additional Events & Surveys

The outcomes of the City Visioning Workshop represent a foundation of concerns, challenges, opportunities, and priorities on which to continue to build through additional public engagement. The results of several other events and helped provide more clarity and direction to some of the priorities that had been identified.

### Savin Rock Festival "Big Idea Booth"

To continue to promote the POCD process throughout the city and reach people where they are (as opposed to having them come to a meeting), a booth was set up at the Savin Rock Festival. Volunteers from the city, the Steering Committee, and Planning & Zoning staffed the booth during the four-day festival. They asked passersby to share a "big idea" for the future of West Haven and write it on a whiteboard. The booth included another board on which people could attach post-it notes with their idea(s) written on them.

The responses largely focused on the beach, which might be due, in part, to the Savin Rock Festival being at the beach. The following is a summary of the most frequent types of responses:

1. **More Active Recreation Opportunities.** Many of the responses were suggestions for activities that people wanted to be able to enjoy, especially at the beach. These ranged from the splash pads and swimming pools to golf courses and dog parks. While people certainly enjoy strolling, running, and biking along the beach, they want more active and/or programmed recreation opportunities. Responses also touched on more fundamental desires such as a cleaner water, a cleaner and better maintained beach/parks, and amenities such as food kiosks, recycling bins, bathrooms, lighting, and security.



The "Big Idea Booth" at the Savin Rock Festival

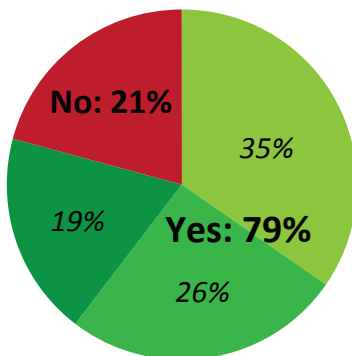


Veterans Memorial Park



*Captain Thomas Boulevard*

*Nearly 80% of respondents want to see development of parts of the waterfront area.*



*Open space near the beach*

2. **Develop the Shoreline/Beach Area.** Another frequent response was to develop the shoreline/beach area, and many of these responses identified specific vacant or underutilized properties near the beach. People want to see businesses near the beach that will create a more complete, attractive, and lively waterfront.
3. **Other Responses.** A number of responses involved the following issues both citywide and in specific areas: traffic calming, pedestrian safety, and sidewalks.

### Harbor Management Study Survey

The responses from the Harbor Management Study survey provided more context into the comments from the Savin Rock Festival—especially those involving developing the beach/shoreline. The Harbor Management Survey included both multiple choice questions and a section for providing open-ended comments on any aspect of the harbor.

One of the survey questions asked, “There are areas of our waterfront that could be developed and several proposals are under consideration. Do you agree that the City should seek to develop the waterfront?” drew 442 responses. **Nearly 80% of respondents want to see development of parts of the waterfront area.** The following is a detailed breakdown of the responses:

1. **35% of respondents indicated “Yes,”** but keeping as much open space and access for the public, including existing open space.
2. **26% of respondents indicated “Yes,”** but only in areas that were former industrial and commercial sites
3. **19% of respondents indicated “Yes,”** wherever development can happen, including on some of the existing open space/parks.
4. **21% said “No.”** They would rather see commercial development away from the waterfront.

While respondents are decidedly in favor of development, the results of this questions and others indicate that **they value the existing open spaces and the ecology of the shoreline and coastal waters.** The open-ended responses provided a clearer picture of what’s on people’s minds regarding development. Many of the responses that mentioned development indicated that **the character of**



**development should be appropriate for West Haven.** In terms of land uses, respondents largely want to see **commercial development that supports the beach**, such as shops, restaurants, a brewery/beer garden, etc.

Many of the other open-ended responses mirrored the topics that participants raised at the Savin Rock Festival “Big Idea Booth.”

### Consolidated Plan for Housing & Community Development

This smaller survey was undertaken by the city’s Community Development Administration several years ago as part of its every-five-year update of its Consolidated Plan for Housing & Community Development. The plan that ended 2015 summarized the responses to the survey. The responses generally matched the tenor of those from the City Visioning Workshop. Common themes addressed by residents in the survey included: concerns about community quality-of-life and economic vitality, and timely responses to maintenance issues. Issues of economic development, street improvements, job creation, sidewalks, code enforcement, and clearance/demolition of blighted buildings were also raised.

### E-mail Comments

Several residents e-mailed the city with their ideas and suggestions for the future of West Haven. All messages were posted on the special page dedicated for the Steering Committee. The messages shared the same tone as the City Visioning Workshop in terms optimism about West Haven’s potential. Several “big picture” points raised included the following:

- Attract young professionals to West Haven.
- Business development should be the first priority throughout the city.
- Increase positive visual experiences in the city.
- Attract more recreational visitors through park improvements, activities, arts and music.

*The waterfront should connect to downtown ... making the entire route pedestrian-friendly. This will encourage business in the center of town.*

- comment from the Harbor Management Study survey



## City Goals & Strategies Workshop

More than 50 residents came out to the Savin Rock Conference Center on October 27, 2016 for the City Goals & Strategies Workshop, the second major public engagement event for the City’s next Plan of Conservation & Development (POCD). The purpose of the event was for participants to discuss, evaluate, and prioritize the proposed goals and strategies of the POCD.

The workshop facilitator reviewed the outcomes of the City Visioning Workshop and subsequent community engagement efforts, describes the proposed structure of the POCD, and presented the proposed goals and strategies. Included in the presentation was a brief review of what a comprehensive plan such as a POCD can do:

- Establish general goals, policies, priorities, and strategic approaches for all aspects of the City.
- Recommend specific actions and future plans and projects.
- Serve as a basis for planning capital investments, securing grants, and showcasing infrastructure needs.
- A tool to market the City’s vision and attract interest and investment.
- Recommend changes to land use and zoning

The proposed goals and strategies are organized into three sections, two of which are featured below. The third section, “Topical Plan Elements” largely includes topics that meet state POCD requirements.

**PLANS FOR PLACES** are specific geographic areas in the City that represent important opportunities for **economic development**.

**MAKING CONNECTIONS** includes topics that are citywide in nature, or which serve to **connect**—economically, socially, or physically—specific geographic areas in the City and beyond.

**PLANS FOR PLACES**

- » Allingtown
- » Route 1
- » Downtown
- » Train Station Area
- » Yale West/Frontage Road Corridor
- » The Beachfront & The Beach

**MAKING CONNECTIONS**

- » Getting Around Town
- » The Image & Story of the City
- » Homes & Neighborhoods

Each roundtable had a collection of large worksheets listing the proposed goals and strategies for each area/topic with an associated box for indicating level of priority and an additional box to add comments. Participants were given extra spaces to write in additional goals and strategies. Participants were asked to focus on three topics first and, if time permitted, to continue on to the rest. The following is a summary of some of the overall outcomes of their work:





- **The proposed goals & strategies are valid and worthwhile; most ranked as “high priority.”** Participants ranked most of the goals and strategies within all of the topics as high priority and intuited the connections among various goals and strategies within specific topics. Participants did not indicate that any of the goals and strategies should be eliminated from consideration.
- **The Beachfront/Beach received the most attention, followed by Downtown, the Train Station Area, Allingtown, and Route 1.** These areas tended to receive the most focused attention from the roundtable groups, reflecting the importance of these areas to economic development and quality-of-life in West Haven.
- **The Train Station Area has significant potential to be a catalyst for economic development.** Several groups underscored the importance of reactivating the Armstrong building, which could serve as a catalyst for economic development in the City. Several participants emphasized how this will be important for attracting young professionals to live in the City, which many towns in Connecticut are currently trying to do.
- **Partner with neighboring towns and local institutions.** Several groups emphasized the importance of working in partnership with neighboring towns and local institutional partners such as UNH, Yale, and the VA Connecticut Healthcare System to implement strategies and accomplish mutual goals.

The full summary is included in the [Appendix](#).





## Public Engagement and the Structure of the POCD

The structure of a city-wide plan should be responsive, to the extent possible, to the outcomes of the public engagement process. POCDs are typically structured into broad topics such as Land Use, Open Space & Recreation, Economic Development, Circulation, and Community Facilities. While city departments might be organized in a similar manner, the responses to a city's challenges generally do not divide up so neatly. For example, revitalizing the waterfront would involve strategies that address all of the topics just mentioned. For similar reasons, the typical POCD structure is generally not well-suited for cohesively addressing priority areas or topics.

Developing an alternative structure for the West Haven POCD could start with calling out the parts of the city that residents specifically identified during the public engagement process for priority treatment and that are either already beginning to realize economic development opportunities or that have the most potential for economic development. These areas might include the following:

- The Beach
- Allingtown
- The Train Station Area
- Downtown
- The Corridors: Route 1 & Frontage Road + the Yale West Campus)

Holistically capturing economic development opportunities in these areas would require a combination of land use, design, circulation and other strategies.

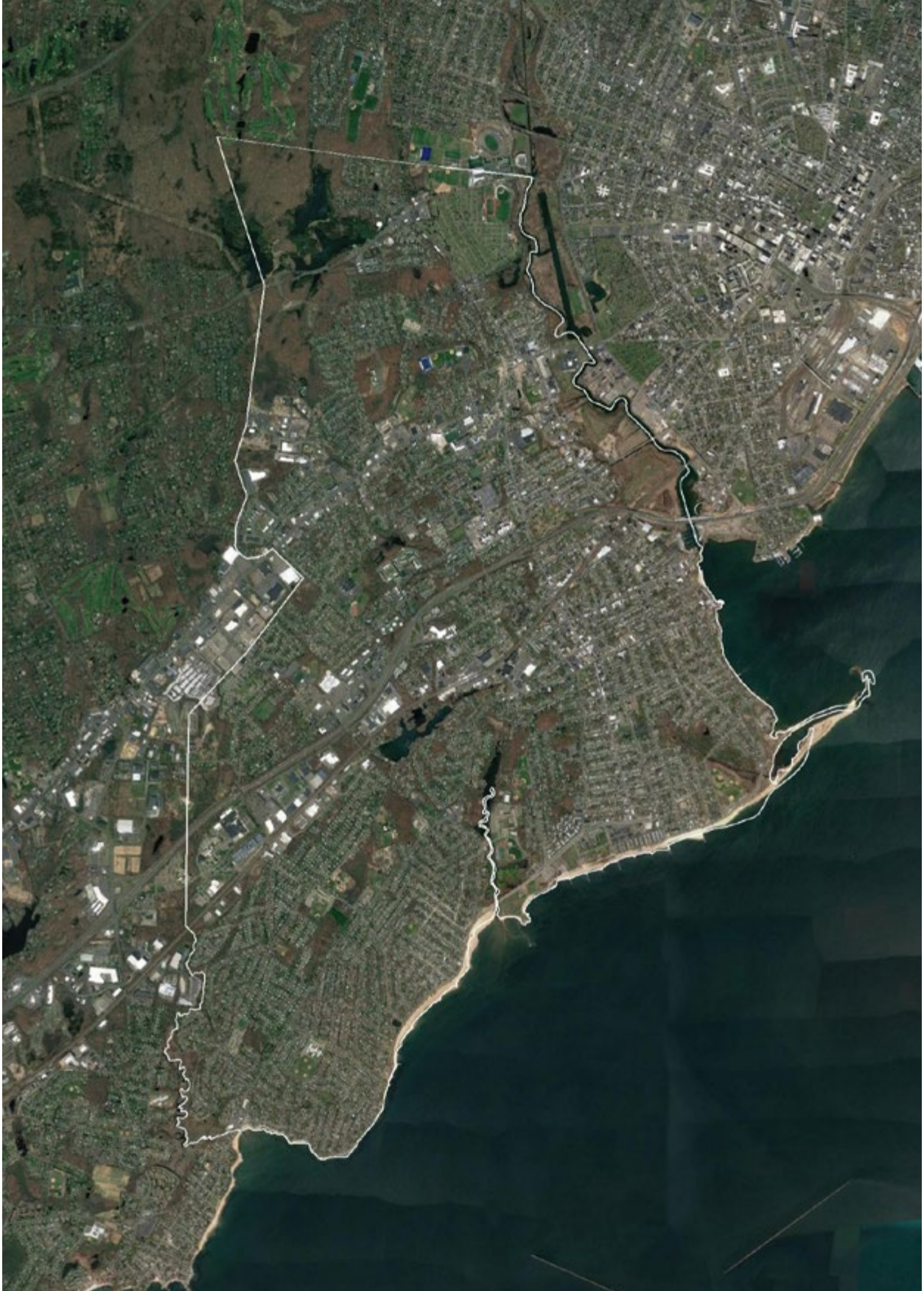
Several priority topics apply throughout the city or connect various parts of the city and region. These include:

- Mobility & Transportation
- City Image & Gateways
- Homes & Neighborhoods

To be consistent with state guidance and rules, and to address important topics in the city, the POCD will also need to adequately cover certain topical areas. These could be:

- Community Facilities
- Open Space & Recreation
- Natural & Coastal Resources
- Historic Resources







## 4. PLANNING THE CITY

### Vision Statement

*West Haven will come together in a collaborative spirit to shape the city into a more clean, beautiful, vibrant, and livable community for residents of all ages. West Haven will raise the bar on its standards and expectations to convey a positive image to the world and create an environment that supports and attracts businesses, entrepreneurs, customers, visitors, and residents.*

*One of West Haven's greatest assets, the beach, will be a key focal point for economic development efforts. West Haven will mobilize its own resources and partner with public, private, and nonprofit entities to create an economically thriving beachfront with pedestrian-friendly streets next to a clean and beautiful shore rich with active recreational opportunities, comfortable public facilities, and high-quality amenities and furnishings.*

### Introduction

This section is the most substantive part of the plan, containing goals, and Strategies. This section is divided into three categories:

- **PLANS FOR PLACES**, which focuses on specific geographic areas in the City that represent important opportunities for economic development.
- **MAKING CONNECTIONS**, which is citywide in nature, or which serves to connect—economically, socially, or physically—specific geographic areas in the City and beyond.
- **TOPICAL PLAN ELEMENTS**, which address substantive issues in the City while also addressing suggested and required elements of POCDs according to state legislation.

Within these three categories, each of the elements are organized into the following three parts:

- **Goals.** Goals are preferred outcomes policies that should guide the decisions, regulations, programs, and projects and of the City and other stakeholders that would be involved in helping achieve the Vision as narrated in the POCD. Over the next 10 years, the City and relevant departments should align their thinking and resources toward supporting these goals.
- **Strategies.** Strategies represent actionable projects that would fulfill specific goals.



## The Approach

The following broad themes and/or assumptions have guided the development of many of the strategies contained within this plan:

1. **Consider a Broad Working Definition of Economic Development.** Economic development is often focused on attracting or growing businesses and creating jobs, as it should be. However, it is often implemented only through the lens of real estate development, redevelopment, and business attraction/expansion. The economic development of a community can be product of many different factors, of which real estate activity and job growth is a measurable result. An appropriate working definition of economic development for West Haven might be: “a sustained community effort to improve both the local economy and the quality of life by building [a city’s] capacity to adapt to economic change” (George Morse and Scott Loveridge).
2. **Send Positive Signals/Images.** The city should undertake actions that improve the overall visual and cognitive impressions of West Haven conveyed to both residents and non-residents.
3. **Invite Private Investment.** No city can or should implement its vision alone; not functionally nor financially. Private sector participation and investment is critical for achieving a city’s vision. West Haven should create environments that inform and invite people and encourage them to “invest” in the city, broadly defined. Such investments should, to the extent possible, complement and/or enhance the character of the area of West Haven in which it is located.
4. **Look for Opportunities for Multiple Positive Outcomes/Impacts.** Strategies should have the potential for positive outcomes or impacts that extend beyond the physical site of an action, each potentially contributing to achieving more than one goal.
5. **Start with Economical Actions.** Short-term actions should be relatively economical in terms of capital investment; some could be funded through grants. Actions that might require a significant amount of capital investment should be considered in the mid- to long-term and, ideally, shared with private sector or other partners.
6. **Think Beyond Borders and Collaborate.** People and infrastructure do not stop at municipal boundaries. Nor do social and economic forces and public policy impacts. West Haven should think beyond its borders and collaborate with its neighbors. The city is a critical part of the region and could be instrumental in helping the region meet its economic development goals.

Furthermore, the following are several overarching goals of the plan:

- Promote economic development to attract and retain businesses.
- Promote future development efforts that provide new business, employment, residential, and recreational opportunities.
- Support quality-of-life improvements.



# *Plans for Places*

- A ALLINGTOWN**
- R ROUTE 1 / POST ROAD**
- D DOWNTOWN**
- T TRAIN STATION AREA**
- Y YALE WEST / FRONTAGE ROAD**
- B THE BEACH & THE BEACHFRONT**



## A ALLINGTOWN

Allingtown predates the incorporation of West Haven as a city. It is an area of the city that is home to several thousand residents who identify strongly with their neighborhood. With the presence of several large institutions, among them the VA Hospital and the University of New Haven—in addition to several clusters of industrial businesses—Allingtown is also a major employment hub in West Haven. As UNH expands and grows in enrollment, the city should create mechanisms to plan for and manage institutional growth. The city should support private redevelopment stimulated by UNH’s growth by ensuring its regulations are not an impediment to the forms of redevelopment already taking place. At the same time, the city should reinvest in the residential areas of Allingtown. A process should be established to hear from residents (both long-time and new) and other stakeholders; assess the neighborhood’s current conditions and needs; and prepare a neighborhood plan to guide future public, institutional, and private investments.



### Goals

1. Support UNH enhancements and investments in Allingtown and continue to collaborate and build partnerships with the university.
2. Support near-campus private redevelopment efforts.
3. Support existing businesses to improve facades and adapt to new customers and competition.
4. Engage Allingtown residents and other neighborhood stakeholders to understand and document neighborhood strengths, needs, challenges, and opportunities.
5. Preserve and/or enhance the character of residential blocks near the edges of institutional campuses.
6. Support improvements to public facilities and streetscapes and efforts to make streets more bicycle- and pedestrian-friendly, including the possibility of a pedestrian bridge over Route 1 (in coordination with CTDOT).



*The Atwood, being constructed along Route 1 in Allingtown, represents a private redevelopment project stimulated by the growth of UNH. It will contain a total of 67 apartments (a mix of studios, 1 br, and 2br units) and 15,000 sf of ground floor retail space. This form, layout, and design of development is new for West Haven.*





## Strategies

The section of this chapter called **Making Connections: Homes & Neighborhoods** includes strategies that apply generally to all residential areas in West Haven, including Allingtown. The following strategies are specific to Allingtown.

### Land Use, Development & Design Strategies

#### P-A1. Replace the Planned Residential Commercial (RCPD) Zoning District with a New District.

The RCPD District is currently too restrictive to support the contemporary forms of redevelopment that are taking place in Allingtown right now near the UNH campus. For example, The Atwood is a 4-story development with retail ground floor and apartments on upper floors that aims to capture customers and tenants affiliated with UNH and the greater city. While the project will help to revitalize this section of Allingtown and will be a positive type of development for the area, it couldn't be built under the current RCPD regulations without significant variances, an indication that the RCPD is not designed to promote redevelopment of this area. The City should replace this zoning entirely with a new district that would support such types and forms of development appropriate to a campus/neighborhood context. See **Chapter 5. Making it Work** for more detailed implementation guidance.

#### P-A2. Suggest an Area on the Land Use Plan for Preferred UNH Campus Growth.

Suggesting such an area would enable the City, UNH, and local residents to collaborate and coordinate on topics such as zoning and development, parks and open space, housing and neighborhood conditions, quality-of-life, connectivity, pedestrian safety, and parking.

The City should consider areas near the UNH campus within where the City would expect to support requests by the University to change the zoning or property to accommodate University use. Working collaboratively with the University, the City adopted a new zoning district, the Education Facilities District (EFD), in 2014. That District incorporates uses appropriate to the University's operation. An area larger than the current EFD is included on the proposed Land Use Plan, in order to recommend areas to guide the University's growth and to clarify future development patterns for neighboring uses in this area.



P-A1. The RCPD (“Planned Residential Commercial”) Zoning District is indicated on the City’s zoning map with thin red stripes over a yellow background. It is located along Campbell Ave and Orange Ave (Route 1), just east of the UNH campus.



P-A2. The University of New Haven



## Multi-Topic Strategies

### P-A3. Prepare a Neighborhood Plan for Allingtown.

The process of creating a neighborhood plan would engage Allingtown residents and other neighborhood stakeholders to formulate a plan that addresses a wide range of topics, among them:

- Parks and recreation
- Educational and community facilities
- Housing upkeep and property maintenance
- Reuse or redevelopment of vacant buildings
- Homes adjacent to commercial and industrial properties
- Street and sidewalk conditions
- Campus expansion and design/character topics near or at the edges of campus and residential blocks

State regulations permit the creation of Neighborhood Revitalization Zones (NRZs). The NRZ process provides a mechanism for local stakeholders, along with local municipal officials, to develop a strategic plan to revitalize their neighborhood. Through the NRZ, Allingtown stakeholders (e.g., residents, business-owners, the University, and City officials) could be engaged in a process for identifying steps to revitalize commercial corridors; stabilize, enhance, and reinvest in residential areas; and reduce vacancies and signs of blight.



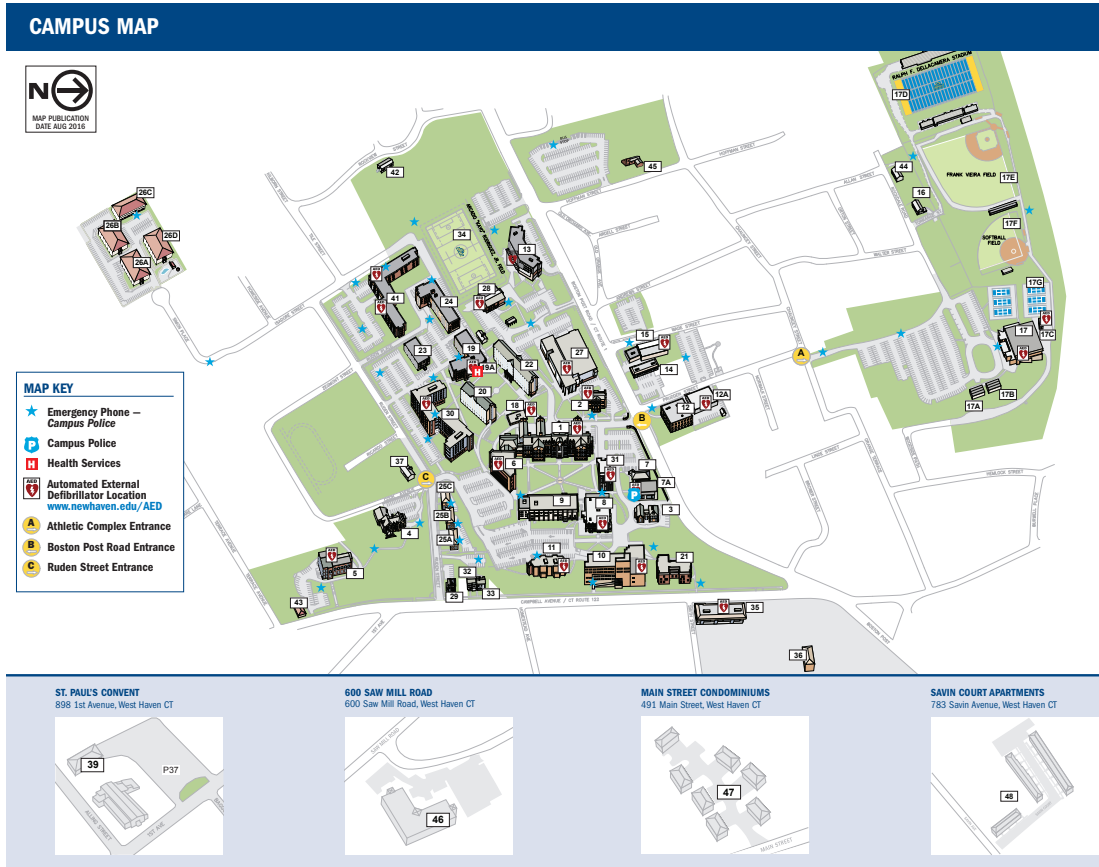
P-A3. A residential street in Allingtown.



P-A3. A playground located next to a wooded area at the end of Ashford Street.



P-A3. The former Lincoln School school building on Ogden Street, now being leased by UNH.



P-A2. UNH Campus Map



P-A3. In the Front Avenue corridor, commercial and industrial buildings are located in close proximity to residential homes—in some instances without any protective buffer.



## R ROUTE 1/POST ROAD

U.S. Route 1 is a major north–south that serves the East Coast. It runs more than 2,300 miles between Maine and Key West, Florida, making it the longest north-south road in the country. Route 1 was the primary highway connection through Connecticut until the construction of the Merritt Parkway in the 1930s and, ultimately, the construction of I-95 in the 1950s.

Route 1 in West Haven is a four-lane highway that resembles many highway commercial corridors in “inner-ring” suburban communities throughout the United States. As new suburbs developed farther out from central cities, larger-scale retail stores, malls, and restaurants were developed along highway corridors like Route 1 to accommodate these new suburban populations. However, the fortunes of older sections of these corridors, located closer to central cities, began to decline—along with traditional downtowns. Route 1 in West Haven generally follows this storyline.

The part of Route 1 that passes through Allingtown is an exception. The new Engineering & Science University Magnet School and UNH buildings present clean, fresh facades and landscapes to the road and represent larger-scale, non-commercial developments in an otherwise entirely commercial strip.

Nonetheless, the revitalization of Route 1 will be a gradual process requiring a regional approach, with close cooperation among neighboring municipalities, the Connecticut Department of Transportation, which manages Route 1, and the Greater New Haven Transit District. In the meantime, the city can lay the groundwork for redevelopment and incremental improvements in the appearance and functioning of Route 1.



### Goals

1. Encourage and support regional efforts to improve the Route 1 corridor in New Haven County, including CTDOT’s *Route 1 Bus Rapid Transit Feasibility Study*.
2. Improve the overall appearance of the corridor.
3. Improve traffic safety and circulation.
4. Improve pedestrian and bicycle safety and the comfort of people waiting for the bus.
5. Suggest the removal of utility poles and burying of utility wires underground as part of large roadway infrastructure projects.
6. Ensure appropriate/adequate buffers between commercial and industrial operations and adjacent or nearby residential properties.
7. Consider redevelopment and rezoning strategies in conjunction with potential transit enhancements.

## Strategies

### Land Use, Design & Development Strategies

#### P-R1. Reexamine the Regional Business (RB) Zoning District and Commercial Sign Standards.

The RB “Regional Business” District is a commercial zoning district designed “to provide for the large scale commercial needs of the city and the region in appropriate locations, with sufficient depth from a street to provide off-street parking and loading facilities.” This district is located in two areas of the City: along Route 1 and Route 34. The RB District promotes a form of commercial development that is largely car-centric (i.e., buildings set back far from the street with a field of parking in front and, sometimes, all around) and increasingly unsuccessful. The city should reexamine the RB District regulations and Commercial Sign Standards and consider making revisions that would lead to improvements in the look and feel of the corridor. Specific changes might include:

- a. Reducing front setbacks to bring buildings closer to the street.
- b. Permitting parking only to the side and/or rear of buildings.
- c. Reducing parking requirements and encourage shared parking.
- d. Introducing more stringent or carefully-tailored sidewalk, landscaping (including trees) and site lighting standards.
- e. Reducing sign heights and better regulating sign types, dimensions, quantities, and lighting.
- f. Revising the purpose statement accordingly.

Revisions to bulk standards, lot dimension requirements, and permitted uses should be informed by a carefully considered redevelopment strategy (see **P-R2**).

#### P-R2. Prepare a Redevelopment Strategy for Route 1.

Traveling along Route 1 is a linear experience that directs people ahead, forward, fast. The pattern of development is also linear, with a continuous stretch of businesses along both sides of the road. One strategy for redevelopment along Route 1 could involve reshaping the linear pattern of development into a more “nodal” pattern where redevelopment, public realm investments, and access management improvements are focused around key signalized intersections, where traffic connects to other parts of



P-R1. The RB (“Regional Business”) Zoning District is indicated on the City’s zoning map in light red along Route 1.



P-R1. Two views of Route 1.





the city and where cars slow down and come and to a stop (see Figure 24 on page 63). The areas around the intersections of Route 1 at Meloy Road, Tuthill Street, Farwell Street, and Fairfax Street could have the potential be reshaped into such nodes. A market analysis would help identify specific opportunities and uses that could be part of the overall redevelopment program. It could also inform potential zoning changes to bulk standards and lot dimension requirements that would support and accommodate redevelopment.



*P-R2. Aerial photo with parcel lines overlaid showing the properties around the intersection of Route 1 and Fairfax Street. Properties around signaled intersections could serve as focus areas for redevelopment along Route 1.*

## Mobility Strategies

### **P-R3. Consider Access Management Strategies.**

Access management refers to the regulation of interchanges, intersections, driveways, and median openings to a roadway. It aims to enable access to land uses while maintaining roadway safety and mobility by controlling access location, design, spacing, and operation. The City should seek opportunities to undertake access management planning and develop concepts to limit, reduce, and/or consolidate curb cuts along Route 1.

### **P-R4. Participate in Regional Transit Initiatives.**

Actively participate in the transit system study being directed by the City of New Haven and the Greater New Haven Transit District. Called “Move New Haven,” this study is focused on developing and evaluating alternative actions to improve the Greater New Haven regions’ transit system by: better connecting people with jobs, educational institutions and communities; responding to new developments and changing travel choices; increasing ridership; enhancing accessibility to destinations outside the downtown core; transforming the public transit network with a broader range of service types; and capturing the possibilities of the next generation of public transit.

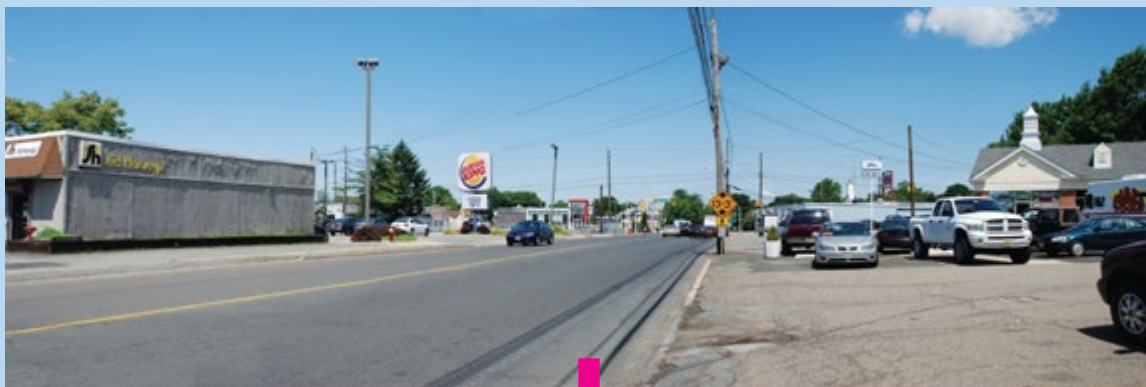
Of particular relevance to the revitalization of Route 1 are any plans for creating a bus-rapid transit (BRT) system. In fact, CTDOT is currently working on a *Route 1 Bus Rapid Transit Feasibility Study*. BRT is a

bus-based mass transit system that aims to combine the capacity and speed of subway or light rail with the flexibility, lower cost, and simplicity of a bus system. To be considered BRT, buses should operate for a significant part of their journey within a fully dedicated right-of-way to avoid traffic congestion. BRT systems offer a high-quality rapid transit experience and are gaining in popularity for their ease-of-use, fast service, and passenger amenities. BRT systems have fewer stops along routes. CTfastrak, which operates a BRT route between Hartford and New Britain has stops approximately one mile apart, as opposed to 8-10 stops per mile on a standard bus route. CTfastrak’s 10 stations include shelters with seating, bicycle racks, ticket machines, electronic bus arrival information, and maps of routes and the local area. Station platforms are raised to allow fast, level boarding. CTfastrak operates on a dedicated, bus-only roadway to speed travel. In a BRT scenario for Route 1, redevelopment efforts as described in **P-R2** could be focused around potential BRT stop locations. (Also see related strategy **M-G4** in the **Making Connections: Getting Around Town** section of this chapter.)



P-R4. Photo of a CTfastrak station

Figure 24: Photo simulation depicting commercial corridor redevelopment



The photo simulation (bottom image) depicts how the look and feel of a commercial corridor (top image) like Route 1 could be reshaped by changing the way buildings, facades, signs, and parking areas are arranged.



# D DOWNTOWN

Downtown West Haven, commonly referred to by Westies as “The Center,” has its origins in the 1700s, when farmers built a structure that served as a church and city hall on the “Commons.” This structure would eventually be replaced in the mid-1800s by the church that stands today in the center of West Haven Green. The West Haven Green Historic District, listed on the National Register, consists of the Green and the buildings surrounding three sides of the Green. Downtown evolved alongside the Green on Campbell Avenue, which was served by a trolley line. Downtown was a vibrant destination for shopping and other daily needs, but it began to decline in the 1970s, as did many traditional downtowns, as population growth transferred to newer suburban communities.

The 2004 *Plan of Conservation and Development* includes a Downtown Revitalization Plan that recommends an array of specific strategies in the areas of design, land use, parking, marketing, and management. Despite the strategies having been written more than a decade ago, many of them are still valid and merit consideration. Some of them have already been implemented. This includes the fresh, new streetscape and intersection improvements, which have improved the appearance and walkability of Downtown.

Downtown clearly possess many positive physical attributes and amenities: a picturesque green, historic architecture, a compact and walkable scale, and pedestrian plazas that link to spacious off-street parking lots. Downtown needs more people, and more businesses and other attractions that appeal to and draw more people. The revitalization of Downtown is linked, in part, to the development of the [Train Station Area](#) and the revitalization of the [The Beachfront & The Beach](#). Tying these parts together would be a direct north-south bus route within the city, connecting Allingtown, Downtown, and the beachfront (see the [Making Connections: Getting Around Town](#) section).

The strategies presented in this section involve a range of actions that, together, would set the stage for an environment that attracts customers, generates more pedestrian traffic, encourages private reinvestment, and accommodates greater volumes of people through careful attention to parking.



*The building that once contained Silver's Drug Shop is located in the heart of Downtown at the intersection of Main Street and Campbell Avenue. The redesign of the intersection has improved pedestrian and safety and comfort.*





## Goals

1. Encourage high-quality facade and sign design.
2. Engage propertyowners and businessowners in the process of revitalizing Downtown.
3. Continue to utilize the Green for community-oriented activities.
4. Continue to improve pedestrian safety and comfort at key intersections, as well as through plazas and walking routes that link to off-street parking lots.
5. Improve the visibility of existing off-street public parking and create additional off-street public parking opportunities.
6. Reexamine the zoning regulations governing Downtown.
7. Nurture and promote an “identity” for Downtown.

## Strategies

### Land Use, Design & Development Strategies

#### **P-D1. Encourage Propertyowners and Businessowners to Undertake Façade and Sign Improvements.**

Keeping facades, storefront windows, and signs neat and clean is critical for creating a pleasant downtown environment. The City should promote best facade design practices and encourage propertyowners and businessowners to undertake building and facade improvements that reveal instead of obscure architectural details; to procure signs that are of high-quality design and materials and scaled appropriately; and to refrain from cluttering storefront windows and doors with posters and signs.

#### **P-D2. Consider a Village District to Protect Historic Features and Improve Design Outcomes.**

While the current regulations for the CBD “Central Business District” zoning designation include design criteria to promote higher quality storefront design, significant improvements have yet to be made. Given the historic character of many of the buildings located within the CBD, the City could consider creating a local historic district in which the design for any new building permit requires review by a local Historic District Commission. However, this might be too restrictive an approach, especially for commercial uses. An alternative is provided by the Village Districts Act, which allows CT towns to designate “village districts” to protect sections of towns with distinctive character, landscape, and historic structures, while also promoting ap-



*P-D1. The storefront windows and doors on this block of Main Street are cluttered with posters and signs.*



appropriately scaled and designed redevelopment. Within these areas, zoning commissions can adopt regulations governing matters such as the design and placement of buildings and maintenance of public views. See [Chapter 5. Making it Work](#) for more detailed implementation guidance.

**P-D3. Consider Strategies for Redevelopment.**

Downtown consists of a mix of one-, two-, and three-story buildings of various ages, architectural styles, and conditions. The City should consider, in the long term, strategies for encouraging private sector redevelopment in Downtown. A market analysis could inform the overall approach by identifying unmet demand for retail, office, and residential space (including consideration for senior residences) and providing additional detail on types of tenants that could be attracted to Downtown. The results of the analysis could, in turn, inform potential changes to zoning regulations and guide the development of conceptual site plans for redevelopment and/or reuse of specific properties.



*P-D4. Downtown has a variety of building types, architectural styles, ages, and conditions.*

**Mobility Strategies**

**P-D4. Improve Visibility of Off-Street Parking Available to the Public.**

Clearly identifying public parking and pointing the way for motorists is critical for sustaining a downtown economy. Some directional signs exist, but they should be more prominent and clear that it is public parking. A system of signs should be created to guide motorists to Downtown’s existing, and future, public off-street parking resources. See related strategy [M-G3. Create a Citywide Wayfinding System](#) in the [Making Connections: Getting Around Town](#) section of this chapter. Furthermore, pedestrian plazas and walking routes that link to public parking lots should feel safe and comfortable.

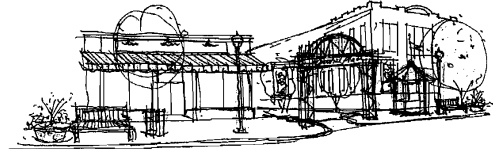
**P-D5 Seek Opportunities for New or Shared Off-Street Parking for Downtown Customers and Employees.**

In the long term, it will be important to accommodate growing numbers of customers, employees, and, potentially, residents, within a revitalizing Downtown. Opportunities to create additional off-street parking or sharing parking resources should be explored.

*Gateway to Curtiss Place Parking Lot*



*Existing Curtiss Place entry to rear parking lot*



*Proposed View of Curtiss Place Entry to Municipal Parking Lot*

*P-D4. The 2004 POCD includes this sketch of a gateway to the municipal parking lot at Curtiss Place.*



### Community Facilities Strategies

**P-D6. Continue to Promote and Utilize the Green for Markets, Special Events, Arts, and Festivals.**

The Green should continue to a focal point for markets, special events, arts, and festivals as such activities bring people into Downtown.



*P-D6. West Haven Apple Festival on the Green (photo by West Haven Council on the Arts)*

**P-D7. Support the Creation of the West Haven Center for the Arts.**

The West Haven Council on the Arts has been working to transform the former Masonic Temple at 304 Center Street into a location that will provide a forum for local, regional, and national artists to display their talents. The West Haven Center for the Arts could serve as an anchor that can help shape the identity of Downtown and attract more people to Downtown.



*P-D7. The former Masonic Temple will be converted into the West Haven Center for the Arts.*

### Organizational/Programming Strategies

**P-D8. Engage Propertyowners and Tenants.**

The City and West Haven Chamber of Commerce should communicate with propertyowners and businessowners the overall POCD vision, goals, and strategic approach and how they relates to Downtown. They should encourage more collaboration and reinvestment. Propertyowners play a critical role in Downtown because they decide lease rates and terms and to which tenants to lease their spaces. Storefront by storefront, this determines the “programming” of Downtown, who it attracts, and who it could attract. In turn, the active participation and energy of commercial tenants in promoting their establishments and working with neighboring businesses to promote Downtown can increase the level of interest and activity in Downtown.

**P-D9. Create More Active and Lively Sidewalks.**

Consider ways to add more people, more vitality to the sidewalks, such as permitting and carefully organizing outdoor seating, creating “parklets” in on-street parking spaces, or outdoor vending and vending carts during special events on the Green. See related strategy **P-D3**, which recommends considering redevelopment strategies, which could add more people to Downtown’s sidewalks.



*P-D9. Downtown typically does not have a lot of pedestrian traffic during the day.*



## T TRAIN STATION AREA

West Haven is a new commuter rail station on the Metro-North Railroad New Haven Line that opened in 2013. It was designed, constructed, and funded by the State of Connecticut in partnership with the CTDOT. The station includes two 1,100-foot platforms that are 12 cars in length. The main station building on the north side of the tracks houses the waiting area and an area for vendors, and has space for offices, restrooms and various vending machines. The smaller structure has a staircase leading to the pedestrian overpass, which leads to the larger building. The station has 660 parking spaces in on-site lots as well as bicycle facilities. West Haven has full service on the New Haven Line, as well as from the several Shore Line East trains that run past New Haven to Stamford.

The train station has put West Haven “on the map.” And West Haven has spent several years planning to develop the area around the train station. The Transit-Oriented Development (TOD) District zoning regulations promote adaptive reuse of existing structures and new mixed-use development— including residential and “live/work” space and a controlled amount of commercial/retail, office, and civic uses—all designed and arranged to provide a safe, comfortable, and pleasant environment for walking and biking. The city should continue to improve and reinforce connections between the Train Station Area and Downtown and, eventually, connections between the Train Station Area and the Beach.

With new regulations supporting transit-oriented development in place, from the area around the station will emerge, gradually, a neighborhood that will attract new residents to town and provide new living options for existing residents.



### Goals

1. Support and promote transit-oriented development and implement the West Haven TOD Concept Plan.
2. Adopt and promote new, TOD-supportive zoning regulations.
3. Improve physical and cognitive connections between the Train Station Area and Downtown.
4. Continue to make the Train Station Area more pedestrian-friendly and accessible to transit riders.



## Strategies

### Land Use & Development Strategies

#### **P-T1. Connect with TOD-Supporting Organizations and Technical Assistance Providers.**

The city should maintain relationships with transit-oriented development supporters and technical assistance providers such as the Federal Transit Administration and Smart Growth America. Such organizations can help better hone our understanding of how to promote TOD, to learn about new developments and innovations with TOD, to establish partnerships with these organizations and agencies, and to join with other TOD communities to support improvements to TOD programs and funding sources.

#### **P-T2. Promote & Encourage Transit-Oriented Development.**

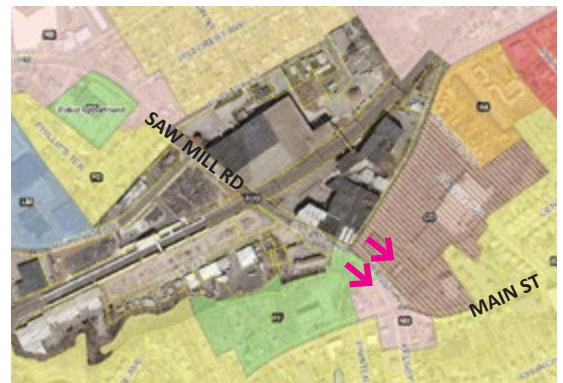
The city should continue to promote and encourage development around West Haven Station, especially the adaptive reuse of the former Armstrong Rubber Company buildings, which could be a catalyst for more development in the Train Station Area.

#### **P-T3. Consider Expanding the Transit-Oriented Development (TOD) Zoning District.**

To improve connections between the Train Station Area and Downtown, the city should consider expanding the boundaries of the TOD District along Wagner Place toward Main Street. The current boundaries, which encompass the area occupied by the former Armstrong Rubber Company buildings, could be expanded to include the adjacent PF, CD, and NB Districts to provide more space to create a walkable, village-like environment that is within  $\frac{1}{4}$  mile of the station. The TOD District also could be expanded closer to Downtown.



*P-T2. One of the former Armstrong Rubber Company buildings.*



*P-T3. A section of the City's Zoning Map showing the TOD District.*



## Mobility Strategies

### P-T4. Continue to Improve Pedestrian Safety and Comfort at Sawmill Road Intersections.

The city should consider improvements to two intersections :

- a. The intersection at Railroad Avenue and Saw Mill Road, while marked with a crosswalk, is very long and could be improved through either superficial or structural curb extensions (see Figure 25 on page 71). This is especially important because there is no sidewalk along the south side of Railroad Avenue as it approaches Saw Mill Road.
- b. The crossing at Sawmill Road and Elm Street is an important intersection for pedestrians walking to and from the Train Station Area, especially for those going to and from the supermarket on Elm Street. This intersection could be improved to be more safe and accommodating to pedestrians.



P-T4a. The intersection of Railroad Avenue and Saw Mill Road.

### P-T5. Provide Navigation Aids at the Train Station.

People arriving to West Haven by train should be provided with information to help orient them to the area, navigate through the Train Station Area, and understand their travel options. An information panel or kiosk should be installed featuring a map showing the station area and beyond along with transit information (see Figure 26 on page 71). See related strategy **M-G3. Create a Citywide Wayfinding Sign System** in the **Making Connections: Getting Around Town** section of this chapter.



P-T4b. The intersection of Saw Mill Road and Elm Street.

### P-T6. Encourage CTtransit Buses to be Re-Routed to the Entrance of the Train Station.

West Haven Station was designed to accommodate multiple modes of transportation, including buses. However, the CTtransit bus currently travels past the station along Saw Mill Road, requiring passengers coming off of the train to walk all the way to Saw Mill Road and wait unprotected to the elements. Bus riders who wish to reach the train station must get down on Saw Mill Road and walk to the station entrance. The bus should be routed up to the train station entrance, where it can pick up and drop off passengers.



P-T6. Near the entrance to the train station.



Figure 25: Example of a painted curb extension



P-T4. Painted curb extensions, with protective bollards or planters, are an economical way in which to enhance pedestrian safety and comfort at crossings.

Figure 26: Example of a map at a CTfastrak station



P-T5. A map such as this one at a CTfastrak station would help orient people arriving at West Haven Station.



## **Y** YALE WEST / FRONTAGE ROAD

The area generally bound by Frontage Road, Morgan Lane, and Island Lane is a business and industrial district whose enterprises rely on quick access to I-95. The area does not appear especially interesting or inspiring. However, its businesses are part of the city's economy and employment base, and the district is anchored on the western edge by the Yale West Campus, a hub for innovation and exploration. The Yale West Campus, with a population of students, faculty, and employees of more than 1,500, has generated significant cross traffic between New Haven and West Haven, which presents an opportunity to invest in improving transportation connections and options between the two cities and to make the area visually appealing as a place of business and industry. The Yale West Campus also presents the opportunity to attract or grow businesses in the Frontage Road corridor that may benefit from proximity to or relationships with the university.



A recent noteworthy investment planned in this area is a project to build a 82,000 sf research and development complex called the Enthone Advanced Technology Center. The project will include space for technical applications engineering, quality assurance and testing laboratories, and state-of-the-art manufacturing facilities. Enthone makes specialty chemicals that are used in the automotive, electronics, building hardware, energy, aerospace, jewelry, industrial finishing, circuit board, and semiconductor industries.

### **Goals**

- 1.** Improve the appearance and identity of the area to make it more appealing as a place of business and employment.
- 2.** Initiate efforts to encourage businesses, property owners and Yale University to work collaboratively in developing plans to revitalize and attract more business to this area.
- 3.** Ensure that zoning regulations are up-to-date and supportive of modern industrial trends.
- 4.** Improve truck access and circulation at key intersections.





## Strategies

### Land Use, Design & Development Strategies

#### **P-Y1. Reexamine the Light Manufacturing (LM) Zoning District and Industrial Sign Standards.**

Industrial zoning in many communities tends to be based on the type of industry that used to predominate decades ago: heavy manufacturing. Today, industry is typically less intensive than the factories of yore and takes on a wider range of forms, functions, and technologies. The Light Manufacturing (LM) District, which regulates much of the city’s industrial land, should be reexamined to ensure it is suited to the needs of modern industry in the region. For example, the intent statement of the LM District reflects an older notion of industry: “to separate and segregate industrial uses from residential and commercial uses ... to encourage industrial development which is free from the danger of fire, toxic and noxious matter, explosions and other hazards ... to prevent as much as possible development that will cause offensive, noise, vibration, smoke, dust and particulate matter odor.” These are valid intentions, but the LM District should do more to support and promote the needs, potential, and competitiveness of industrial businesses today, while also protecting adjacent residential areas. Furthermore, industrial districts in cities often are at a disadvantage compared to their counterparts in suburban areas, which are often centrally-managed.

The reexamination of the LM District regulations should include a careful update of permitted uses, with consideration given to diversifying the district with select non-industrial uses or introducing new uses, such as research and development, to create a better transition between industrial and residential properties. Bulk standards, setbacks, building design standards and regulations pertaining to signs, landscaping, and lighting should also be reviewed and updated, if necessary.



*M-Y1. The LM (“Light Manufacturing”) Zoning District is indicated on the City’s zoning map in light blue.*



*M-Y1. Industrial businesses along Frontage Road*



## Mobility Strategies

### **P-Y2. Implement the Planned Bicycle Path and Streetscape Improvements for Connecting the Yale West Campus to the Train Station.**

In 2010, West Haven received more than \$973,000 from the Federal Highway Administration (FHWA) for enhancements to the train station, including constructing a bike path from the station to Yale’s West Campus. The planned 1.5-mile bike path and streetscape enhancements, which include new concrete sidewalks and curbs, will connect Downtown (“the Center”), West Haven Station, and the businesses along Frontage Road with the Yale West Campus on Morgan Lane. An increasing number of commuters are using the train station and are bringing their bikes when traveling to and from destinations beyond the station. Currently in the design stages, these improvements will enhance options and facilitate transportation for the 1,500+ people who work at the Yale West Campus and Frontage Road businesses. Furthermore, this project would represent a step toward a continuous connection between the New Haven and West Haven campuses. Ideally, the path would continue past the Yale West Campus and extend into the Town of Orange and up to its planned train station.



*M-Y2. Traveling westbound on Frontage Road.*



*M-Y2. The Yale West Campus is a place of work, research, and study for more than 1,500 people.*

## Organizational/Programming Strategies

### **P-Y3. Encourage Business- and Property-Owners to Organize.**

Consider venues for business- and property-owners to collaborate more formally. The West Haven Chamber of Commerce could play a role in convening a subcommittee or separate organization dedicated to this area of the city. In the long-term, the formation of an industrial-focused special services district (SSD) could be considered. SSDs can:

- Acquire and convey real and personal property.
- Provide any service that a municipality can provide, other than education.
- Recommend to the municipality’s legislative body that it impose a separate tax on property in the district to support its operations.
- Borrow money for up to one year backed by district revenues.



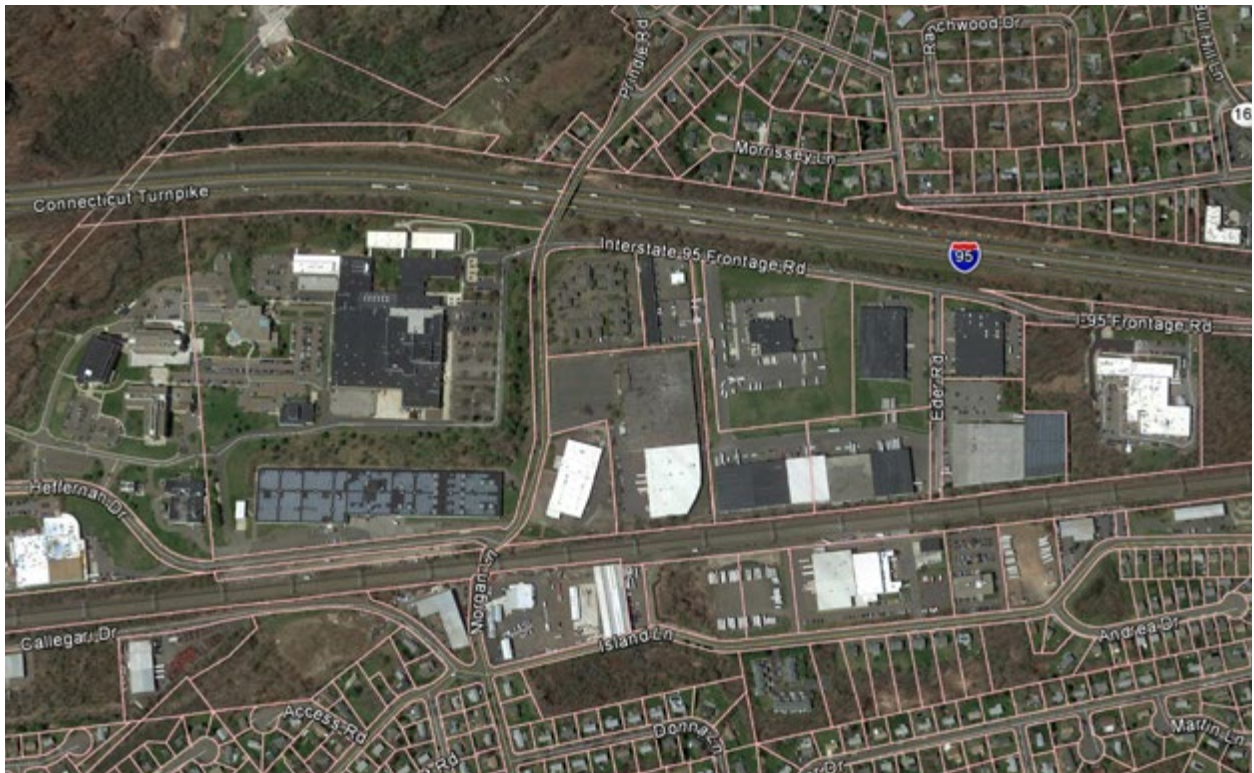
- Build, own, maintain, and operate public improvements.

Voters in the district must approve the establishment of an SSD at a referendum. Typically organized in downtown areas, there are examples of SSDs that focus on industrial businesses, such as the Port Richmond Industrial Development Enterprise in Philadelphia.

## Multi-Topic Strategies

### P-Y4. Prepare a Branding/Identity and Public Realm Strategy for the Corridor.

Corridor businesses, property-owners, and institutions should coordinate and fund an effort to enhance the appearance and function of the corridor. Strategies may include branding the corridor, creating a business directory and wayfinding sign system, and enhancing the appearance of the streetscape through banners, lighting, landscaping, and other methods.



An aerial photo with parcel lines overlaid of the Yale West / Frontage Road area.



## B THE BEACHFRONT & THE BEACH

The revitalization of the beachfront should start with reshaping its primary streets to create an environment where people traveling on foot or bicycle are regarded just as much as cars. And the experience of traveling along these streets also should be reshaped from a linear experience that directs people ahead, forward, fast, into a series of multi-dimensional experiences at specific “nodes” along the streets. Within such nodes, motorists would slow down, having observed a change in on-street activity such as the presence of on-street parking spaces and increased pedestrian traffic, and a change in the surrounding environment, such as the appearance of street-scape furnishings and buildings located close to the street. The form and arrangement of new buildings and the layout of driveways and parking areas are absolutely critical—as is the programming of the buildings and outdoor spaces in between. The “old” suburban model of commercial-only development located behind a large field of parking is obsolete. It cannot sustain a highly seasonal customer base, nor does its form complement the beautiful coastal environment.

The best locations for creating these nodes are near the intersections of beachfront streets with north-south streets that connect into the city (see Figure 27 on page 77). The presence of vacant and/or underutilized properties near these intersections makes them ideal locations for redevelopment.



*For the purposes of this plan, “the beachfront” refers to the general area that includes properties along Ocean Ave, Captain Thomas Blvd, Beach St, and First Ave, and the streets themselves. The “beach” or “shore” refers to the land between the southern edges of these streets and the coastline.*

### Goals

1. Calm traffic and create a safer and more comfortable environment for pedestrians, runners, and bicyclists of all ages to move along and across the primary beachfront streets.
2. Create a continuous walking and biking path along the entire length of the shore.
3. Promote and encourage the redevelopment of vacant and underutilized properties.
4. Seek business development that connects with beach- and water-related recreational opportunities.
5. Enhance and promote commercial opportunities along the beach and provide more recreation opportunities along and on the beach and in the water.
6. Improve navigation to and communication of information about the beach and its many different parts, features, offerings, and amenities.
7. Make the beach more beautiful, comfortable, safe and maximize its accessibility to pedestrians.
8. Coordinate POCD implementation with the *Harbor Management Plan* and *Coastal Resilience Plan*.



Figure 27: Potential redevelopment sites and focus areas near the beach





## Strategies

### Land Use, Design & Development Strategies

#### **P-B1. Follow Coastal Resilience Plan Recommendations and Guidance for Coastal Development.**

Large portions of the beachfront are within FEMA-designated Special Flood Hazard Areas (SFHA). SFHAs are areas where the National Flood Insurance Program’s (NFIP’s) floodplain management regulations must be enforced and where the mandatory purchase of flood insurance applies. The process for developing the *Coastal Resilience Plan* for the city overlapped with the POCD planning process. The plan evaluated current local regulations, assessed various shoreline protection options, property protection options and infrastructure options.

The City has Floodplain Management District regulations within zoning that apply to SFHAs and, potentially, any other property subject to periodic flooding. The rules require, among other things, the elevation of certain types of construction above the base flood elevation. The *Coastal Resilience Plan* recommends relaxing height restrictions in order to facilitate elevation of buildings.

Figure 28: Special Flood Hazard Areas in The Beachfront Area



#### **P-B2. Reexamine and Revise the Shoreline Commercial Retail (SCR) Zoning District Regulations.**

The SCR District, which is located along Captain Thomas Boulevard (see Figure 27 on page 77), should be reexamined and revised to promote contemporary forms of mixed-use development supportive of an active and vibrant beachfront environment while also being flood resistant. The purpose of the SCR District as currently written is “to provide for convenient commercial development in appropriate locations in proximity to residential areas with uses that take advantage of the waterfront location of the district and review standards that recognize the unique characteristics of the sites.” The SCR District permits only commercial uses, with a maximum height of 35 feet.

The following changes should be considered to support the types and forms of redevelopment presented in **P-B2** and **P-B3**:



a. **Building Heights.** Permit up to 4 stories by right and up to 6 stories by Special Permit approval of the Planning and Zoning Commission. The increase in height would allow for sufficient elevation of the structure above base flood elevation plus limited freeboard and/or for parking to be tucked under the first floor. The City should negotiate with developers for enhancements that would provide public benefit (e.g. public access, plazas, streetscape improvements, and traffic calming and pedestrian safety improvements). Architectural features or patterns should be required to ensure that aesthetics are not compromised when elevating structures.



P-B1a. This excerpt of the city’s zoning map shows the Shoreline Commercial Retail (SCR) District along Captain Thomas Boulevard.

- b. **Building Setbacks.** Buildings should be constructed close to the sidewalk edge along primary streets. Setbacks should be sufficient for stairs and ramps to provide access to elevated ground floors.
- c. **Uses.** Ground floors along public streets should be occupied by retail stores, restaurants, and/or other active types of commercial establishments. Upper floors should consist of residential space, including live/work space, with offices permitted on second floors. Hotels could also be a permitted use.
- d. **Parking.** Parking requirements should be appropriate for mixed-use development, factoring in shared parking. Parking can be located on ground level, but should occupy the interior of the lot to the extent possible and only a minimal amount of street frontage and be screened by architectural features. Bicycle parking should be provided outside for the public and inside for tenants and residents.
- e. **Design Standards & Guidelines.** Design standards and guidelines should be integrated into the new zoning district. They can include **site design** standards and guidelines (e.g., building placement and orientation, service areas, pedestrian connectivity, surface/structured parking, vehicular access, views), **architectural guidelines** (e.g., architectural character, building materials, facade elements, signs, canopies and awnings, height, mass and scale, pedestrian interest), **public realm guidelines** (e.g., walkways, public art, plazas, building and site lighting, landscaping, mechanical equipment and service utilities, sidewalks, water access, seasonal kiosks). Green buildings and green infrastructure practices should be encouraged and, to the extent feasible, required.
- f. **District Name and Purpose.** Rename the district accordingly (e.g., “Beachfront Mixed-Use District”).

**P-B3. “Downtown South.” Plan for the Redevelopment of the Node around the Intersection of Captain Thomas Boulevard and Campbell Avenue.**

Campbell Avenue connects Downtown West Haven with the beach (see Figure 27 on page 77). A node is already taking shape here, with three of the four corners already developed and operational. The southwest corner of the intersection presents a significant opportunity to fill a large gap and complete this node so it becomes a beach-side downtown. New development should complete, or fill in, the southwest corner of the intersection. Buildings should be constructed close to the sidewalk along both Captain Thomas Boulevard and Campbell Avenue. The illustrations to the right depict a concept for an initial phase of development on the site according to these design principles.



**a. Reconfigure the Public Realm.**

Provide angled or parallel parking stalls along the southwest edge of the Campbell Avenue leg of the intersection to create a more town-like, pedestrian-friendly environment similar to the north side of Campbell Avenue. Consider providing on-street parking spaces on the south side of Captain Thomas Boulevard to match those that already exist on the north side of this street.

**b. Improve Buildings/Facades/Signs.**

Encourage propertyowners along the north section of Campbell Avenue within this node to undertake improvements to enliven and make visible their buildings’ architectural features, facades, and signs.

**c. Consider the Future of the Remainder of the Block.**

The block bound by Captain Thomas Boulevard, Campbell Avenue, and Altschuler Plaza consists of one large parcel owned by a single propertyowner. Therefore, plans for “Downtown South” should also consider how the rest of the property might be redeveloped gradually over time in phases. The orientation and arrangement of buildings, blocks, spaces in between buildings, and internal streets will require special attention (see Figure 29 on page 81.)

**P-B4. “Savin Rock Village.” Plan for the Redevelopment of the Node around the Intersection of Captain Thomas Boulevard and Kelsey Avenue.**

Kelsey Avenue connects the West Haven Metro-North Rail Station with the beach. The expansive fields of parking near three of the four corners of this intersection present a tremendous opportunity to create a transformative node with the potential for direct access along Kelsey Avenue to and from the train station. The Savin Rock Conference Center is already located here, close to the shoreline, and can help anchor this node. New development at the corners (not including the northeast corner) should be constructed closer to the edge of the streets to create an environment more comfortable for pedestrians to access along and across Captain Thomas Boulevard.

The illustrations to the right depict these design principles. The concept demonstrates how Rock Street becomes the primary street along which buildings are oriented, creating a clearer connection with Kelsey Avenue. Ground floors could consist of



P-B3. “Downtown South.” Bird’s eye view of the area around the intersection of Captain Thomas Blvd and Campbell Ave.



P-B3. A series of conceptual illustrations depicting a possible first phase of development and supportive street and streetscape improvements.



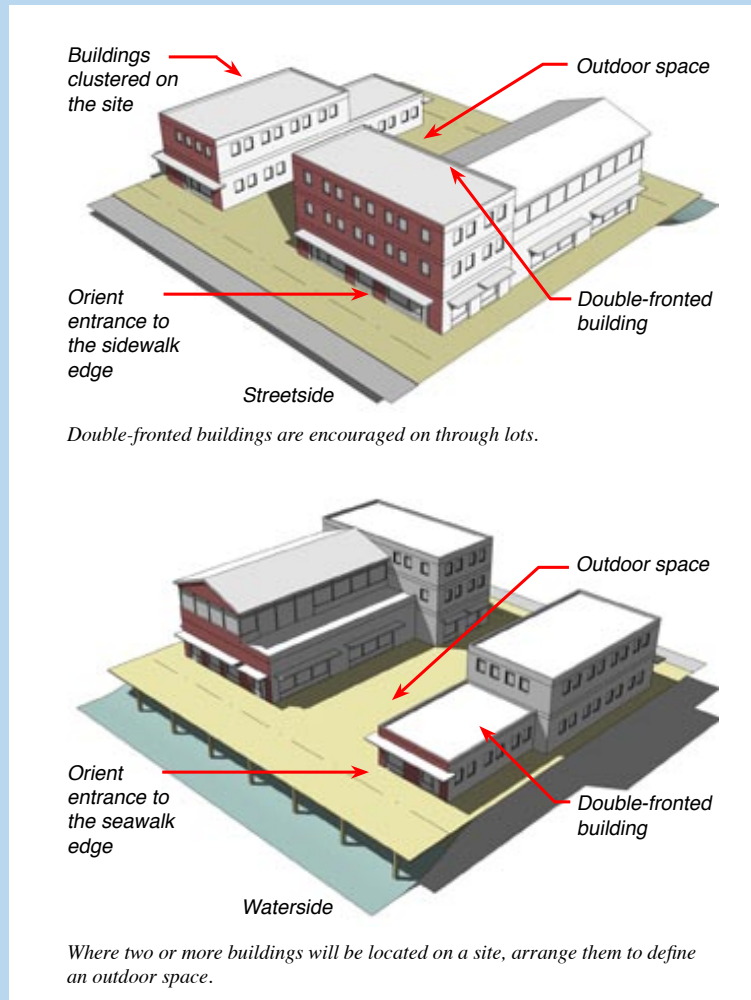


P-B3a. This side of Captain Thomas Boulevard already has parallel on-street parking, which could be replicated on the other side of the street.



P-B3b. The city should encourage facade and sign improvements on Campbell Ave. For example, the roof structure on the building pictured above hides original architectural details and makes the business appear shuttered.

Figure 29: Design Guidance for "Downtown South"



P-B3c. This image from a waterfront design guide demonstrates how developing separate buildings on a site can frame an outdoor space and provide waterfront access to pedestrians.



shops, restaurants, and bars, with an additional story for residential uses. The center median along Rock Street is a flexible space that could be used for seasonal or “pop-up” vendors or markets. Parallel or angled on-street parking along Rock Street contributes to a town- or village-like feeling. Parallel parking also can be added along Captain Thomas Boulevard to calm traffic and meet parking needs.

**P-B5. Revitalize Beach Street; Reexamine & Revise the Shoreline Residential Retail (SRR) Design District Zoning Regulations.**

Beach Street is in the unique position of being located closest to the shore and serving as a gateway to the beach from the east. The redevelopment of vacant and underutilized properties here could enliven the Beach Street corridor and greatly enhance its appearance.

However, this area is especially prone to flooding; parts of it located within a Special Flood Hazard Area (see Figure 28 on page 78). Therefore, the need for redevelopment and revitalization in the Beach Street corridor should also consider and mitigate the potential risks of damage from flooding.

Plans are being drafted to elevate by an average of three feet the part of Beach Street that had the most flood damage in the city during Superstorm Sandy, between the sewage treatment plant and Morse Avenue. New sidewalks and a two-way bike lane will be included. The part of Beach Street between Washington Avenue and Morse Avenue, which is zoned Shoreline Retail/Residential (SRR) Design District and contains most of the vacancies within the corridor, may be elevated at a later stage. Nonetheless, the SRR District, which is also located along part of Captain Thomas Boulevard (see Figure 27 on page 77), should be reexamined and revised to ensure that development is flood resistant, appropriate in character and scale, and also economically-viable.

Furthermore, this part of the coast contains both environmentally-sensitive and historic features. The Beach Street corridor is located within an area that State’s Natural Diversity Database indicates contains State and Federal Listed Species and Significant Natural Communities. Furthermore, the land and marshes located south of Beach Street, from Morse Avenue up to the 3rd Avenue Extension is mapped by the State as a Critical Habitat, which contains important wildlife habitats identified in the



P-B3. “Savin Rock Village.” Bird’s eye view of the area around the intersection of Captain Thomas Blvd, Kelsey Ave, and Rock Street.



P-B4. A series of conceptual illustrations depicting a possible first phase of development and supportive street and streetscape improvements.

Connecticut Comprehensive Wildlife Conservation Strategy (see maps in the **Topical Plan Elements: Natural & Coastal Resources** section of this chapter).

A residential neighborhood is located largely behind Beach Street, but it extends up to the street most prominently where two older residential buildings flank both sides, serving as a beautiful gateway into the neighborhood.

The existing SRR zoning district intrinsically recognizes this character. Its purpose is: “to foster 1-3 story residential and commercial development and reuse of land within an open space oriented community using building scale and forms that recognize the existing community fabric, takes advantage of its Long Island Sound setting and existing boardwalk and beach amenities while recognizing the importance of existing views and vistas to and from the waterfront.” The SRR is a mixed-use district, permitting a range of uses, including single family and multifamily residential uses, hotels, restaurants, retail stores, and offices. The SRR permits buildings up to 35 feet tall, which typically allows for 3 story buildings.

Oceanside Condominiums at 343 Beach Street is the largest development along Beach Street, and clearly taller than 35 feet. Constructed in 2004, it is 6 stories tall and contains 5 residential floors, with parking at ground level tucked underneath the first residential floor. It contains a total of 30 2br/2ba condominium units between 1,700 and 2,000 sf in area. Sales prices of units at the time of the drafting of this POCD ranged from \$375,000 to \$410,000, suggesting high demand for modern beachfront living. At approximately \$240 per sf, these are some of the highest prices for residential property in West Haven.

The city should create a new district for all the other properties currently zoned SRR with the following recommended standards:

- a. **Building Heights.** Permit up to 4 stories by right and up to 6 stories by special permit approval of P&Z. Architectural features or patterns should be required to ensure that aesthetics and the quality of the streetscape are not compromised when elevating structures.
- b. **Building Setbacks.** The front yard setback should match the setback of the older structures on the street at Peck Avenue, which is approximately 20-25 feet from the edge of the sidewalk. Driveways and parking should not be permitted in front yards.



P-B5. Excerpt of the city’s zoning map showing the SRR District.



P-B5. Examples of buildings located in the SRR design district on Beach Street. The top image shows older homes along Peck Avenue constructed in the early 1900s that represent the “existing community fabric.” The newer buildings in the middle and bottom photos were constructed to be resistant to floods.



P-B5. A bird's eye view of Beach Street (source: Microsoft Bing)



P-B5. A view of Beach Street, looking west.

- c. **Uses.** Beach Street and the blocks north are predominantly residential in use. The former commercial-only uses along Beach Street are all gone and new construction has been entirely residential. Furthermore, the parcels along Beach Street are smaller compared to those along Captain Thomas Boulevard. Along the West Haven beachfront, commercial uses are intended to be focused along Captain Thomas Boulevard in “Downtown South” and “Savin Rock Village” (see P-B3 and P-B4). Therefore, residential should be the predominant use along Beach Street, but some commercial uses should be permitted on ground floors (e.g., retail stores, restaurants, banquet halls, offices).
- d. **Design Standards & Guidelines.** Design standards and guidelines should be integrated into the new zoning district. Most important in the Beach Street corridor is the massing and articulation of facades of any new buildings. The traditional homes in this part of the city are approximately 2½ stories and 40 to 45 feet wide. The massing and/or vertical articulation of facades of new residential development should complement these dimensions. Also consider **architectural guidelines** (e.g., building type preferences, building orientation, materials, roof types, etc.). Green buildings and green infrastructure practices should be encouraged and, to the extent feasible, required.
- e. **District Name and Purpose.** Rename the district accordingly (e.g., “Beachfront Residential & Limited Commercial District”).

Prior to revising the SRR District, the City should extend this zoning designation to the property, located on Beach Street at the 3rd Avenue Extension, that was home to the former Captain’s Galley restaurant. The property is currently non-conforming as it is zoned R-2, which is a single-family residential district. This change in zoning would make the property consistent with the zoning of other properties on Beach Street and could facilitate the site’s redevelopment (see [Topical Plan Elements: Land Use Plan](#)).

The city should also consider ways to protect the character of properties along Peck Avenue, California Street, and parts of East Avenue and Anderson Avenue (see bird’s eye view at the top of the page) with one change being to adjust, if needed, the maximum permitted building height to allow for the raising of any residential buildings within an SFHA above base flood elevation.



## Mobility Strategies

### P-B6. Redesign the Primary Beachfront Streets (Ocean Avenue, Captain Thomas Boulevard, Beach Street, and First Avenue) through “Complete Streets” Principles.

“Complete Streets” is a policy and design approach that requires streets to be planned, designed, operated, and maintained to enable safe, convenient, and comfortable travel and access for users of all ages and abilities regardless of their mode of transportation.

In 2014, CTDOT adopted the agency’s first Complete Streets policy. As a condition of funding, Complete Streets must be considered, in adherence with Public Act 09-154. This policy enables the alignment of transportation funds to encourage improvements for non-motorized users, especially those that connect to transit, schools, and other generators of non-motorized traffic.

Ocean Avenue, Captain Thomas Boulevard, Beach Street, and First Avenue, should be redesigned in accordance with Complete Streets principles. These streets could be reconfigured through pavement markings and enhancing key crossing locations through temporary or soft curb extensions and other methods such as speed humps. See Figure 31 on page 87 for a possible concept for redesigning Captain Thomas Boulevard. Figure 33 and Figure 34 show possible concepts for reconfiguring sections of Ocean Avenue.

### P-B7. Create a Continuous Walking and Biking Path Along or Near the Entire Length of the Shore.

Over time, the city should incrementally create a continuous walking and biking path along or near the entire length of the shore that contains on-street facilities created from strategy P-B6 and off-street facilities that connect up to the Savin Rock Trail.

### P-B8. Add Navigation Aids at the Beach.

Include structural/architectural features to identify and celebrate key crossing locations and various types of signs depending on audience (e.g., motorists, pedestrians, trail users, etc.). See related strategy M-G3. Create a Citywide Wayfinding Sign System in the Making Connections: Getting Around Town section of this chapter.



P-B7. If the guardrail can be removed, there might be enough room to create a walking path and a bicycle lane along Ocean Avenue.

Figure 30: Examples of Wayfinding at the Beach



P-B8. Flags and banners mark beach access locations at the beach in Hampton Beach, NH (top image). A wayfinding panel on a beach-side walkway.



## Community Facilities Strategies

### **P-B9. Prepare a Public Facilities, Open Space & Recreation Plan for the Beach.**

The Savin Rock Festival “Big Idea” Booth and the Harbor Management Survey (see [Chapter 3. Engaging the City](#)) revealed that residents want more active recreation opportunities at the beach, along with improved and new public amenities and facilities. The City should prepare a plan for new and improved public facilities and amenities for beachgoers and for passive and active open space and recreation at the beach. The plan should also consider how and what types of small, portable vending operations could be introduced to serve beachgoers. This plan should be informed by responses to the Harbor Management Survey and further the implementation of the *Harbor Management Plan*. This effort will require collaborating with the Land Trust of West Haven, which manages the conservation easement agreement for a significant portion of the beachfront open space.

Figure 31: Conceptual Redesign of Captain Thomas Boulevard

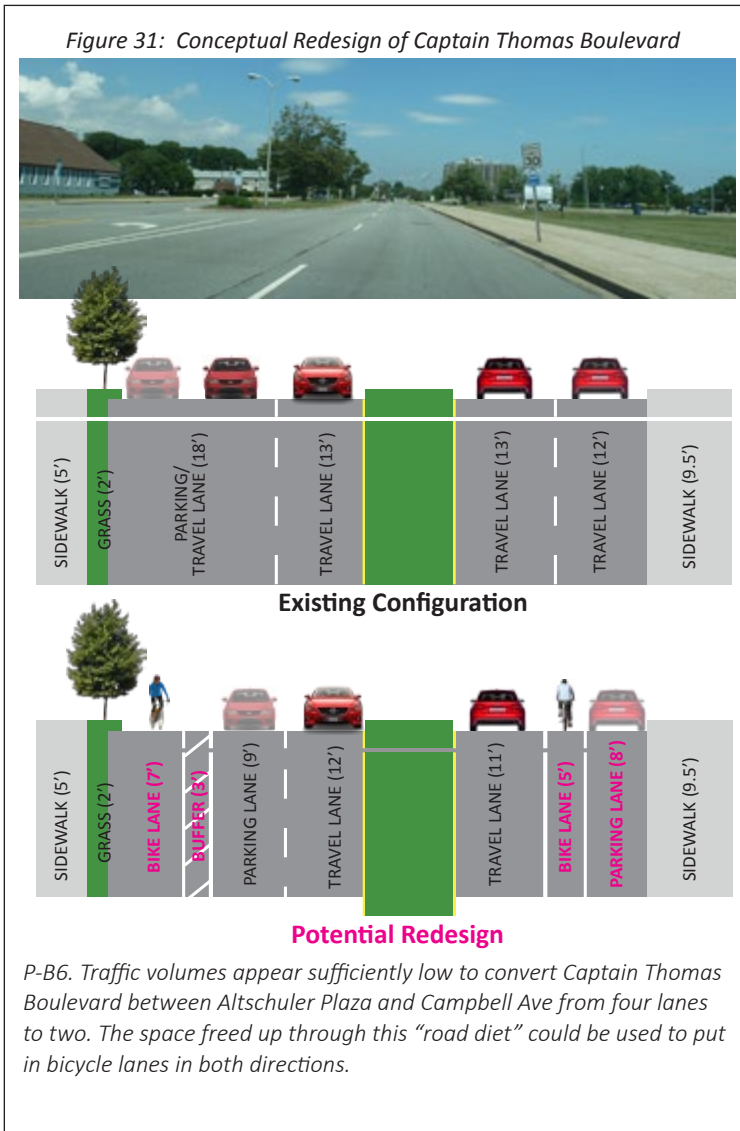
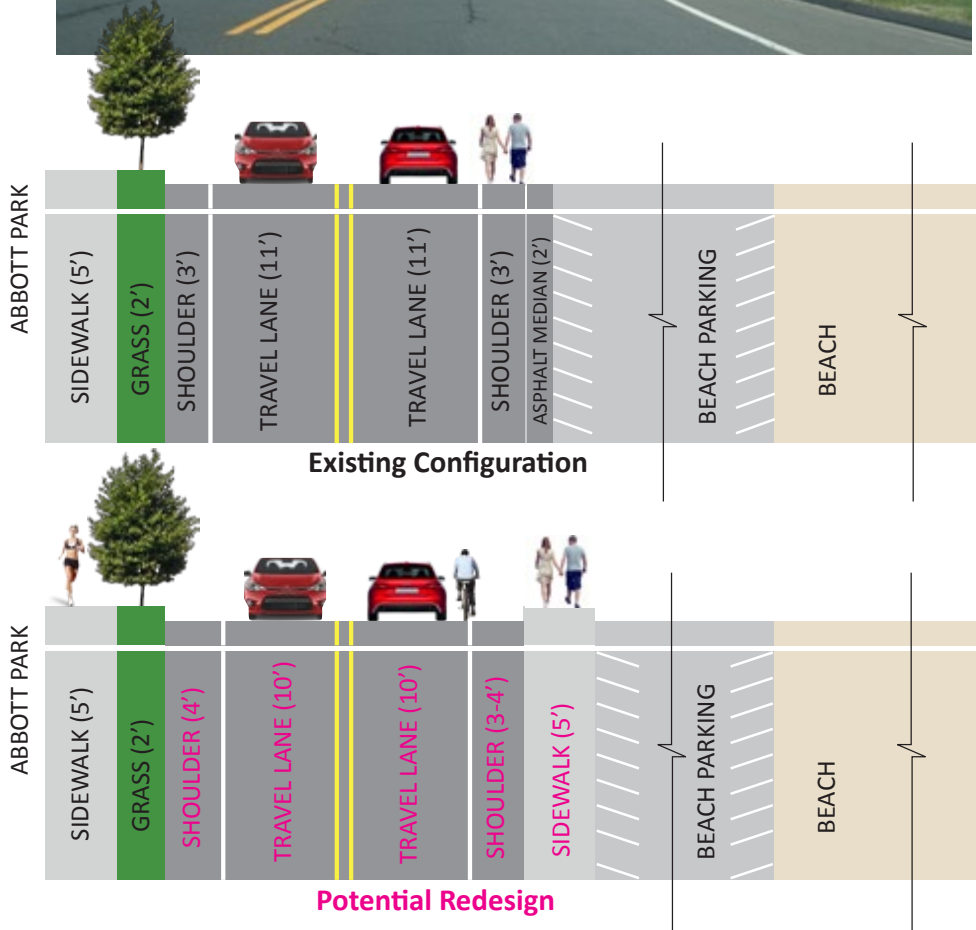


Figure 32: Examples of Bike Lane Configurations



P-B6. These images, taken from other communities, demonstrate possible configurations of bicycle lanes on Captain Thomas Boulevard. The top photo shows the bicycle lane located to the right of the parking lane and separated by a striped buffer.

Figure 33: Conceptual Redesign of Ocean Avenue

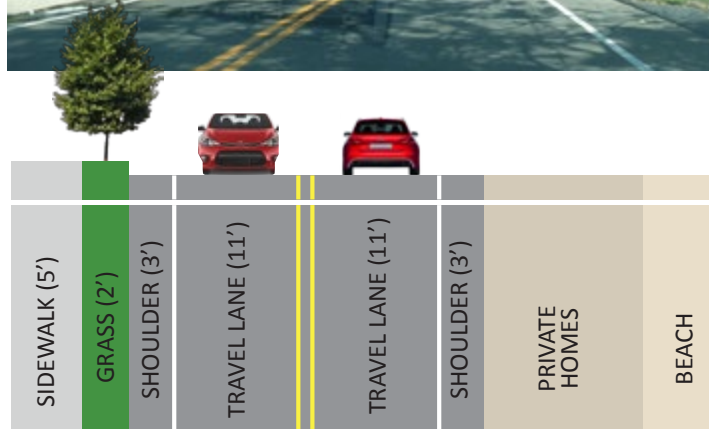


P-B6. The diagrams above depict the existing configuration of Ocean Avenue between Old Ocean Ave and Dawson Ave (near Abbott Park) a possible reconfiguration that would help calm traffic and provide more room along the shoulder for safer bicycling and sidewalks on the south side for walking. Travel lanes are narrowed to 10 feet and the shoulders widened slightly. Removing the asphalt median and tightening up the parking lot provides room for sidewalks along the edge of the south side of the street.

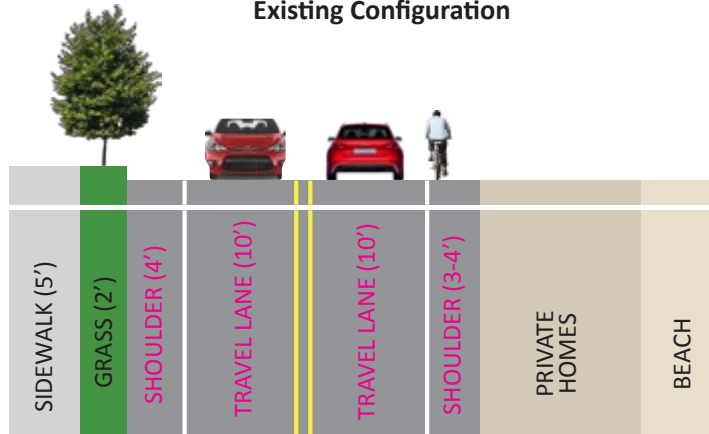




Figure 34: Conceptual Redesign of Ocean Avenue



Existing Configuration



Potential Redesign

P-B6. The diagrams above depict the existing configuration of Ocean Avenue between Jones Hill Road and Nashawena Ave and a possible reconfiguration that would help calm traffic and provide more room along the shoulder for safer walking or bicycling. Travel lanes are narrowed to 10 feet and the shoulders widened slightly to provide safer walking or biking.



photo courtesy of Jack Benas (used with permission)



# *Making Connections*

**G GETTING AROUND TOWN**

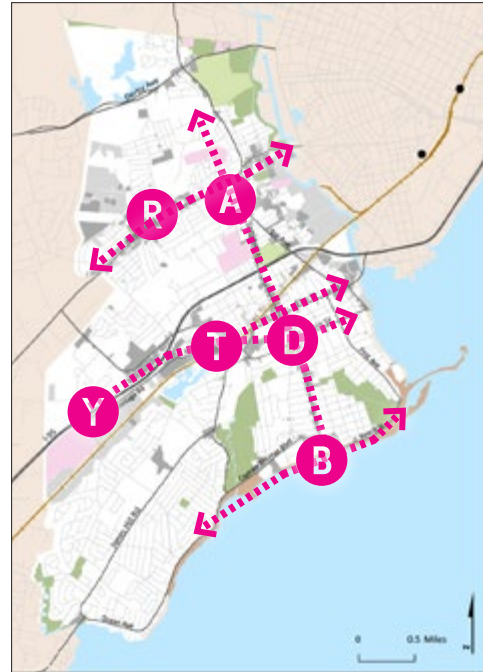
**I THE IMAGE OF THE CITY**

**H HOMES & NEIGHBORHOODS**



## G GETTING AROUND TOWN

Just as important as reinvesting in specific parts of the city is improving existing connections and making new connections between and among these parts. The transportation systems of the region and city need to evolve to reflect changing economic and social geographies within West Haven and the greater region. They need to evolve to adapt to contemporary needs and trends, which are leading to communities that increasingly rely on and accommodate a variety of modes of transportation. Furthermore, improving the ability to move around within a city is important to the economy and quality-of-life. For West Haven, this means evolving its transportation system from a largely car-first system into a system that encourages and accommodates all modes: foot, stroller, cane, wheelchair, bicycle, motorcycle, car, and bus.



### Goals

1. Explore ways to calm traffic and create a walkable and safe environment for pedestrians as development projects are reviewed.
2. Support improvements and enhancements to transit routes to destinations within West Haven and key locations beyond its borders.
3. Create or improve on-street bicycle lanes, provide new bicycle facilities where appropriate, and create connections with bicycle routes in Milford, Orange, and New Haven where feasible.
4. Enhance the ability of people to navigate through the city and its important institutions and destinations.



## Strategies

### M-G1. Support and Participate in the Regional Transit Mobility Study.

*Move New Haven* is a study focused on developing and evaluating alternative actions to improve the Greater New Haven regions' transit system by: better connecting people with jobs, educational institutions and communities; responding to new developments and changing travel choices; increasing CTtransit ridership; enhancing accessibility to destinations outside the downtown core; transforming the public transit network with a broader range of service types; and capturing the possibilities of the next generation of public transit. West Haven should actively participate in this study to emphasize the need to modernize and adjust bus routes to create critical connections within the city. The following are more specific actions the city should undertake with respect to the study:

- a. Support frequent bus connections between the Yale West Campus and Downtown.
- b. Support the creation of a north-south bus route that connects Westville, Allintown, Downtown, and the Beach.
- c. Improve transit wayfinding around the Green and consider rationalizing patterns of buses to New Haven to be more intuitive.
- d. Support the re-routing of buses through the train station property and up to the entrance.
- e. Consider alternatives to public bus transportation to supplement service. Actively engage institutions with their own shuttle services to coordinate with public transit, and consider models for coordinating such services (e.g., trolleys, jitneys).



*M-G1 The Move New Haven Transit Mobility Study aims to improve the Greater New Haven region's transit system.*



*M-G1. People waiting for the bus in Downtown, an important transfer point.*



### M-G2. Consider Adopting a Complete Streets Policy.

“Complete Streets,” as defined by CTDOT, are safe, comfortable and convenient transportation systems that serve everyone, regardless of how they choose to travel, whether that is by walking, bicycling, riding transit, or driving. More than 600 municipalities throughout the country, including several in Connecticut (e.g. Clinton, Torrington, and West Hartford) have adopted Complete Streets policies. The purpose of such a policy is to direct decisionmakers to consistently plan, design, and construct streets to accommodate all anticipated users including, but not limited to pedestrians, bicyclists, motorists, emergency vehicles, and freight and commercial vehicles.



M-G2. People take to riding their bicycles on sidewalks when streets do not provide safe accommodations. Photo of Captain Thomas Boulevard.

### M-G3. Prepare a Citywide Wayfinding Sign System.

Wayfinding represents a person’s experience of navigating to and through a place, whether through a single building, an airport or campus, a neighborhood, or an entire city. Wayfinding aids cue people in on their location and help them navigate to other locations. Iconic landmarks and architectural styles serve as wayfinding aids, as do more intentional wayfinding elements such as gateways and directional signs. Residents, businesses, workers, and visitors can benefit from having a formal wayfinding system serving West Haven. A wayfinding system for West Haven could consist of a variety of elements, including signs, and architectural elements such as pylons to identify key beach access points. Furthermore, a wayfinding It can be coordinated with special gateway treatments (see strategy **M-I1. Create Welcoming Gateways** in the **Image of the City** section.



M-G3. Several “highway standard” directional signs exist to help motorists navigate to important destinations.

### M-G4. Prepare a Citywide Bicycle & Pedestrian Plan.

A bicycle and pedestrian plan would provide West Haven with the projects and policies necessary to create an environment that supports safe bicycling and walking, aims to reduce overall carbon emissions, and provides for a well-designed, integrated, safe, and efficient multi-modal transportation system. The following are several initiatives that the city should consider as part of such a plan:

- a. Reopen Marginal Drive as a recreational trail linking with bicycle lanes along Yale Avenue in New Haven.
- b. Create a continuous multi-use trail along the beachfront streets that links up to the Savin Rock Trail and continues along Beach Street.



M-G4. In the long-term, Marginal Drive should be cleaned up and re-opened as a recreational trail.



- c. Establish north-south bicycle circulation along low-traffic streets.
- d. Connect with New Haven’s bicycle lane and route system and to other surrounding communities (i.e., Milford and Orange)

**M-G5. Plan for and Implement a Bikeshare Program.**

A bicycle-sharing system is a service in which bicycles are made available for shared use to individuals on a short-term basis. Bike share systems allow people to borrow a bike from one point and drop off at another. The train station and the beach could serve as areas in which to pilot a bikeshare program.

Figure 35: A Bikeshare Example



M-G5. A bikeshare station in Philadelphia.



M-G4. The Greater New Haven Transit District bus map



## I THE IMAGE OF THE CITY

West Haven has a rich history, picturesque buildings and neighborhoods, and plentiful natural beauty. From Allingtown to the West Haven Green Historic District and down to the beach, all of these positive attributes should be celebrated. To enhance pride in the city among residents, to improve the impression the City casts to the world, and, ultimately, to encourage people to “invest” in West Haven, the city should undertake actions that improve the image of the city and tell the story of both its rich history and beautiful natural and built environments.

### Goals

1. Improve the visual impression of the city, especially at and near important gateways and destinations.
2. Narrate the story of West Haven and educate people about its existing natural and built assets.
3. Plan for and Incorporate public art into the city.



*The Armistice Monument on the Green was dedicated in 1928 to honor local residents who died in World War I.*





## Strategies

### M-11. Enhance Gateways and Create Welcoming, New Gateways.

Gateway treatments can consist of signs, architectural elements, art, banners, bus shelters, lights, landscaping and trees, and/or hardscapes or any combination of these items (see Figure 36 on page 98). The package of gateway treatments utilized should be tailored to the characteristics of each gateway in terms of importance to the City and potential visibility to motorists. Recommended locations include the following:

- a. **From Downtown New Haven:** Kimberly Avenue westbound before it turns into Elm Street. Another location is Route 1/ Boston Post Road westbound at the city boundary, where there is currently a green highway sign with the message “West Haven Incorporated Town Limit” and an unsheltered bus stop.
- b. **From New Haven:** Forest Road southbound at Derby Avenue.
- c. **From Orange:** Route 1 eastbound at the city boundary. A gateway monument sign already exists, but it could be supplemented with a broader landscape treatment atop the grass berm.
- d. **From I-95:** 1st Avenue and Campbell Avenue after cars exit off of I-95 and head northbound toward Allingtown and UNH.
- e. **Heading to the Beach:** Beach Street westbound near the intersection at 2nd Avenue or 3rd Avenue.
- f. **From Milford:** A gateway roundabout exists at Jones Hill Road and Ocean Avenue. It should continue to be monitored and maintained.

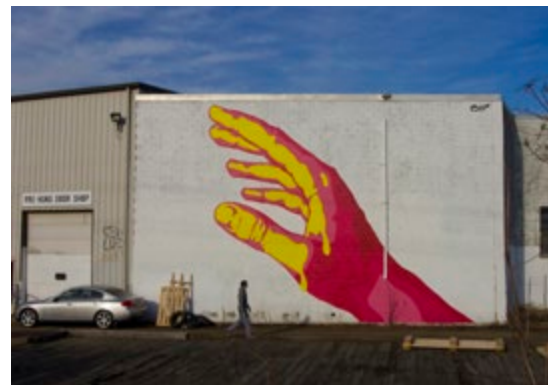
Other potential locations include: Derby Avenue at the City limits coming from both Orange and New Haven; Prindle Hill Road near the City limits; and Bull Hill Road near the City limits.



M-11. The existing gateway treatment in the middle of the roundabout at Jones Hill Road and Ocean Avenue



M-11. A potential location along Route 1 westbound for a welcoming gateway.



M-12. A mural on the wall of an industrial business in West Haven

Figure 36: Examples of Various Types and Styles of Gateway Treatments





Figure 37: Examples of Various Forms of Public Art



**M-12. Plan for Public Art.**

Public art is any form of art that has been planned and created with the intention of being staged in the physical public domain, typically outside and visible to the public. Statues are a common form of public art, but there are many other forms and media that comprise public art (see Figure 37 on page 99). Furthermore, public art can be integrated into infrastructure elements such as sidewalks and bridges. The city should work with local arts organizations and artists to develop a public art plan.

**M-13. Prepare an Interpretive Sign System to Communicate the Story of West Haven.**

The city should work with local organizations to develop an interpretive sign system could be combined with a range of methods and forms to interpret the story, or stories, of West Haven: apps, guided mobile phone tours, walking tours, and printed maps and guides. West Haven’s historic and cultural resources should be included in this system (see the **Topical Plan Elements: Historic Resources** section in this chapter).



## H HOMES & NEIGHBORHOODS

West Haven is home to more than 55,000 people. When you ask a Westie where he or she lives, the response is typically one of the following three areas: Allingtown, Center, or West Shore.

**Chapter 2. Observing the City** presents data about West Haven’s housing stock and includes a “Housing Snapshot” section that summarizes key housing trends and challenges from demographic and economic perspectives. These trends and challenges apply generally across Allingtown, Center, and West Shore. Among them are the aging of the population, the age of the housing stock, and the cost burden of housing.

Through the public engagement process, which is summarized in **Chapter 3. Engaging the City**, residents expressed concerns about livability and safety: keeping neighborhoods stable, well-kept, and appealing by raising expectations for property maintenance and by reducing signs of deterioration and blight. Residents would like sidewalks and curbs repaired, new sidewalks installed where appropriate, better street lighting in the right places, and vehicular traffic to travel slower through residential streets. All of these actions and aspirations are important for maintaining quality-of-life, home values, and an environment that is supportive of seniors.



### Goals

1. Encourage residents to organize at the block or neighborhood level to discuss issues and opportunities and communicate with the city.
2. Support programs and efforts to maintain and increase homeownership.
3. Promote programs that assist homeowners rehabilitate and maintain their homes.
4. Encourage a high standard for property maintenance and upkeep.
5. Improve sidewalks and lighting along residential streets where necessary.
6. Calm traffic along residential streets and provide pedestrian safety accommodations.
7. Protect residential areas from adjacent or proximate commercial and industrial activities.



## Strategies

### M-H1. Encourage and Support Residents to Organize at the Block or Neighborhood Level.

West Haven has few organizations at the neighborhood level that advocate for residents' aspirations and needs. Groups such as neighborhood associations and civic associations facilitate communication among residents and between residents and local government to support change, recruit volunteers for community projects, and organize improvement efforts. The city should encourage residents to organize into associations and provide guidance on creating such groups.

### M-H2. Consider Various Methods to Improve Property Maintenance and Upkeep.

The city should consider implementing a variety of approaches to encourage property maintenance and upkeep. The following are several examples of methods that could be deployed:

- a. Strongly enforce the city's existing blight prevention regulations. Consider undertaking targeted inspection and enforcement.
- b. Create a "best block" campaign that encourages and promotes/publicizes residents' efforts to improve the appearance of their homes and yards.
- c. The City requires owners of rental property who do not occupy the property to register with the Department of Planning and Development. This process in the City of West Haven should be reviewed periodically and modified if necessary. The City of New Haven has a similar type of residential licensing program. These types of procedures typically help municipalities readily identify owners of rental property and track rental properties for inspection purposes.
- d. Produce a resource guide that describes basic maintenance standards, identifies relevant city regulations, provides information on state and federal home repair and rehabilitation programs, and showcases ideas for improving the "curb appeal" of properties.

Figure 38: Example of Encouraging Residents to Organize



M-H1. The City of Clearwater, FL produced a guidebook to encourage residents to form neighborhood associations and understand the process for creating them.



### M-H3. Conduct an Assessment of Walkability and Pedestrian Safety in Residential Areas.

The city's Public Works department should identify areas of damaged sidewalks and curbs for repair and work with residents and other stakeholders such as local schools (through the Safe Routes to School framework) to identify priority areas for installing sidewalks, curbs, curb ramps where they currently do not exist on both City and State roadways. Pedestrian safety accommodations and traffic calming measures should also be considered where appropriate (see related strategy **M-G4. Prepare a Citywide Bicycle & Pedestrian Plan**). Furthermore, sidewalks should be considered part of the city's open space network.

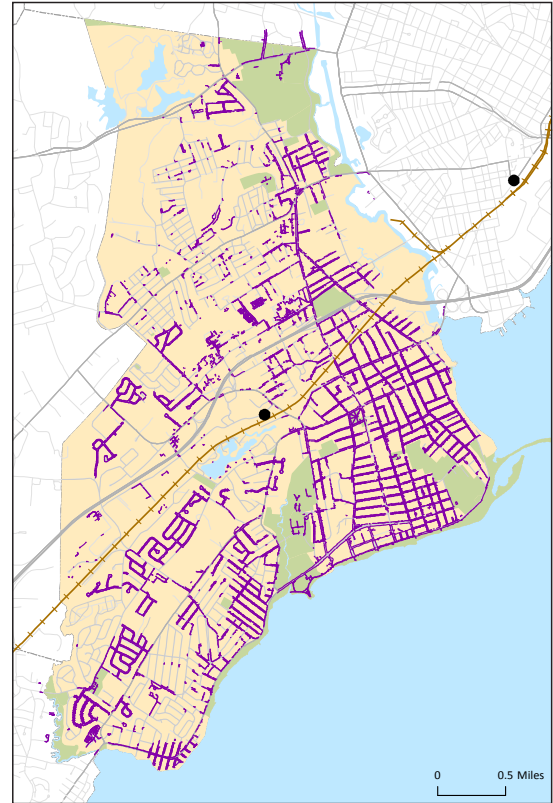
### M-H4. Examine Areas Where Residential Properties are Adjacent to Commercial and Industrial Properties.

There are several areas in West Haven where residential properties are located very close to commercial and industrial properties. For example, in the Route 1 corridor, there are homes along Everett Street and Daytona Street, in addition to vacant lots pocketing a number of blocks south of Route 1. In several instances, driveways and parking areas of commercial or industrial properties face homes on these streets—with minimal buffer protections, visual or otherwise. In the Front Avenue corridor, within the Industrial Planned Development (IPD) zoning district, several industrial buildings are built up to edges of adjacent residential properties without any setbacks.

Commercial and industrial operations can generate negative impacts on adjacent or nearby residential areas. They can create wear and tear on streets, homes, and properties; reduce the desirability and potential sale value of homes; and cause health problems. For example, truck traffic can generate noise, release pollution, and create potential safety hazards to pedestrians.

Where appropriate, the City should ensure residential properties are adequately protected from such potential negative impacts by enforcing existing regulations, examining the sufficiency of zoning standards (e.g., rear and side yard setbacks, buffers) and site plan review standards. The City should also consider—due to significant blight, vacancy, environmental contamination, or other concerns—whether certain areas are more appropriate for commercial and industrial uses. In this case, the City could consider rezoning as a way to plan for longer-term changes in land use.

Furthermore, as I-95 crosses through West Haven, the City should work with CTDOT to ensure that there are adequate visual, sound, and safety buffers between residential properties and the highway.



M-H3. Map showing the location of sidewalks along West Haven's streets.



*M-H4. A bird's eye aerial photograph showing a house on Everett Street that faces the parking lot and driveway of a commercial property (source: Microsoft Bing).*

#### **M-H5. Encourage and Support the Creation of Employer-Assisted Housing Programs.**

The city should encourage large local employers to create Employer-Assisted Housing Programs (EAHP). An EAHP refers to any housing program, rental or homeownership, in which an employer finances or assists an employee in some way. EAHPs can be mutually beneficial for employer and employee. For cities, such programs can help stabilize or improve neighborhoods and, potentially, lead to increased homeownership. Employers can “assist” employees with housing in any of the following ways or combination of ways:

- Downpayment or closing cost assistance
- Secondary (gap) financing
- Homebuyer education and counseling
- Help with applications, credit, moving
- Costs, deposits, and/or possible rent
- Guarantee or sublease

For example, Yale University's Homebuyer Program offers certain faculty members and employees purchasing a home (to own and live in) within certain target areas in the city an annual income benefit of \$5,000 for the first year and annual \$2,500 grants for up to 9 more years, as long as the employee continues to own and live in the house and work for Yale.



*photo courtesy of Jack Benas (used with permission)*





# *Topical Plan Elements*

- Ⓒ COMMUNITY FACILITIES**
- Ⓐ NATURAL & COASTAL RESOURCES**
- Ⓓ HISTORIC RESOURCES**
- Ⓕ LAND USE PLAN**



## **C COMMUNITY FACILITIES**

The POCD process is an opportunity to review the distribution, availability, condition, and capacity of a municipality’s community facilities, utilities, and infrastructure to meet the current and projected needs of the city. Beyond simply meeting needs, community facilities are another way toward contributing to the economic development goals of the City. Up-to-date, high-quality community facilities can enhance the lives of residents, help retain them through various stages of life, and also make a city an attractive place in which to make a new home or business.

This POCD considers the following types of facilities under the heading “Community Facilities.”

- a. **Parks, Recreation, and Open Space**
- b. **Public Buildings, Housing & Infrastructure** (e.g., libraries, community centers, streets, housing)
- c. **Public Safety Facilities** (i.e., police, fire, and EMS)
- d. **Schools** (i.e., public schools)
- e. **Utilities** (e.g., electric, water, sewer, stormwater, solid waste)

Officials from most of the City departments responsible for these facilities were interviewed to identify major projects undertaken since the previous POCD, describe planned capital investments, and discuss necessary capital investments. The discussions were informed by the 5-Year Capital Plan for 2017-2021, adopted in June 2016, which lists a range of projects to be undertaken (see Figure 40 on page 109). The discussions also included suggestions and ideas for improving community facilities beyond maintenance and repair to improve services, better meet residents’ social and economic needs, and bring the City’s facilities and offerings up to contemporary standards and needs. Also raised during the discussions were examples from other towns that could serve as models or that have elements or features that West Haven should consider in the future.

### **Discussion Themes & Highlights**

One of the primary themes that emerged during the discussions is the advanced age of many of West Haven’s facilities and the need for long-range planning to better coordinate and direct capital investments. City staff are adept at making repairs and fixes to keep services in operation. However, the age of buildings and equipment, environmental issues, and the obsolescence of technologies pose challenging physical and cost limitations. Furthermore, there are scattered throughout the City several underutilized and vacant facilities whose futures should be factored into long-range planning. The strategies at the end of this section recommend an initial approach toward long-range planning for community facilities.

Long-range planning also needs to be informed by trends and changes in demographics, resident needs and desires, technologies, and other factors. Some of these trends and change were identified during the discus-





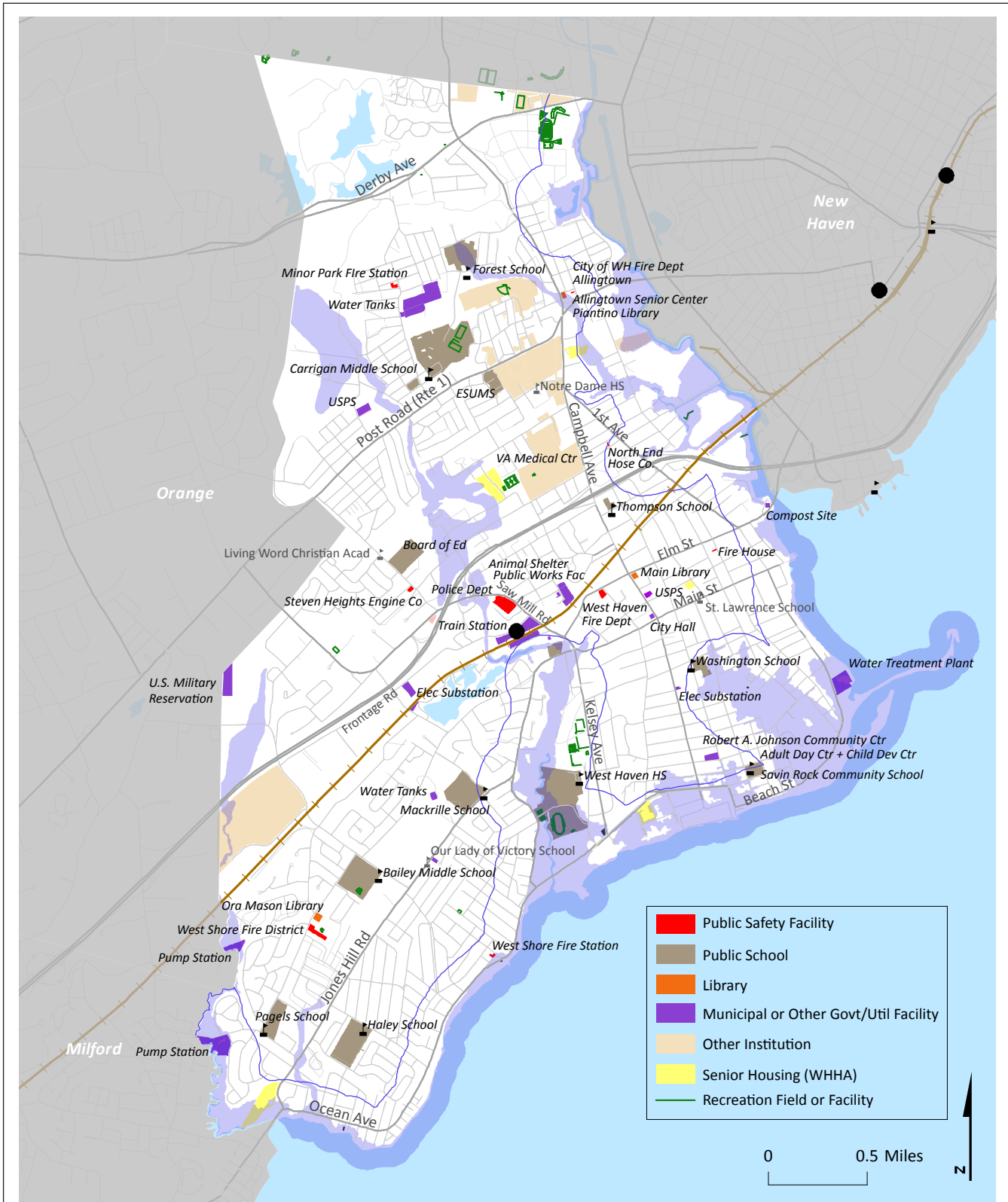
sions with City departments and are summarized in this section. The following are examples of additional themes, trends, and changes that emerged during the discussions:

- There are many existing working relationships among City departments. For example, the Department of Public Works maintains and repairs police cars for the Police Department and maintains the City's parks and recreation facilities for the Department of Parks & Recreation. Also, the Police and Fire departments recently collaborated on an overhaul of the City's radio dispatch system.
- Several City departments regularly collaborate with University of New Haven and its students as interns or volunteers. For example, the Police Department's Crime Scene Unit offers internships for UNH students studying law enforcement.
- Emergency call volumes are growing and the majority are medical-related calls.
- The library is seeing increasing utilization and technology needs and offerings, combined with the library's growing role as a multipurpose educational and social space for all ages of residents.

The following are some of the significant capital investment needs and possibilities identified during the discussions. They are highlighted here for discussion summary purposes and should not be construed as being endorsed or prioritized by the City.

- The **Public Library** sees potential to reallocate the main library's interior space to maximize space utilization, provide more and smaller meeting spaces to meet community needs, and create a space for teenagers. The addition of a 3-D printer as part of a "maker space" would greatly enhance its educational and technical offerings. The Wallingford, CT library's "Collaboratory" was cited as an example of the type of facility that could be of great benefit to West Haven residents and, potentially, public school students in partnership with the Board of Education.
- The **Parks & Recreation Department** collaborates with the Board of Education to utilize many of their recreational facilities for City recreation programs and offerings. The need for recreational facilities dedicated to all residents is becoming increasingly apparent. A multi-purpose community center should be considered in future long-range planning. The Shelton Community Center in Shelton, CT was identified as an example of the type of facility that could greatly benefit West Haven residents.
- The **West Haven Fire Department** is planning to replace its station at 366 Elm Street, which was built in 1959, with a new, larger facility. An appropriate site would be at least 3 acres, sufficient for a 6-bay facility. It also anticipates the need to buy a new ladder truck, which costs more than \$1 million.
- The **City of West Haven Fire Department - Allintown** is contemplating a new, combined fire station with 4 ½ bays and anticipates needing a new fire engine in 4-5 years.
- The **West Shore Fire District** anticipates having to replace an aging fleet of fire engines, including its ladder truck. It also anticipates replacing its ambulance and purchasing a transport-capable EMS/rescue truck.
- The **Police Department** reports being at capacity in their facility on Saw Mill Road and anticipates the need to expand by possibly adding a level. It also has had the need to soundproof its indoor shooting range and to introduce a carport in its parking area to shield its fleet. The department is also interested in the potential for creating a substation in the Haven West project.

Figure 39: Map of Community Facilities



**MAP: COMMUNITY FACILITIES**

2017 PLAN OF CONSERVATION & DEVELOPMENT  
City of West Haven, Connecticut

- Public Safety Facility
- Public School
- Library
- Municipal or Other Govt/Util Facility
- Other Institution
- Senior Housing (WHHA)
- Recreation Field or Facility

0 0.5 Miles  
N

- Coastal Management Area Boundary
- Special Flood Hazard Area
- Water Body



Figure 40: West Haven's 5-Year Capital Plan (2017-2021)

DEPARTMENTS	Proposed 5 Year Capital Plan- Exhibit A				
	2017	2018	2019	2020	2021
<b>Public Works Projects</b>					
Highway & Parks Trucks	1,915,000	750,000	750,000	500,000	500,000
Machinery & Equipment	605,000	150,000	150,000	150,000	150,000
Beach St. Reconstruction Phase I & II	500,000	6,000,000	-	-	-
Front Ave Culvert		-	-	-	-
Cove River Flood Mitigation	219,267	-	-	-	-
Sandford St. Drainage	1,250,000	1,250,000	-	-	-
Street Paving	800,000	800,000	800,000	800,000	
Veteran's Field Turf Replacement	450,000	50,000	50,000	50,000	
Sidewalks- LOCIP	180,000	-	-	-	
Park Maint Bldg-LOCIP	250,000				
Garage Improvements-LOCIP	25,000				
Storm Sewers- LOCIP	125,000	200,000	200,000	200,000	
<b>Sub-total Public Works</b>	<b>6,319,267</b>	<b>9,200,000</b>	<b>1,950,000</b>	<b>1,700,000</b>	<b>650,000</b>
<b>Public Safety</b>					
Vehicles- 15 Vehicles (10 Front Line)	484,125	-	-	-	-
Zetron Fire Alert System	116,243	-	-	-	-
<b>Sub-total Public Safety</b>	<b>600,368</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Water Pollution</b>					
Pump Upgrades	900,000	550,000	400,000	400,000	400,000
Upgrade of Dewatering Facility	200,000				
Incinerator Upgrades	400,000	1,400,000	-	-	-
Sewer Pump Stations	432,000	4,652,000	4,585,500	5,332,500	3,301,000
Consent Decree Sewer	124,000	100,000	1,200,000	1,200,000	1,200,000
<b>Sub-total WPC</b>	<b>2,056,000</b>	<b>6,702,000</b>	<b>6,185,500</b>	<b>6,932,500</b>	<b>4,901,000</b>
<b>Board of Education Projects</b>					
WHHS- Renovate as New		4,114,676	12,989,916	13,708,780	
District Security Upgrades	50,000	50,000	-	-	
District Boilers/HVAC	350,000	300,000	300,000	200,000	200,000
District Roof Replacement	750,000	750,000	500,000	485,000	485,000
Restoration Upgrades at Carrigan	1,200,000	1,200,000	1,000,000	575,000	575,000
District Wide Paving	200,000	200,000	150,000	150,000	150,000
District Wide Code Compliance & ADA	200,000	150,000	150,000	100,000	100,000
District Wide Code Asbestos Abatement	250,000	200,000	200,000	200,000	200,000
District Wide Electrical Upgrades	160,000	160,000	140,000	80,000	80,000
District Wide Elevator Repair	100,000	100,000	50,000	50,000	50,000
District Wide Equipment	100,000	100,000	60,000		
WHHS Pool Building Renovation	200,000	100,000	100,000	100,000	100,000
Restoration Ice Rink	500,000	300,000	50,000	-	-
District Wide Indoor Air Quality	100,000	100,000	100,000	50,000	100,000
<b>Sub-total Board of Education</b>	<b>4,160,000</b>	<b>7,824,676</b>	<b>15,789,916</b>	<b>15,698,780</b>	<b>2,040,000</b>
<b>Grand Total</b>	<b>13,135,635</b>	<b>23,726,676</b>	<b>23,925,416</b>	<b>24,331,280</b>	<b>7,591,000</b>



## a. Parks, Recreation, and Open Space

The **Parks & Recreation Department** supervises and manages of all public parks, beaches, playing fields, playgrounds and nature centers and shoreline walkways of the City, except those under the jurisdiction of the Department of Education (see Figure 41 on page 111). Annually, more than 15,000 residents take advantage of the department's recreational programs. The **Department of Public Works** maintains and repairs parks and recreation facilities.

The **Parks & Recreation Commission** recommends to Council the adoption of all ordinances related to the use of parks, beaches, playing fields, playgrounds and nature centers and shoreline walkways, and the preservation of order, safety, and decency.

The **West Haven Conservation and Open Space Commission** is involved in future land acquisition opportunities. A primary task of the commission is to develop a strategy to fund future open space acquisitions.

### Parks & Recreation Department

The mission of the Parks & Recreation Department is to enhance the lives of residents through providing leisure opportunities and helping develop lifetime skills and interests. Among its responsibilities are the following:

- Create, schedule, and manage recreation programs and the utilization of facilities.
- Manage parking constables at beach and lifeguards.

### Staff, Facilities & Equipment

- 5 total: Director, Program Coordinators (2), Pool & Waterfront Coordinator, Admin. Assistant
- Facilities: See Figure 41 on page 111. Utilizes many Board of Education facilities as available per schools' activities schedules.

### Trends

- Interest among residents in more active recreation, especially at the beach.
- Veteran's Memorial Field cited as needing the most repair and rejuvenation work. The turf field is slated replacement.
- The need for recreational facilities dedicated to all residents is becoming increasingly apparent. A multi-purpose community center should be considered in future long-range planning. The Shelton Community Center in Shelton, CT was identified as an example of the type of facility that could greatly benefit West Haven residents.

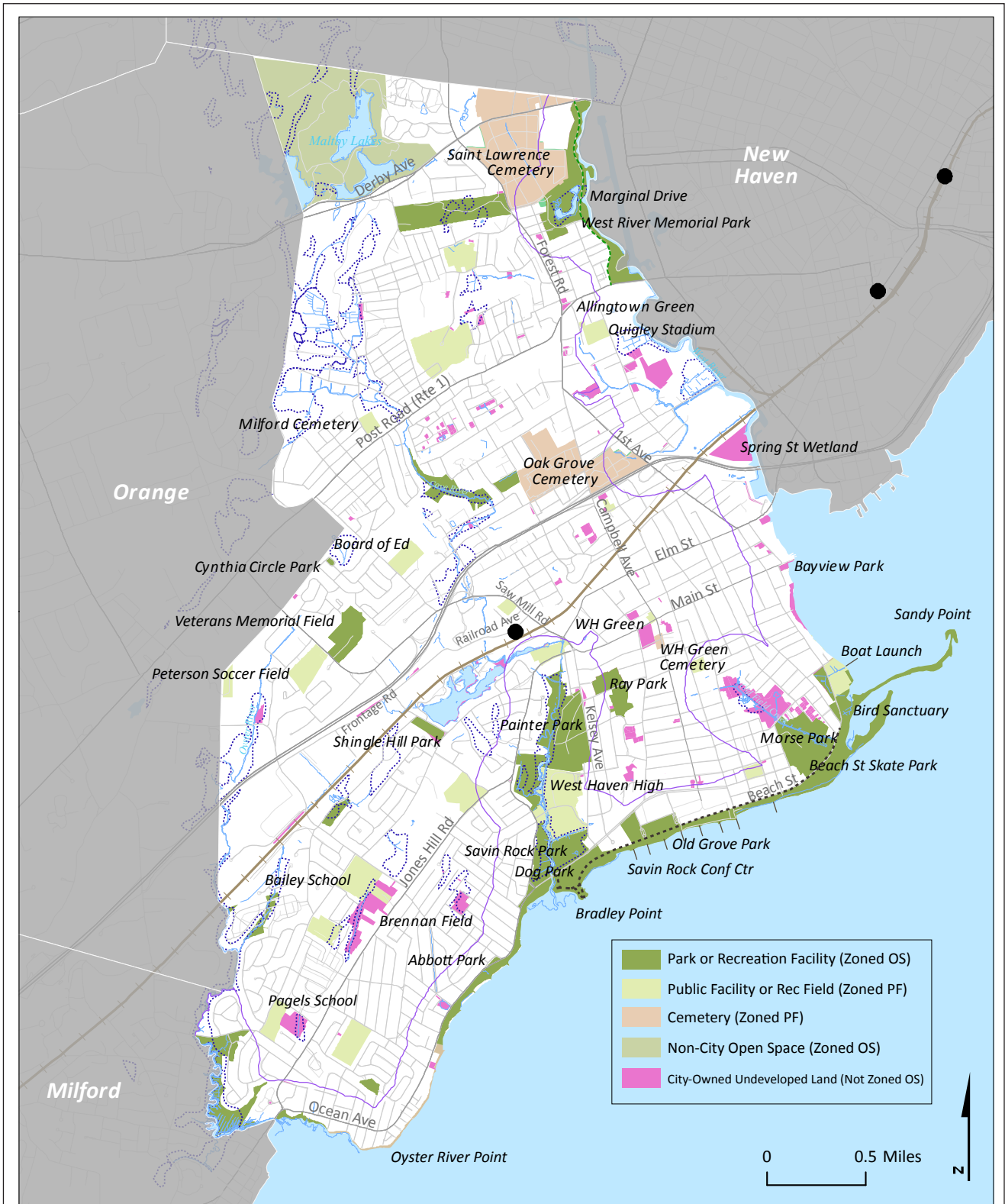
## Recent Plans, Studies & Actions Related to Parks, Recreation, and Open Space

### Floodplain Easements

Recent storm surges and flooding has elevated the importance of open space. Following Superstorm Sandy, the City received \$2.6 million for the area surrounding the Old Field Creek salt marsh off of Beach Street to purchase floodplain easements on 34 acres and to help repairs 12 damaged homes along Blohm Street, May Street, Third Avenue, and Third Avenue Extension. The City received an additional \$3.8 million to purchase chronically flood-prone properties to create permanent floodplain easements and help make West Haven



Figure 41: Map of Parks, Recreation, and Open Space



<span style="display:inline-block; width:15px; height:10px; background-color:darkgreen;"></span>	Park or Recreation Facility (Zoned OS)
<span style="display:inline-block; width:15px; height:10px; background-color:lightgreen;"></span>	Public Facility or Rec Field (Zoned PF)
<span style="display:inline-block; width:15px; height:10px; background-color:orange;"></span>	Cemetery (Zoned PF)
<span style="display:inline-block; width:15px; height:10px; background-color:lightyellow;"></span>	Non-City Open Space (Zoned OS)
<span style="display:inline-block; width:15px; height:10px; background-color:yellow;"></span>	City-Owned Undeveloped Land (Not Zoned OS)

0 0.5 Miles



**MAP: PARKS, RECREATION & OPEN SPACE**

2017 PLAN OF CONSERVATION & DEVELOPMENT  
City of West Haven, Connecticut

<span style="display:inline-block; width:20px; border-bottom:1px solid purple;"></span>	Coastal Management Area Boundary	<span style="display:inline-block; width:20px; border-bottom:1px dashed black;"></span>	Path
<span style="display:inline-block; width:20px; border-bottom:1px solid blue;"></span>	River or Stream	<span style="display:inline-block; width:20px; background-color:lightblue;"></span>	Water Body
<span style="display:inline-block; width:20px; border:1px dotted blue;"></span>	Inland Wetlands		



more resilient to future flood and storm surge events. Easements were purchased for storm-damaged properties on Beach Street, Blohm Street, and Third Avenue Extension (see Figure 42). Other properties within the floodplain are eligible, provided the lands contribute to the restoration of the flood storage and flow, provide for control of erosion, or improve the practical management of the floodplain easement.

Figure 42: Map highlighting floodplain easements purchased (OS indicates Open Space zoning)



**Connecticut Comprehensive Open Space Plan - "The Green Plan" (for 2016-2020)**

The Green Plan is a statewide open space acquisition and preservation plan. It identifies open space funding sources and programs, priorities for acquisition and protection, and actions to be taken by CT DEEP to reach state open space goals. The plan proposes that CT DEEP and its partners aim to acquire 11,500 acres of open space, with a total acquisition goal of 673,210 acres by 2023. The acquisition of coastal lands is prioritized to meet the coastal resource conservation and public recreation goals from CT DEEP's Coastal and Estuarine Land Conservation Program Plan (CELCP). Over the next five years, CT DEEP and its partners will acquire or protect 1,000 acres of remaining unprotected and undeveloped lands within the state's coastal boundary. Priorities are evaluated based on the following criteria:

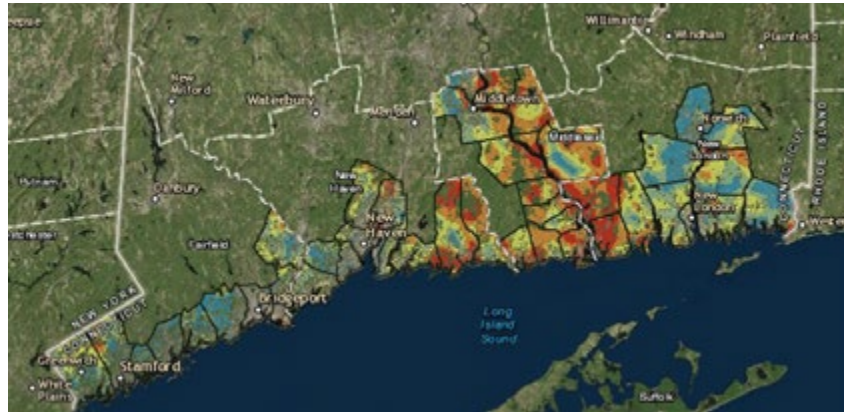
- In close proximity to or contiguous to areas of existing protected open space.
- Having large blocks of unfragmented coastal forest and tidal marsh advancement zones, or lands adjacent to tidal marsh, to accommodate for species shifts or inland migration due to climate change.
- Having coastal habitats emphasized for acquisition in the Connecticut Wildlife Action Plan.
- With potential to provide new or expand existing coastal public recreational trails, fishing, and swimming access, especially in high density residential areas.

Figure 43 on page 113 shows color-coded areas that depict rankings of conservation value. The highest ranking land is located east of West Haven in towns such as Guilford and Old Lyme. The CELCP notes that while the focus areas are intended to help guide the acquisition process, they do not restrict areas where acquisition projects can be proposed, nor will acquisition candidate sites within these areas necessarily be given priority for nomination to the national CELCP land acquisition grant program solely based on the rankings.





Figure 43: CELCP Focus Area Map



### POCD Strategies Related to Parks, Recreation & Open Space

The following parts of this POCD address specific aspects of parks, recreation, and open space:

- **Plans for Places: The Beach & The Beachfront** recommends improvements to amenities and facilities at the beach and more active and passive recreation. It also recommends improvements to public access to the beach and to aim for creating a continuous walking and biking path along the beachside streets.
- **Plans for Places: Allingtown** recommends, as part of a neighborhood planning process, working with residents to assess the adequacy and condition of existing parks and recreation facilities and the need for additional facilities.
- **Making Connections: Getting Around Town** recommends reopening Marginal Drive as a recreation trail.
- **Making Connections: Homes & Neighborhoods** views sidewalks as part of the city’s open space system and recommends assessing the need for improvements to the sidewalk network.

See the **Topical Plan Elements: Natural Resources & Coastal Resources** section that follows, which connects to this section on the topic of open space.



## **b. Public Buildings, Housing & Infrastructure**

### **Community Development Administration**

The mission of the City’s Community Development Administration is to promote a viable urban community through decent housing, a suitable living environment, and expanded quality-of-life opportunities primarily for those of low to moderate income. This department has a total of 3 staff. Among its responsibilities and programs are the following:

- Administers the Community Development Block Grant (CDBG).
- Provides downpayment assistance for homebuyers.
- Engages in housing rehabilitation for single family to three-family houses.
- Administers a revolving loan for commercial facade improvements.
- Funds local nonprofit organizations.

#### **Trends**

- Challenges in receiving approvals for downpayment assistance due to personal debt or earning incomes higher than the maximum allowed to receive such assistance.
- Lack of interest in the commercial facade improvement program
- Possible funding decrease over time.

### **Elderly Services**

The City’s Department of Elderly Services provides a comprehensive community focal point on aging to meet the needs of the older residents of the city. It provides opportunities for seniors to come together for a variety of services and activities, which enhance their dignity, support their independence, and encourage their involvement with the community. Among the services it provides are: Information and referral, outreach, educational programs, a medical equipment loan closet, activities, yoga, exercise, dancing, painting, arts and crafts, day and overnight trips, income tax assistance, and transportation. There are two senior centers in West Haven: the Allingtown Senior Center and the Robert A. Johnson Community Center, which is located at the intersection of Washington Avenue and Noble Street.

### **Housing Authority**

The West Haven Housing Authority provides and enhances affordable housing for individuals and families with the greatest housing needs (including seniors and disabled living on fixed incomes, homeless veterans, and families with low incomes.) It also administers housing choice vouchers. Figure 11 on page 26, which is in [Chapter 2: Observing the City](#), identifies the Housing Authority’s facilities. The latest project that is being undertaken by the Housing Authority is the conversion of Thompson School to a 56-unit complex for elderly, disabled, and veteran residents.



## Public Library

The West Haven Public Library provide people of all ages free, public access, and qualified guidance and direction to books, media, and cultural events in a comfortable, user-friendly, environment that meets the informational, educational, and life-long learning interests of the entire community. It provides access to various opportunities and resources for self-improvement, cultural awareness, and enjoyment for patrons. The Public Library has a total staff of 28 and operates three libraries: the Main Library, Louis J. Piantino Branch, and the Ora Mason Branch. It also has a Bookmobile. The libraries are governed by the Village Improvement Association.

### Trends

- Increasing utilization of libraries. Of the 44,000 people with library cards, more than 17,000 actively use their cards, which represents almost 40 percent of all cardholders.
- Increasing need for computers and Internet.

### Projects

Several projects completed recently include structural and HVAC improvements to the Main Library and adding/replacing computers and furniture. A new sign was installed at the Piantino Branch to provide the library with more visibility.

The Public Library has a strategic plan in place for 2016-2019, which includes projects such as upgrading the WiFi system, installing book drops at each of the branches, and installing shelves in the Bookmobile so it can be a mobile “branch.”

For the future, the Public Library sees strong potential to reallocate the main library’s interior space to maximize space utilization, provide more and smaller meeting spaces to meet community needs, and create a space dedicated to teenagers. The addition of a 3-D printer as part of a “maker space” would greatly enhance its educational and technical offerings. The Wallingford Library’s Collaboratory was cited as an example of the type of facility that could be of great benefit to West Haven residents and, potentially, public school students in partnership with the Board of Education (see Figure 44).

The Public Library is also seeking to expand within the Piantino Branch, which may enable pursuing more computer offerings in partnership with UNH.

Figure 44: Example of a “maker space” facility



Photo of the Collaboratory of the Wallingford, CT, Public Library (courtesy of Deanna S. Dewey of 4D design & decorating, llc; used with permission; photo by Erin Murphy)



## Public Works

The primary mission of the Department of Public Works and its various divisions is to provide a safe and secure environment for the City's residents; to regulate and administer a wide variety of cost-conscious, crisis responsive, 24/7 public services; and to protect the city's interests in hiring outside contractors from initial bids to project completion. Public Works consists of the following divisions: Highway/Park Maintenance, Engineer, Central Garage, Grounds/Building Maintenance, and, since 2001, the Water Pollution Control Authority. Among its responsibilities are the following:

- Manage City roadways (incl. paving and curbing projects), sidewalk installation and repair, tree program, bridge projects.
- Maintain the City's stormwater drainage system.
- Manage the water pollution control plant and waste disposal operations, including the compost site.

Public Works works with local university (including UNH) and local nonprofit organizations on projects involving a range of activities such as sidewalk inventories, planting projects, tracking beach erosion and tide heights, and salinity testing in the Cove River.

## Projects

A number of Public Works projects are shown on Figure 21 on page 34 and listed on Figure 40 on page 109, which is the City's 5-Year Capital Plan. Additional projects are listed below.

### Past/Recent Projects

- Recently completed a new parks maintenance building.
- Switched from cobrahead to flathead streetlights.

### Planned Projects

- Relocation of facilities on Collis Street to Front Street (to make the site available for transit-oriented development)
- Transition to LED street lights.



## c. Public Safety Facilities

### Police Department

The Police Department enforces laws, ordinances, and regulations governing criminal and motor vehicle codes. It also aims to protect citizens and prevent crime. The following table provides more details on the Police Department’s divisions; staff, facilities and equipment; and capital projects.



Divisions	Staff, Facilities
<ul style="list-style-type: none"> <li>• Uniformed Patrol</li> <li>• Investigative Services</li> <li>• Recruitment/Training</li> <li>• Animal Control</li> <li>• Crime Scene Unit</li> <li>• Special Response Team</li> <li>• Street Crime Unit</li> <li>• K-9 Unit</li> <li>• Records, Property Room</li> <li>• Segway Patrol</li> <li>• Crime Prevention/PIO, Community Resources Unit</li> <li>• DOIT, Cyber Investigation Unit</li> <li>• Task Force Officers</li> <li>• Public Service Unit</li> </ul>	<p><b>Staff:</b> 119 total</p> <ul style="list-style-type: none"> <li>• Chief of Police</li> <li>• Deputy Chief</li> <li>• 76 officers</li> <li>• 18 sergeants</li> <li>• 5 lieutenants</li> <li>• 15 detectives</li> <li>• 14 civilians</li> </ul> <p><b>Facilities</b></p> <ul style="list-style-type: none"> <li>• Headquarters</li> <li>• Substations at Allingtown, Center, West Shore</li> </ul>

#### Past/Recent Projects

- New headquarters was constructed on Saw Mill Road in 2004.
- Cameras with LPR technology installed at all city entry and exit points.
- New NEXGEN radio dispatch system.

#### Planned Projects

- Purchase body-worn cameras.
- Purchase car shields.
- Expand headquarters, soundproof the indoor firing range, construct a carport.

#### Future Possibilities

- Purchase a cargo vehicle.
- Create a substation at Haven West.
- Install additional LPR cameras.



### Fire Department: West Haven Fire Department

The West Haven Fire Department is committed to providing the highest level of fire protection and public safety for the community. It protects lives and property through fire suppression, emergency medical services, disaster management, fire prevention and public education. The department has maintained an ISO Class II rating since 1982. It serves the 1st Fire District which is comprised of 29,000 residents over 5.2 square miles. It has 1.7 firefighters per 1,000 population, or 7 firefighters per square mile.



The following table summarizes the department’s staffing, facilities, and equipment.

Staffing	Facilities	Major Equipment
<ul style="list-style-type: none"> <li>• 54 career, plus 40 volunteers</li> <li>• Chief, Deputy Chief/Fire Marshal</li> <li>• 48 firefighters</li> <li>• Fire inspectors (2)</li> <li>• Dispatchers (12)</li> <li>• Mechanic</li> <li>• Business agent</li> <li>• Administrative assistant</li> </ul>	<ul style="list-style-type: none"> <li>• Main (366 Elm St)</li> <li>• 2nd Avenue Station</li> <li>• (Volunteer)</li> <li>• (Volunteer)</li> </ul>	<ul style="list-style-type: none"> <li>• Fire engines (2), plus 1 spare (from 2000, 1984, and 1992)</li> <li>• Ladder truck (2002)</li> <li>• HAZMAT trailer (2006)</li> <li>• Rescue ambulances (2, from 2000 and 2008)</li> <li>• 16-foot rescue boat</li> <li>• Sedans/trucks from the 1990s</li> </ul>

#### Trends

- Growth in call volume.
- Medical calls increasing and fire calls decreasing proportionally (approx. 77% of all calls are medical).

#### Past/Recent Projects

- Refurbished an ambulance in-house.
- Replaced two aging Pierce fire engines with two new HME Spectre engines (see photo below).

#### Future Possibilities

- New ladder truck.
- Build a new fire station (Elm Street Station was built in 1959).
- Consider providing EMS transport.



### Fire Department: City of West Haven Fire Department Allingtown

Formerly the Allingtown Fire District, the City of West Haven now operates this fire department as a branch of the West Haven Fire Department. It serves more than 15,000 residents across 2.9 square miles in Allingtown, while also providing mutual aid throughout the City. It has the smallest Grand List as the district contains the most tax exempt property.



The following table provides more detail on the branch, facilities, equipment, and capital projects.

Staff	Facilities	Major Equipment
<b>Staff</b> <ul style="list-style-type: none"> <li>• 23 total</li> <li>• Chief, Deputy Chief/Fire Marshal</li> <li>• 20 firefighters (incl. 10 paramedics and 10 EMTs)</li> <li>• 12 dispatchers</li> <li>• Interns from UNH in fire science and criminal justice</li> </ul>	<ul style="list-style-type: none"> <li>• Headquarters (20 Admiral Street)</li> <li>• Minor Park (318 Fairfax Street)</li> </ul>	<ul style="list-style-type: none"> <li>• 2016 Pierce 75 ft. ladder truck</li> <li>• 2014 Navistar PL custom rescue ambulance</li> <li>• 2005 Smeal Pumper - AVFA</li> <li>• 1999 Spatan 3D Pumper</li> <li>• 1983 Mack CF-600 Pumper</li> <li>• 1992 Achilles 14-foot boat</li> </ul>

#### Trends

- Aging facilities (Admiral Street built in 1928, Minor Park in 1968)
- Redevelopment along Route 1, Increased development in Allingtown, and expansion of UNH contributing to increased call volume.

#### Past/Recent Projects

- Admiral Street Station: Replaced three furnaces
- Minor Park Station: Replaced roof and added 45 kW generator

#### Planned Projects

- Admiral Street Station: Replace the generator (from the 1960s), replace the roof, and re-point exterior masonry.

#### Future Possibilities

- Will need a new engine in approximately 3-4 years.
- Consider a new, combined fire station with 4.5 bays.
- Consider a partnership with UNH, as it needs a new public safety facility.



### West Shore Fire District



The following table summarizes the West Shore Fire District’s staff, facilities, and major equipment.

Staff	Facilities	Major Equipment
<b>Staff:</b> 35 total • Chief & Deputy Chief/Fire Marshal • 4 line captains • 4 lieutenants • 24 firefighters, EMT, paramedics • 1 secretary/treasurer	• Headquarters (860 Ocean Ave) • Station 2 (250 Benham Hill Road)	• 2 engines • 1 ladder truck • 1 ambulance

#### Trends

- Fewer volunteers.
- Aging equipment.
- Increased development in the Sawmill Road area and small business expansion.
- Increasing call volume, primarily medical-related

#### Past/Recent Projects

- Headquarters: Replaced 30-year old climate control system (boiler, A/C) and replaced windows with energy efficient windows.
- Station 2: Upgraded the facility with a new roof and kitchen. The driveway, parking lot, and apparatus ramp were replaced recently and the outbuilding was remodeled.

#### Planned Projects

- Replace the generator (from 1980s) in headquarters.

#### Future Possibilities

- Replace the 30-year old cascade system used for refilling air bottles after fires.
- Replace Engine 31 (2007 model), Engine 32 (2001), and Quint 33 Ladder Truck (2008).
- Replace ambulance (2000 model); purchase transport capable EMS/Rescue truck.





### d. Schools: Board of Education

The public school system of West Haven consists of 6 elementary schools with PK/KG to 4th grade, one intermediate school with grades 5 and 6, one middle school for grades 7 and 8, and one high school for grades 9 through 12. The following table provides more details on these schools. Enrollment figures are as of January 2017.

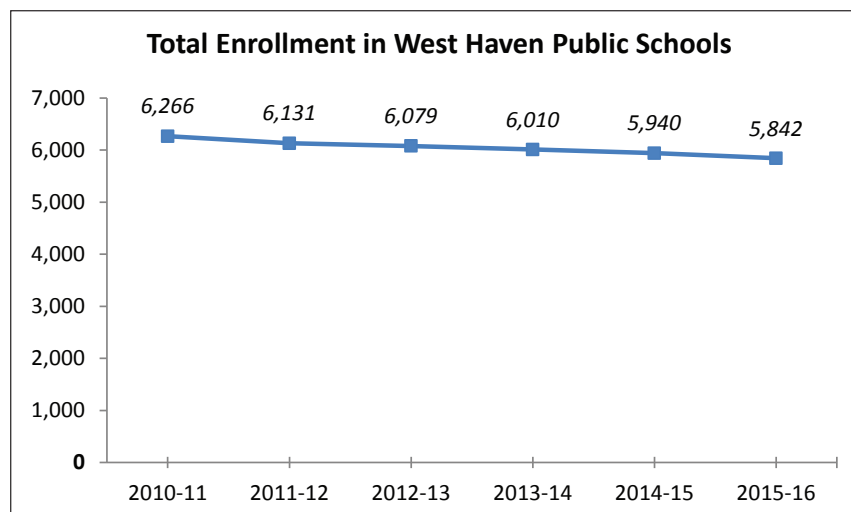
School	Year Built	Grades	Enrollment
School Readiness Program	n/a	PK	n/a
Forest Elementary	1971	K-4	446
Haley Elementary	1952	PK-4	405
Mackrille Elementary	1954	PK-4	293
Pagels Elementary	1954	PK-4	333
Savin Rock Elementary	1976	PK-4	479
Washington Elementary	1909	PK-4	489
Carrigan Middle School	1969	5-6	901
Bailey Middle School	1957	7-8	842
West Haven High School	1963	9-12	1,456

### Staffing

The Board of Education employs more than 1,000 full-time equivalent (FTE) staff, consisting of a mix of full-time (counted as 1) and part-time (counted as 0.5) staff. General education and special education teachers, instructors, and assistants comprise more than 600 of the 1,000 FTE staff.

### Enrollment Data & Projections

As the chart below indicates, student enrollment has gradually been decreasing over the past five years, which is consistent with trends in comparable districts.





Enrollment projections should inform the planning of school facilities.

The following table contains annual student enrollment projections, from the New England School Development Council, up to the 2026-2027 school year. This data indicates a decrease in student enrollment of approximately 11 percent by the 2026-2027 school year.

School Year	Grades PK-4	Grades 5-8	Grades 9-12	TOTAL
2016-17	2,421	1,784	1,486	5,691
2017-18	2,385	1,795	1,453	5,633
2018-19	2,323	1,803	1,403	5,529
2019-20	2,309	1,671	1,450	5,430
2020-21	2,283	1,620	1,480	5,383
2021-22	2,251	1,610	1,474	5,335
2022-23	2,239	1,575	1,477	5,291
2023-24	2,240	1,578	1,369	5,187
2024-25	2,258	1,532	1,332	5,122
2025-26	2,256	1,500	1,331	5,087
2026-27	2,253	1,490	1,299	5,042

### Projects

As is the case with many facilities in West Haven, the City’s schools are aging and need significant upgrades. It could be more efficient in the long term to retire certain invest in new facilities versus continuing to prolong the lives of some of the oldest facilities through upgrades.

#### Planned Projects

- Renovate as new West Haven High School.
- For additional planned projects, see “Figure 40: West Haven’s 5-Year Capital Plan (2017-2021)” on page 109.

#### Future Possibilities

- Emphasize long-range planning for school facilities.



## e. Utilities

### Public Water Supply

The South Central Regional Water Authority (RWA) serves almost all the City of West Haven. Public water supply for West Haven residents comes from a mix of sources including Lake Gaillard, located in North Branford and the West River. RWA owns three surfacewater reservoirs (Maltby Lakes) in West Haven, but they are currently not active public water supplies. RWA owns land around Maltby Lakes in the northern part of the City. While these reservoirs are currently inactive, they could be an important future source of water.

### Sanitary & Stormwater Sewer Systems

The City is the owner and operator publicly-owned treatment works (POTW) that consists of a wastewater collection system and a wastewater treatment facility consisting of approximately 145 miles of sewer, 13 pumping stations, and a wastewater treatment facility that discharges into New Haven Harbor. The City estimates it has about 50 municipal separate storm sewer system outfalls. The entire City of West Haven is served by its sanitary sewer system. There are no plans for sewer avoidance in any part of the City. The City's POTW also serves a portion of the Town of Orange.

### Electric & Gas

Electric is handled by United Illuminating Company and gas by Southern Connecticut Gas Company

### Recent Plans, Studies & Actions

#### Consent Decree

The U.S. Environmental Protection Agency (EPA) cited the City for violating a section of the Clean Water Act that prohibits the discharge of pollutants into water, except in compliance with a permit. Between 2007 and 2011, approximately 101 sanitary sewer overflows (SSOs) resulted in the unpermitted discharge of untreated sewage into surface waters. Another 208 SSOs caused sewage backups. The City will spend approximately \$17.1 million implementing various measures to bring the City back into compliance. The proposed settlement requires the City to undertake a number of corrective and preventative measures. EPA also found that the City did not follow the requirements of its storm sewer permit by not having updated its stormwater management plan and submit an annual report since 2009. It also did not properly monitor its outfalls in 2011, 2012 and 2013, in addition to other activities.

As part of the original settlement the City paid a total penalty of \$125,000. The amendments to the Consent Decree would require West Haven to comply with specific provisions of the MS4 Permit by specific dates.



## Goals

1. Provide residents with safe community facilities with contemporary amenities and technologies that meet their social, civic, physical, and educational needs.
2. Undertake long-range planning to identify capital improvements for community facilities.
3. Manage flood risks for existing and planned community facilities within the coastal management area and within Special Flood Hazard Areas (SFHAs).
4. Protect undeveloped properties in environmentally-sensitive areas.
5. Include and evaluate recommendations related to community facilities from the *Coastal Resilience Plan* and *Harbor Management Plan* in capital improvements planning.
6. Continue to comply with the state's MS4 requirements for stormwater management by amending zoning regulations and site plan review procedures to require reduction of impervious surface coverage for new commercial development, low impact development techniques, etc.

## Strategies

### **T-C1. Form a Capital Improvements Task Force; Develop a Capital Improvement Program.**

As a means toward long-range planning and developing a capital improvement program (CIP), the City should form a Capital Improvements Task Force. CIP is a multi-year planning method that identifies capital projects and coordinates their location, timing, and financing. The CIP provides a means for both coordinating and prioritizing the capital project requests of various departments and agencies. Creating a CIP requires careful consideration of proposed projects in a more comprehensive context than if projects were proposed and evaluated on an *ad hoc* basis. The information that a CIP provides about the short- and long-term financial impacts of undertaking capital projects helps balance municipal priorities with the financial capacity to pay for desired projects.

POCD strategies involving capital investments in infrastructure and facilities should be included in any long-range planning process. Furthermore, the Capital Improvements Task Force should ensure that investments in community facilities and services are made in an equitable manner with respect to the geographic distribution of the City's residents. Furthermore, the task forces should consider how individual capital investments can meet multiple or shared goals among departments. For example, the headquarters of the Town of Branford, CT, which was completed in 2012, includes a large community room for the public and the town to utilize. The building is two stories with a total of 34,000 square feet, while the prior building was half the size contained in a single story.

The Town of Windsor, CT adopted a CIP for FY2016-2021 that includes a detailed description of its CIP process, relates the CIP with its overall finances, and provides an informative summary of each capital improvement project. The summary indicates if a project is recommended by the Town's POCD.



**T-C2. Prepare a Facilities Master Plan.**

A facilities master plan is a guide for understanding the conditions, needs, and utilization of facilities and for making decisions on priorities for making future capital investments. The Capital Improvements Task Force (see strategy **T-C1**) could serve as an advisory group during the process of preparing a facilities master plan for the City.

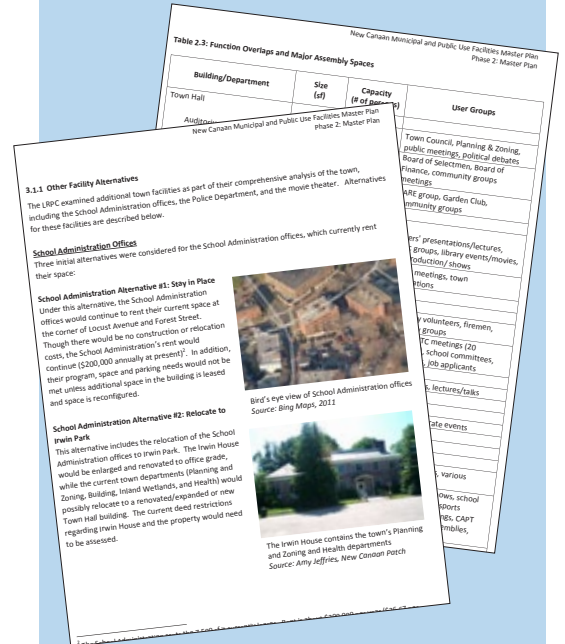
The Town of New Canaan launched a town-wide facilities master planning process that was completed several years ago. The Town needed to study Improvements for municipal facilities, including its town hall, fire station, library, parking, and other facilities. The resulting plan serves as a blueprint for improvements to its facilities and provides an understanding of the impacts and consequences of future proposals.

**T-C3. Plan for the Protection of Environmentally-Sensitive Areas.**

The City and its Conservation and Open Space Commission should plan for the protection of undeveloped areas with steep slopes, inland wetlands, and/or within floodplains and in sensitive areas near the coastline. The City could work with CTDEEP to identify suitable properties and evaluate strategies for protecting them. The **Land Use Plan** section of this chapter identifies several areas that should be considered for an open space designation. The *Coastal Resilience Plan* also makes several recommendations for preserving or creating new open space.

This strategy should be coordinated with strategy **T-N1** in the **Natural & Coastal Resources** section.

Figure 45: Example of a Municipal Facilities Master Plan



T-N2. The Town of New Canaan assessed all of its municipal facilities, including town building, old schools, etc.



## N NATURAL & COASTAL RESOURCES

West Haven is a developed city, yet it contains a wide variety of natural features and resources that culminate in the southern portion of the city at its long, beautiful coastline along the Long Island Sound.

### Watersheds & Water Features

Of the two subregional watersheds within the city, the South Central Shoreline Watershed drains nearly 8.7 square miles, while the West River Watershed drains the remaining 2.3 square miles. Three waterways flow through West Haven including: West River, Oyster River, and Cove River. These rivers are fed by a network of tributaries and are best defined by the watersheds that supply them. Rivers, streams, lakes, ponds, wetlands and floodplains are the components of the watershed that contain the attributes to support a variety of aquatic and terrestrial plant and animal life, attenuate flood conditions, and provide the residents of the region with potable drinking water. The sustainable management of these watersheds is critical to ensure their integrity into the future.



*A Piping Plover, a federally-listed endangered species, on the beach in West Haven (photo by Len Blumin from Flickr user: lenblumin, licensed under CC BY NC-ND 2.0)*

### Soils, Wetlands & Steep Slopes

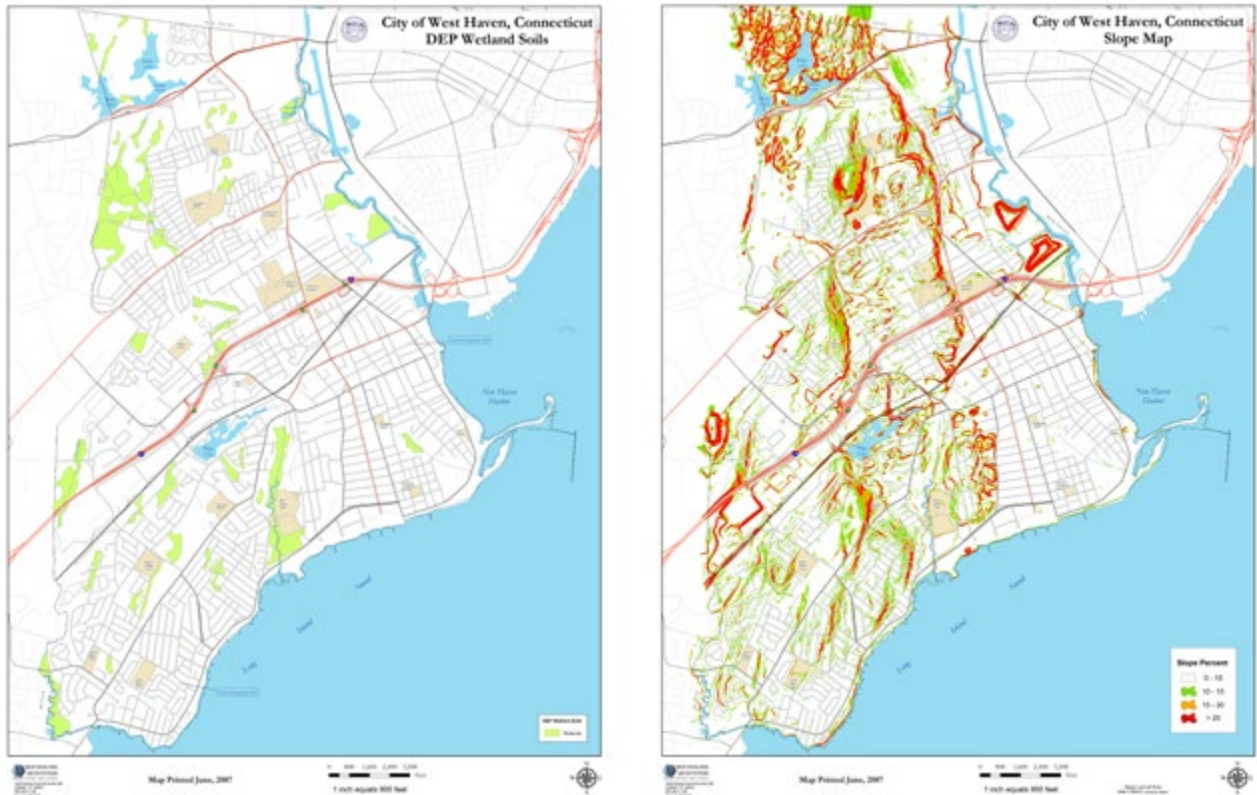
According to the Natural Resource Conservation Service (NRCS) Detailed Soil Survey, West Haven is comprised of 44 different soil types. Wetland soils and steep slope soils are especially sensitive and are protected under the City's Inland Wetlands regulations. Figure 46 on page 127 includes a map of the city's wetland soils.

Alluvial and floodplain soils are an especially unique wetland type. Due to their high permeability, these soils are susceptible to rapid infiltration of pollutants, which can impact groundwater drinking supplies. Tidal wetlands are also a unique wetland type, comprising approximately 25 percent of West Haven's total wetlands. Tidal wetland, which are located along Cove, West, and Oyster Rivers, have high nutrient and biological productivity that form the base of the food web in the Long Island Sound. Tidal wetlands protect water quality by trapping sediments, reducing turbidity, breaking down toxic and heavy metals, buffering storm surges, and absorbing wave energy.

Steep slopes are sensitive natural features. They are prone to erosion, landslides, and subsidence if disturbed, which can degrade water quality, damage structures, and endanger public safety. While the stability of a slope depends on several variables such as vegetative cover and underlying geology, slopes greater than 15% generally pose significant constraints to development due to the difficulty of building foundations and siting septic systems. In addition, steep slopes are prone to increased surface runoff and flooding. Figure 46 on page 127 includes a map of steep slopes within the city.



Figure 46: Maps Identifying Wetland Soils and Steep Slopes



### Forests and Trees

The largest concentrations of deciduous and coniferous forests are in the northwestern part of the city, surrounding the Maltby Lakes. The land surrounding Maltby Lakes comprises 124 acres of unfragmented deciduous forest and an additional 50 acres of coniferous forest. Other unfragmented forests exist throughout the City and could become part of its ecological open space system. However, forests that are held in private ownership are susceptible to changes in land use, and may have a substantial effect on the overall landscape of the City over time.

West Haven also has street trees and many other trees that comprise an “urban canopy.” Healthy trees can make neighborhoods and streets beautiful, improve air and water quality, and enhance property values. The City’s **Tree Commission** provides leadership to enhance, expand, and preserve the tree canopy for the benefit of the community. The commission is dedicated to promoting tree preservation and planting within the city, providing a healthy and diverse treescape, and ensuring an aesthetic quality of life for all residents. West Haven employs a tree warden.

The **West Haven Tree Coalition** is a local organization that advocates on behalf of the city’s trees. Its vision is to provide leadership to enhance, expand and preserve the city’s urban forest for the benefit of the community. The group is dedicated to promoting tree preservation within the city, through advocacy and education, and to providing a healthy, diverse, and aesthetic treescape.



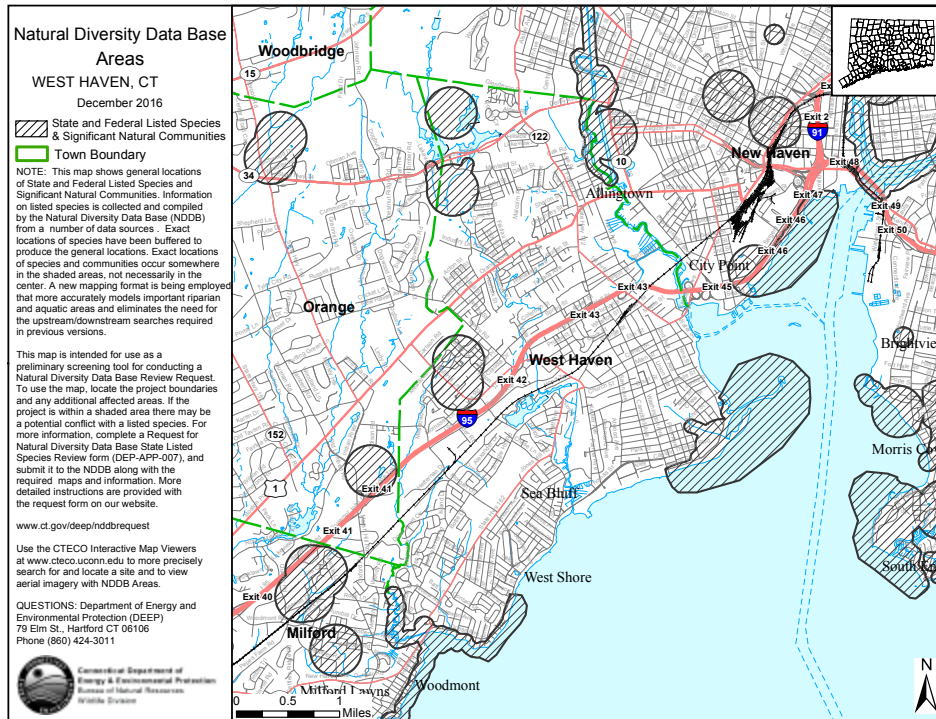
## Wildlife

Parts of West Haven support a wide variety of plant and animal habitats because of varied topography, forested tracts, rivers, streams, lakes, ponds, and wetlands.

### Endangered, Threatened, and Special Concern Species

CT DEEP has inventoried sites across the state that contain habitats of endangered, threatened, and special concern species. The state has identified these sites in its Natural Diversity Database, which organizes the sites into the taxonomic groups. Within these groups, the species are further categorized as being endangered, threatened, or of special concern.

Figure 47: Map from the State's Natural Diversity Database



The locations of sites within the City identified by the Natural Diversity Database are illustrated on the Natural Resource Protection Plan as unique habitat areas. In addition to generalizing the exact location of these sites by delineating areas, information identifying the category of species that can be found at a specific site is not released to the public in order to protect them.

### Riparian Corridors

Riparian corridors are undisturbed, naturally vegetated areas along rivers and streams. Protecting riparian corridors can help maintain or improve water quality, enhance aquatic habitats, stabilize stream banks, in addition to improving wildlife habitat by providing travel corridors, or contiguous segments of land that link animal habitat areas via likely routes of travel. Examples of potential riparian corridors in West Haven include the Oyster River, Cover River, West River, and Old Field Creek corridors. The recommended buffer width of these corridors varies depending on the targeted purpose of the buffer. The general buffer recommendation advocated by the CT DEEP is a minimum of 50 feet from the edge of the stream bank.





## Coastal Land & Water Resources

The state's Coastal Management Act includes policies, standards, and procedures to guide local decisions concerning Connecticut's coast, and enables municipalities to establish local programs. West Haven adopted its first Coastal Management Program in 1982, which was later updated in 1991. These programs have protected the city's coastal resources, including high-quality public sandy beaches, tidal flats, and tidal wetland systems.

As defined by the Coastal Management Act, the coastal waters of the Long Island Sound include the sound itself, along with its "harbors, embayments, tidal rivers, streams, and creeks, which contain a salinity concentration of at least 5 ppt under low flow stream conditions." Figure 48 on page 130 shows the boundary of the coastal management area. The state requires that communities along Long Island Sound give special consideration to the protection and restoration of the estuary's ecosystem in their POCDs. Also, POCDs must be designed to reduce hypoxia (i.e., oxygen deficiency), pathogens, toxic contaminants, and floatable debris in Long the Island Sound.

The coastal management area of West Haven is primarily drained by the Oyster River, Cove River, West River, and, to a lesser extent, Old Field Creek. Of the three major rivers, the West River has the largest drainage basin that includes sections of five municipalities. These rivers directly influence the water quality of West Haven's coastal waters.

Water pollution comes from point sources and nonpoint sources. The City's largest point source is its sewage treatment facility along First Avenue near Sandy Point. This plant has experienced problems with sanitary sewer overflows that stem from pump station failures, sewer line leakage and breakage, outfalls, and lack of capacity. The City is currently updating its *Wastewater Management Plan*, which will provide recommendations for necessary improvements.

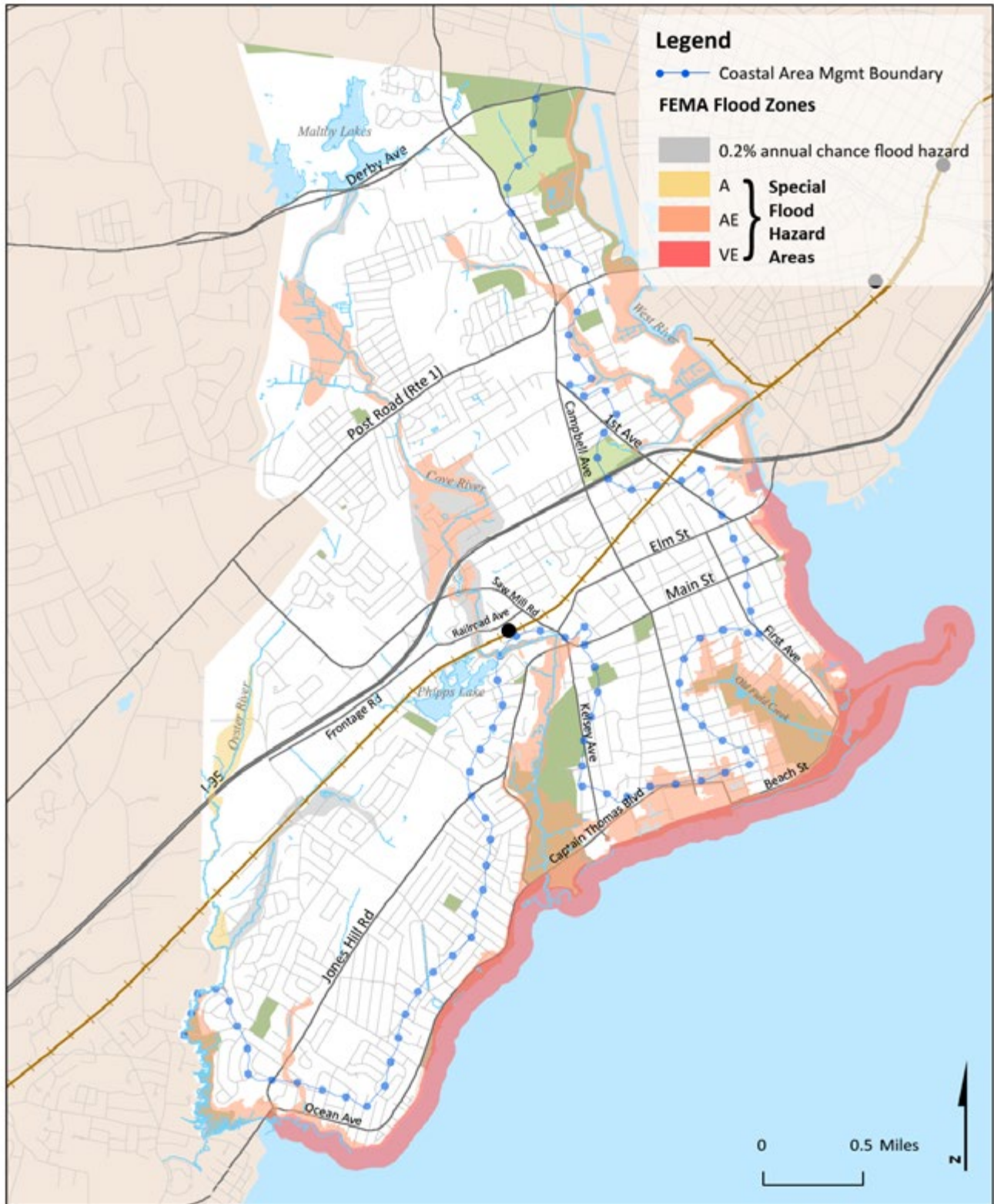
Regional, state, and federal programs can help direct the City's efforts to manage and improve water quality. These programs are comprehensive, often covering a range of strategies aimed at curbing the negative impact of nonpoint source pollution. CT DEEP's Nonpoint Source Management Program provides a framework and grants to help coastal communities enhance their efforts at addressing stormwater runoff and containing harmful contaminants. Nevertheless, reducing pollution of coastal waters is challenging, involving complex land use patterns across broad areas and municipal and private wastewater and stormwater treatment systems.

## Coastal Flooding



FEMA identifies Special Flood Hazard Areas (SFHAs), which are land areas at high risk for flooding, or floodplains. These areas are indicated on Flood Insurance Rate Maps (FIRMs). In high-risk areas, there is at least a 1 in 4 chance of flooding during a 30-year mortgage. Much of West Haven's coastal area is within an SFHA (see Figure 48 on page 130). The *Coastal Resilience Plan* provides a framework for policy, regulatory, and infrastructure solutions to protect the coastal area from flooding.

Within this POCD, the goals and strategies of the [Plans for Places: The Beachfront and The Beach](#) section of this chapter recognize the susceptibility of the coastal area to floods and include recommendations for mitigating flood risks and promoting environmentally sustainable redevelopment.

Figure 48: Map of FEMA Flood Zones



**MAP: FEMA FLOOD ZONES**  
 2017 PLAN OF CONSERVATION & DEVELOPMENT  
 City of West Haven, Connecticut

 Park/Open Space  
 Cemetery



## Coastal Parks, Recreation & Open Space

West Haven’s coastline has many parks and open spaces that provide opportunities for passive recreation. These include parks, trails, nature sanctuaries, gardens, piers, a memorial and, of course, the beach. There is also a boat ramp and a yacht club. Much of the land along the coastline is already protected through the Open Space (OS) zoning designation. Furthermore, more than 39 acres of land that was formerly occupied by the Savin Rock Amusement Park is subject to a conservation easement agreement between the City and the West Haven Land Trust.

## Recent Plans, Studies & Actions Related to Natural & Coastal Resources

There are two plans underway: *Harbor Management Plan* and the *Coastal Resilience Plan* that the POCD refers to for Coastal Resources. A *Wastewater Treatment Facility Outfall Study* for the City’s Water Pollution Control Plant, is being developed as part of the overall study.

### City of West Haven Community Coastal Resilience Plan (2017)

The impacts of Tropical Storm Irene and Superstorm Sandy have revealed the vulnerability of West Haven’s coastal areas. The Coastal Resilience Plan evaluated various adaptation options to determine the appropriate strategies to use in West Haven. The plan will evaluate current local regulations, assess various shoreline protection options (traditional shoreline structures, such as seawalls, dikes, etc., and “green” options, such as beach and dune enhancement), property protection options (such as elevating and flood-proofing) and infrastructure options (protection of at-risk public facilities), among other solutions. As part of the process, the city will identify two neighborhoods for detailed study and will hold a series of workshops and public meetings.

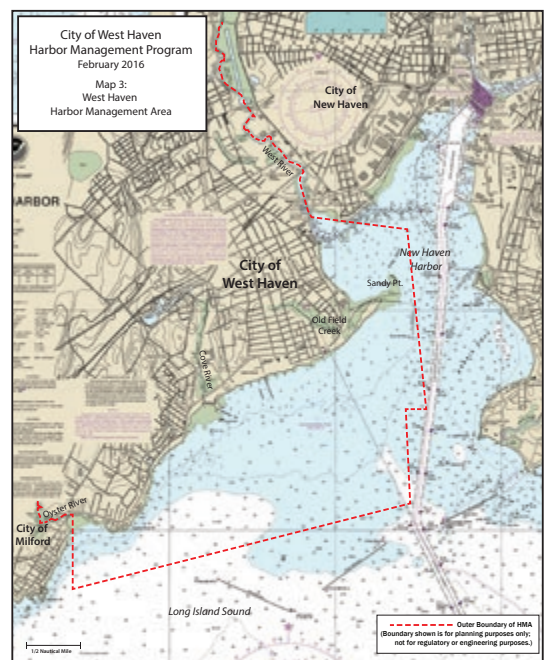
### City of West Haven Harbor Management Plan (2017)

The *City of West Haven Harbor Management Plan* establishes 12 broad goals for harbor and waterfront management, with accompanying strategies for implementation. The goals, strategies, and vision are directed toward achieving balance among a number of equally important public purposes, including:

- Protect and enhance environmental resources and the quality of life associated with the City’s location on Long Island Sound, New Haven Harbor, and the West River.
- Provide opportunities for appropriate water-dependent and water-enhanced recreational activities and access to the Harbor Management Area (HMA).
- Achieve sustainable economic benefits associated with use of the HMA and waterfront.
- Maintain the health, safety, and welfare of HMA and waterfront users.

The implementation of several POCD strategies will also further the implementation of recommendations of the *Harbor Management Plan*.

Figure 49: Map of the Harbor Management Area in West Haven





### West River Watershed Management Plan (2015)

The West River watershed encompasses approximately 35 square miles of land located primarily in New Haven, West Haven, Bethany, Hamden, Prospect, and Woodbridge. The southern portion of the watershed is urban, while the northern portion of the watershed is contains forest and protected water supply land. The Maltby Lakes and associated drainage area are considered part of the West River watershed.

The *West River Water Management Plan*, completed in 2015, is a blueprint to help stakeholders within the West River watershed work across municipal boundaries to better protect and restore water resource conditions throughout the watershed. The plan satisfies EPA and CT DEEP requirements for watershed-based plans to better position the West River for future grant funding from state and federal sources.

The plan notes that water quality in the lower reaches of the West River is degraded due to elevated bacteria levels and pollutants from combined sewer overflows, illicit discharges, and stormwater runoff. This poor water quality cannot support contact recreation or habitat for aquatic life. In contrast, the water quality in the upper portions of the watershed is good, supporting drinking water supplies and cold water fisheries. The difference between these two parts underscores the influence of land use on water quality and the importance of managing the lower watershed. Among the plan's recommendations are the following:

- Expand the use of green infrastructure.
- Protect and restore natural streamside vegetation.
- Promote sustainable lawn care practices to reduce the use of water, fertilizer, and toxic chemicals.
- Reduce any threats to water quality from commercial and industrial land uses.
- Protect public drinking water supplies in the upper watershed through ongoing source water protection and open space acquisition.
- Protect and restore natural vegetated buffers along the river, its tributaries, and other water bodies.
- Protect and restore forested areas and tree canopy.
- Strengthen municipal land use policy and regulations for broader implementation of low impact development and green infrastructure and creating education and awareness campaigns.

### Long Island Sound Study: 2015 Comprehensive Conservation and Management Plan

Authorized by Congress in 1985, the Long Island Sound Study (LISS) involves a range of governmental and nongovernmental entities united to restore and protect the Sound. The latest 2015 *Comprehensive Conservation and Management Plan* (CCMP) is organized around four themes, each with its own goal:

- **Clean Waters and Healthy Watersheds.** Improve water quality by reducing contaminant and nutrient loads from the land and the waters impacting Long Island Sound.
- **Thriving Habitats and Abundant Wildlife.** Restore and protect the Sound's ecological balance in a healthy, productive, and resilient state to benefit both people and the natural environment.
- **Sustainable and Resilient Communities.** Support vibrant, informed, and engaged communities that use, appreciate, and help protect Long Island Sound.
- **Sound Science and Inclusive Management.** Manage Long Island Sound using sound science and cross-jurisdictional governance that is inclusive, adaptive, innovative, and accountable.



The 2015 CCMP also sets long-term targets for the ecosystem and incorporates principles that have emerged as key challenges and priorities: climate change, long-term sustainability, and environmental justice.

#### **Connecticut Coastal and Estuarine Land Conservation Program Plan - CELCP (2015)**

Connecticut's *CELCP Plan* describes the State's coastal land conservation needs and prioritizes the types of coastal land acquisition opportunities that can be nominated for federal CELCP grant financing assistance. Figure 39 on page 112 quantifies the potential conservation value of land within Connecticut's CELCP Project Area. See the **Community Facilities** section of this chapter for more on the CELCP and *The Green Plan*.

#### **Salt Marsh Advancement Along Connecticut's Coast (2015)**

This study, prepared by The Nature Conservancy, contends that rising sea levels will impact the salt marshes that protect Connecticut coastal communities by 2080, causing marsh areas to advance inland and flood existing roads, homes, and businesses. The study recommends preserving open space to allow new marshes and dunes to be created, which will provide more protection for inland areas from extreme weather. The study acknowledges that much of the land needed for this is already developed.

### **Goals**

- 1.** Preserve and protect riparian corridors and lands containing contiguous forests.
- 2.** Protect, manage, and enhance the urban tree canopy.
- 3.** Promote the utilization of green stormwater infrastructure in public and private infrastructure and real estate development projects.
- 4.** Promote the conservation and protection of natural and coastal resources as part of future development and redevelopment. Future development and redevelopment at locations with direct frontage on coastal waters should be dominated by water-dependent uses. Water-related uses should be relegated to locations separated by a road, other land and/or public beach.
- 5.** Collaborate with organizations at the local and regional level to conserve, protect, enhance, and celebrate the coastline.
- 6.** Promote low-impact development, or environmentally sustainable construction, building, and landscape techniques, designs, and technologies in future development and redevelopment projects.
- 7.** Support the goals of and coordinate the implementation of POCD strategies with the *Coastal Resilience Plan* and the *Harbor Management Plan*.
- 8.** Enhance public access to and opportunities for passive and active recreational uses of the harbor management area, while also protecting natural and coastal resources (refer to *Harbor Management Plan* recommendations).
- 9.** Support a diversity of water-dependent and water-enhanced uses and facilities, while also protecting or minimizing adverse impacts to the coastal resources of the City (refer to *Harbor Management Plan* recommendations). Maintain and preserve recreational marine uses along the City's waterfront, especially along the West River, into the future and protect them from potential negative impacts associated with redevelopment in waterfront areas.

## Strategies

### T-N1. Protect Riparian Corridors.

The City should protect land directly adjacent to its watercourses, including associated tidal estuaries, salt marshes, upland wetlands, and floodplains. The City’s wetland and floodplain regulations should be utilized to ensure that watercourses are properly protected from development and stormwater runoff. In addition, the City should protect or acquire parcels adjacent to watercourses susceptible to flooding or parcels that contain important natural resources. See related strategy **T-C3** in the **Community Facilities** section.

### T-N2. Assess and Inventory the Urban Tree Canopy.

The various City agencies and non-governmental groups that care about the urban tree canopy should collaborate to seek partners with technical assistance providers (e.g., CT DEEP, USDA Forest Service) and funding to conduct a formal assessment of the City’s tree canopy. This would help set goals for canopy cover and for comparing among different areas within the municipality and neighboring towns (see Figure 50). An inventory of the City’s street trees should also be undertaken, which would identify the location, quantity, species, and condition of street trees and trees on public properties, parks, and, other open spaces.

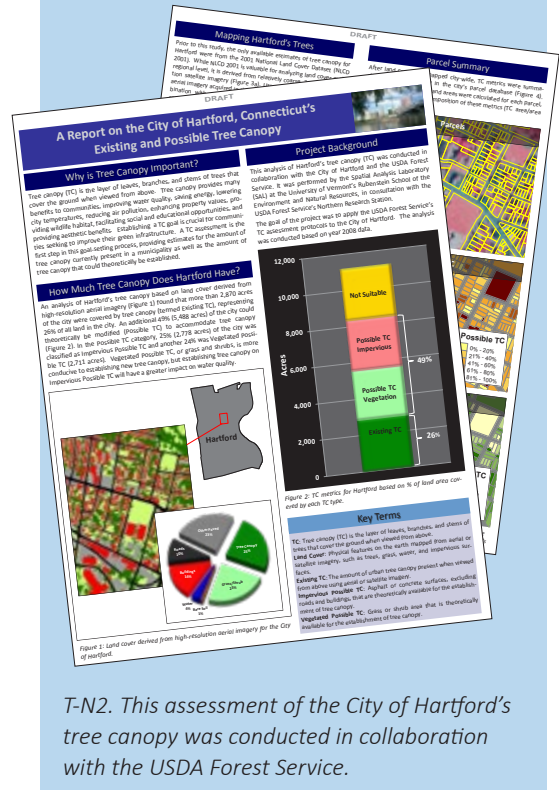
### T-N3. Consider Incorporating Low Impact Development Standards into City Regulations.

Low impact development (LID) refers to systems and practices that use or mimic natural processes that result in the infiltration, evapotranspiration, or use of stormwater in order to protect water quality and associated aquatic habitat. The City should consider incorporating LID standards into city regulations. For example, the Town of Guilford, CT created a zoning overlay called the VLW (Vulnerable Local Watersheds) to limit the density of development in certain areas in terms of impervious surfaces to below 10 percent, which is the threshold above which development could be harmful to the proper functioning of natural systems.

### T-N4. Participate in the Implementation of the West River Watershed Management Plan.

The successful implementation of the *West River Water Management Plan* requires multi-municipal participation. The City should work with its watershed neighbors to leverage additional assistance and funding to implement the recommendations of this plan. The *Coastal Resilience Plan* includes specific recommendations for the area around Spring Street east of Campbell Avenue between Interstate 95 and Route 1, which is located near the West River and faces moderate to high risk from coastal hazards. It recommends preserving existing open spaces and converting unused sites into open space.

Figure 50: Example of an Urban Tree Canopy Assessment



T-N2. This assessment of the City of Hartford’s tree canopy was conducted in collaboration with the USDA Forest Service.



## H HISTORIC RESOURCES

West Haven's rich historic heritage is most apparent in the varied architectural forms and styles of the houses and buildings in the city today. Several of them are recognized as especially significant and have been listed on the National or State Register of Historic Places.

The National Register of Historic Places is an inventory, maintained by the National Park Service (NPS), of buildings, structures, sites, areas, and objects significant in American history, architecture, archaeology and culture. West Haven has five places listed on the National Register of Historic Places:

- **American Mills Web Shop**, 114-152 Boston Post Road
- **Old West Haven High School**, 278 Main Street
- **Union School**, 174 Center Street
- **Ward-Heitman House**, 227 Elm Street
- **West Haven Green Historic District**, Campbell Ave, Main St, Church St, Savin Ave, On the Green

The State Register of Historic Places is an official listing of properties and sites important to the historical development of Connecticut. It uses the same criteria as the National Register except special considerations are not applicable. The State Historic Preservation Office (SHPO) nominates potential historic structures and landmarks and, if determined to be eligible, will be designated by the Connecticut Historical Commission on the State Register of Historic Places. West Haven has three places listed on the State Register of Historic Places:

- **Captain Clark House**, Jones Hill Road
- **Merwin-Hubbard House**, 1 Hubbard Road
- **Christ Episcopal Church**, 28 Church St

The city also maintains a list and inventory of more than 860 places of local significance that spans two centuries of West Haven's architectural history. Figure 51 on page 137 is a map that locates National Register, State Register, and Locally-Designated Places in West Haven.

Several organizations in West Haven are involved in preserving and celebrating historic and cultural resources. The **West Haven Historical Society** promotes the 350-year history of



*An historic marker in front of City Hall that recounts the early history of West Haven, formerly "West Farms."*



*Built in 1890, Union School is a former school building at 174 Center Street that has been retrofitted as senior housing (image from [historicbuildingsct.com](http://historicbuildingsct.com)).*



the city, its buildings, businesses, and citizens and creates community awareness of the value of its resources for the present and future.

At the **Savin Rock Museum** located at the beach within the Savin Rock Conference Center, people can see photos and artifacts from a part of West Haven’s history that no longer stands: Savin Rock, a seaside resort started to develop in the late 1800s.

### Historic Resources & Economic Development

Most relevant to the goals of this POCD is the potential contribution of historic resources to economic development. Historic character has intrinsic value that attracts people, whether to visit a historic downtown or neighborhood or to purchase and renovate a historic house. Furthermore, there are various incentive programs at the national and state level that can support adaptive reuse and rehabilitation projects involving appropriately-designated historic properties and districts.

While designating historic districts is an option for preservation, the state provides an additional way for municipalities to protect and preserve their community character and historic development patterns: the Village District Act. This law allows municipalities to designate “Village Districts” to protect areas that have distinctive character, landscape, and historic structures. Within these districts, a zoning commission may adopt regulations governing matters such as the design and placement of buildings and maintenance of public views. These regulations also encourage conversion and preservation of existing buildings and sites “in a manner that maintains the historic, natural and community character of the district.” The Village District designation allows for adopting flexible aesthetic regulations that are not tied strictly to a specific time period or architectural style. Furthermore, this designation does not require creating a separate commission to administer. A Village District is recommended for consideration in Downtown (see strategy **P-D3** in **Plans for Places: Downtown**).

### Historic Resources & Coastal Resilience

Connecticut is one of the only states to plan for the protection of historic and cultural resources in the event of natural hazards. During the POCD process, SHPO and the National Park Service were undertaking an initiative to identify and protect historic sites along Connecticut’s shore. The initiative was started in response to damage from Superstorm Sandy and funded through the National Park Service’s Historic Preservation Fund. The initiative provided direct assistance to Connecticut’s coastal communities for future resiliency planning and to bolster consideration of historic properties in the planning process. A guide to best practices will be produced that provides tools to integrate historic resources into resiliency planning and that identifies resources for technical and financial assistance, including grants provided by SHPO and federal funding sources.

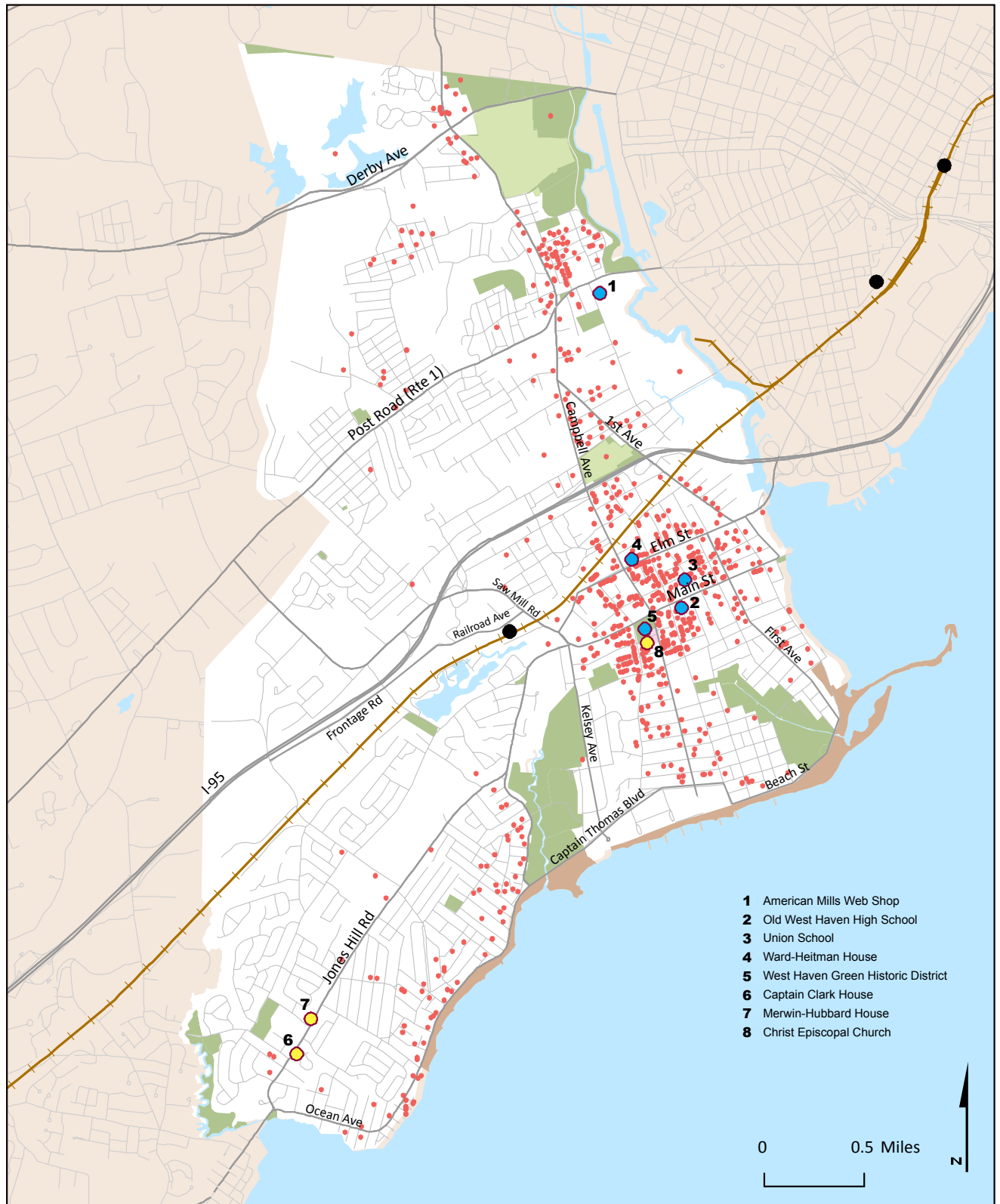


Examples of postcards printed during the Savin Rock amusement park era of West Haven.





Figure 51: Map of Designated or Identified Historic Resources



- 1 American Mills Web Shop
- 2 Old West Haven High School
- 3 Union School
- 4 Ward-Heitman House
- 5 West Haven Green Historic District
- 6 Captain Clark House
- 7 Merwin-Hubbard House
- 8 Christ Episcopal Church

**MAP: HISTORIC RESOURCES**

2017 PLAN OF CONSERVATION & DEVELOPMENT  
City of West Haven, Connecticut

- National Register
- State Register
- Local Designation
- Park/Open Space
- Cemetery
- Beach



## Goals

1. Catalogue and inventory the City's historic and cultural resources.
2. Educate and inform residents and visitors about the City's historic and cultural resources.
3. Protect additional historically-significant buildings, landscapes, and/or areas.

## Strategies

### **T-H1. Review, Update, and Digitize the Local Inventory of Historic Structures.**

West Haven last conducted a historic resources inventory more than 20 years ago. This inventory should be updated. More historically-significant properties could be identified and added to the existing local inventory of 860 places. The city should note whether any historically-significant properties are located within a Special Flood Hazard Area or otherwise susceptible to flooding and evaluate them for special protection. Furthermore, all of the data and research from the previous inventory and an updated inventory should be digitized.

### **T-H2. Support Educational Activities that Celebrate and Highlight the City's Historic and Cultural Resources.**

See relevant strategy **M-13. Prepare an Interpretive Sign System to Communicate the Story of West Haven** in the **Making Connections: Image of the City** section of this chapter.

### **T-H3. Identify Additional Areas of Historic Character for Potential Protection.**

After strategy **T-H1** is implemented, the city could identify additional areas that might warrant special consideration to protect their character and/or historic integrity. Where appropriate and locally supported, the City could consider initiating a process to designate historic districts or Village Districts.



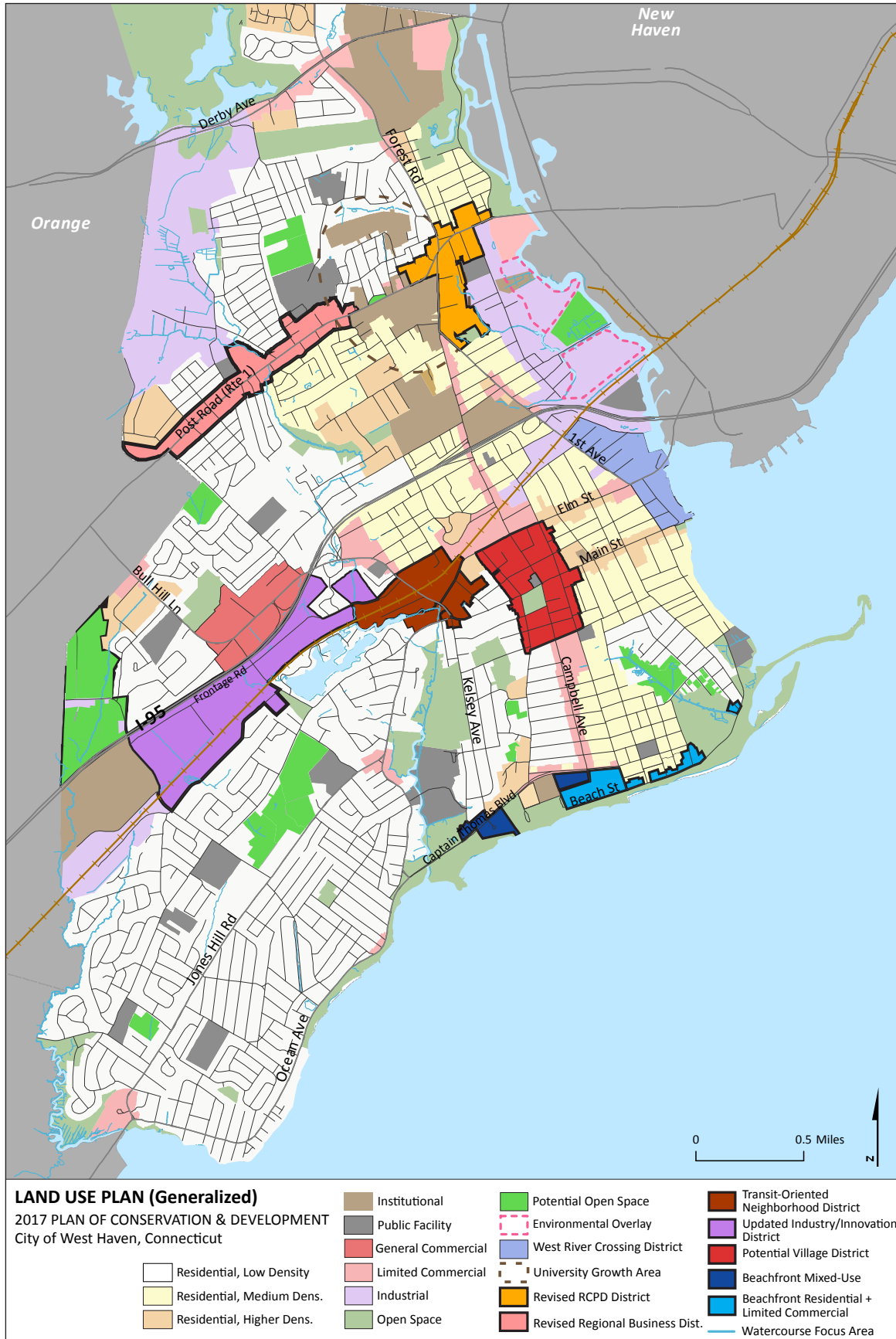
## **L LAND USE PLAN**

The Land Use Plan reflects the goals and strategies of this POCD. It is a representation of the future land use of the City informed by a citywide public and stakeholder engagement process. The Land Use Plan illustrates the proposed pattern of conservation and development for the City. It recommends the most appropriate location and relationship of major land uses, including proposals for residential development; commercial development; mixed-use development; business districts; industrial development; community facilities such as open space areas, civic uses and institutional uses; and special design districts and conservation areas. The Land Use Plan is both a narrative and graphic presentation of the City's vision for the future.

The Land Use Plan map provides a broad-based illustration of desired development patterns. It is based largely upon existing land use and development patterns, environmental and natural features, physical features, current zoning, planning analysis and the desires and vision of citizens and community stakeholders as voiced throughout the plan development process.

Due to the generalized nature of the Land Use Plan, there might be individual parcels within an area with a land use different from the Plan's land use designation. As described above, the purpose of the Land Use Plan is to illustrate broad proposed patterns and relationships of uses.

Figure 52: Land Use Plan





## Existing Land Uses & Overlays

### Low Density Residential

This category represents areas that are comprised primarily of blocks of single-family houses at densities between 1 to 10 units per acre. These areas are generally located within the City's western and northern regions, adjacent to the municipal boundaries with the City of Milford and Town of Orange. While most of the housing is comprised of single-family homes, some areas might contain 2 to 4 Family Homes interspersed among them. The majority of this land is currently zoned R-1 or R-2. Much of the City's remaining developable residential land is located within this land use category. The design, scale, and massing of future developments should be consistent with the character of established neighborhoods so as to harmonize with its surroundings. Additionally, attention should be directed at ensuring that conservation design principles that incorporate open space and natural resource preservation are implemented in future residential development wherever possible.

### Medium Density Residential

This category represents areas with a mix of single-family, two-family, three-family, and four-family homes. Generally, the density of development in these areas ranges between 10 to 20 units per acre. These land use areas are generally located in the eastern portion of the City, adjacent to the City of New Haven. This category also includes areas close to Downtown that have a majority of home types ranging between 2-4 families, with a slighter presence of single-family homes. Much of this land is currently zoned R-3. Vacant, developable land is available in the form of scattered properties throughout this district, providing some potential for infill development. Conservation design principles should be incorporated into development plans when opportunities for open space linkages or natural resource preservation arise.

### Higher Density Residential

This category represents areas comprised primarily of apartment complexes and condominiums. Development in these areas is distinct from most other residential areas in the City due to the scale and massing of housing units, where building footprints and heights tend to be greater than those found elsewhere in the City. Development densities range between 5 units per acre and approach 50 units per acre. Most areas are developed at densities between 20 to 30 units per acre. The land within this category traverses a variety of zoning districts and is distributed spatially across the City. However, concentrations of land within this category can be found along Elm Street east of Downtown; north of I-95 and southwest of Terrace Avenue; and along Savin Avenue approaching Downtown and the waterfront. New residential development, permitted under a Planned Development District, at densities greater than 20 units per acre would currently require a Special Permit under zoning.

### Public Facilities

This category of land uses includes municipally-owned facilities such as City Hall, public schools, community centers, public libraries, maintenance garages, and fire stations, among others. The Land Use Plan illustrates the distribution of these community service facilities across the City.



## Institutional

This designation encompasses those uses that provide specific services to particular segments of the community, which are privately owned and operated. Educational institutions such as the University of New Haven and Notre Dame High School; the Veterans Affairs Hospital; various privately-owned cemeteries and religious institutions are some land use examples within this category. Also see strategy **P-A2**.

## General Commercial

This category generally includes land along the City's primary commercial corridors including Route 34 and portions of Route 162 north of Interstate 95 and south of the train station. This district embodies large-scale retail or business developments of regional importance, such as supermarkets or "big box" home improvement retailers. Most of these lands are currently zoned RB, CPD, or RCPD. As a mitigation strategy directed at reducing traffic along congested corridors, moderate-density residential development could be an appropriate land use for vacant or underutilized properties within these corridors. Specific design standards and controls should be implemented to mitigate conflicts between commercial uses and adjacent residential neighborhoods, address traffic and circulation issues, and encourage reinvestment in the building stock. Also see strategies **P-A1** and **P-R1**.

## Limited Commercial

A mixture of commercial development and other complementary uses that are neighborhood-oriented in scale typifies this land use category. The presence of moderate to high density residential uses and certain design amenities and public improvements result in mixed-use commercial areas that are geared more to meet the needs of the immediate neighborhood. These small-scale commercial nodes are generally located along Campbell Avenue, First Avenue, and Front Streets between Spring Street and Alling Street; along Campbell Avenue extending north and south of Downtown; near the Elm Street – Front Street intersection; at the intersection of Platt Avenue and Jones Hill Road; and at the intersection of Jones Hill Road and Ocean Avenue, near the mouth of the Oyster River.

## Industrial

This category represents areas that are already or are intended to be developed for manufacturing, fabrication, distribution, warehousing, or salvage yard uses. They are generally located along the Metro North – Amtrak rail corridor; north of Route 1 along Fresh Meadow Road and Industry Drive; and along the western edge of the West River south of Route 1. Most of these areas are zoned LM, IPD, or SPD. Landscaping requirements should be strictly mandated in these areas to provide some aesthetic treatment that effectively reduces the negative visual impact often created by such developments. Also see strategies **P-Y1** and **M-H4**.

## Open Space

This category represents the existing network of open space and recreation areas in the City. These include publicly- and privately-owned active and passive recreation and open space facilities. Active recreational uses such as parks, playgrounds, golf courses and ball fields, and passive areas including greenways, municipally-owned beaches, and other open space areas are designated as Open Space within the Land Use Plan. While many, yet not all, of these areas are currently zoned OS, a key recommendation is to reconsider the zoning of those open space areas currently zoned otherwise to establish greater consistency between the regulation and utilization of these lands. Also see strategy **T-C3**.



## **West River Crossing District (& West River Coastal Planning Area)**

This land use category refers to the project area identified in the City's Municipal Development Plan for the West River Project Area. This includes land that is bordered by New Haven Harbor and the West River to the east, Interstate 95 and the rail corridor to the north, Bayview Place Park to the south, and the established residential buildings along the eastern edge of First Avenue to the west. Currently zoned SPD, the range of existing land uses includes motels, marinas, manufacturing and warehousing facilities, and automotive retailing and repair. The vision for this redevelopment area is a revitalized district consisting of waterfront property that is redefined with attractive commercial, retail, and recreational areas. Corresponding infrastructure, streetscape, and landscape improvements would all positively contribute to the character of new development, while helping to stabilize adjacent established residential neighborhoods. The overarching vision is to create an attractive and vibrant gateway into the City from New Haven that makes positive physical and economic contributions to the City of West Haven.

The West River Coastal Planning Area encompasses the land north of Elm Street, east of Front Avenue and Forest Road, and has historically accommodated heavy industrial and manufacturing activities. This riverfront environment is distinguished from other city rivers due to the intensity of industrial land uses in the area and the resulting negative environmental impacts. The West River and its water quality are directly impacted by land use patterns in multiple jurisdictions, making the task of planning for the enhancement and sustainability of this resource a regional objective. The West River Crossing proposal could serve as a model for future redevelopment in the area, encompassing a high-quality design and rich mixture of land uses. The heavy industrial activities have resulted in environmental quality issues, making the monitoring and remediation of this area a high priority for the future. In areas appropriate for development, public and private redevelopment efforts would result in a greatly enhanced environment, and could follow the model provided by the West River Crossing project. The West River Crossing proposal could serve as a model for future redevelopment in the City, encompassing a high-quality design and rich mixture of land uses that capitalize upon its distinct locational attributes. Future planning efforts should secure optimal waterfront lands for only water-dependent activities, and public access to the waterfront should be an appropriate alternative where water-dependent activities are not feasible. There is potential to reserve substantial land for open space and recreation purposes, including the former landfill properties.

## **Potential Open Space**

Many of the areas designated as Potential Open Space in this POCD were also designated similarly in the 2004 POCD. Furthermore, many of these areas are currently owned by the City. This designation includes areas that would contribute positively to the City's open space network and resources. They are environmentally sensitive lands, areas with significant natural resources, and parcels that have the capacity to provide linkages to or between existing open space and recreation areas, community facilities, residential neighborhoods, or other destination points. Vacant land that has no development potential due to physical or other constraints is included in this designation, whereby the City could selectively pursue conservation easements to provide public access to properties that have recreational value. Also see strategy **T-C3**.

## **Environmental Overlay District**

This land use overlay district includes much of the land along the western edge of the West River, north of the rail corridor and south of Route 1. Historically, several properties in this district served as the City's landfill, which has been closed for a while. Given the historical use of this area as a landfill, provisions



that mandate the monitoring of ground and surface water should be strictly enforced and continued into the future. Other strategies to monitor and remediate the environmental conditions of this area to make available the land for other uses, including recreational activities, may be appropriate.

### **Watercourse Focus Areas**

Development along waterways should be regulated to ensure the protection of groundwater and surface water resources. As opportunities arise, efforts should be undertaken to provide open space corridors and/or linkages to existing open space areas. Designation of a property within these areas does not indicate an intent to acquire or to provide public access on private property as part of a greenway. A variety of approaches to natural resource protection and open space enhancement should be used to meet overall conservation goals. It should be further noted that the underlying land use designation determines the use of the property. Inclusion in a Watercourse Focus Area provides guidance to municipal boards and agencies in the review of proposals for properties within these areas in order to achieve the natural resource protection goals of the POCD. Also see strategy **T-N1**.

### **Transit-Oriented Neighborhood District**

This land use category encompasses the land surrounding the West Haven Metro-North Rail Station. This area was also designated as Transit-Oriented Development in the 2004 POCD. The Land Use Plan in this POCD shows the recommended expansion of the district (see strategy **P-T3**.)

The vision for this area includes the redevelopment of these mostly industrial properties into a vital mixed-use district that is oriented around the creation of a new multi-modal transportation station. The conversion of these industrial facilities into office, residential, and convenience retail facilities has much potential to redefine this part of the City, enhance the City's image, and further revitalize the Downtown district. As this area evolves into a lively transit-oriented district, attention should be directed at protecting the integrity of surrounding established residential neighborhoods, while striking a balance between economic development and community preservation.

### **University Growth Area**

See strategy **P-A2**

### **Potential Village District**

See strategy **P-D2**

### **Revised RCPD District**

See strategy **P-A1**

### **Beachfront Mixed-Use**

See strategy **P-B2**

### **Revised Regional Business (RB) District**

See strategy **P-R1**

### **Beachfront Residential + Limited Commercial**

See strategy **P-B5**

### **Updated Industry/Innovation District**

See strategy **P-Y1**





## Plan Consistency

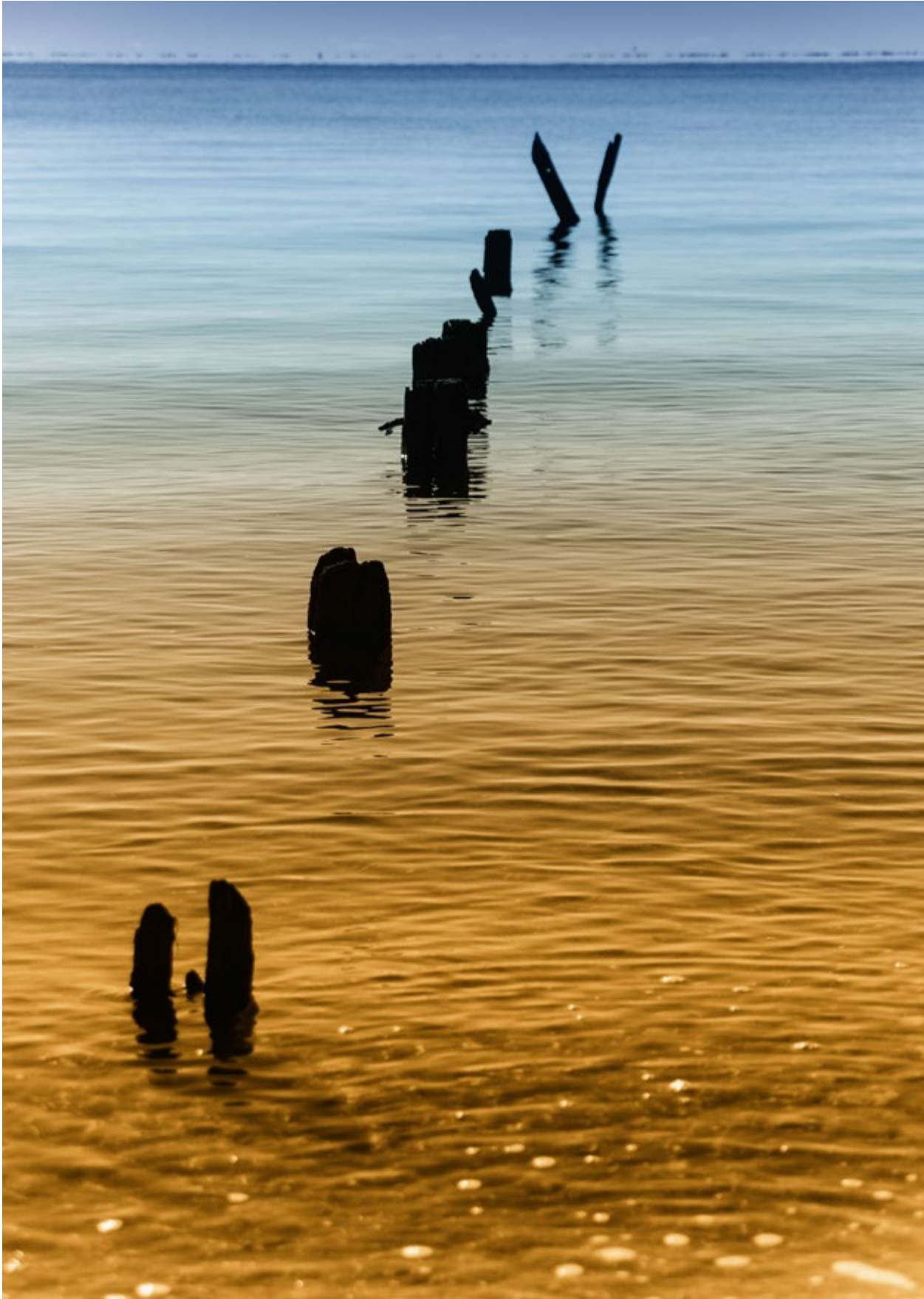
### Conservation & Development Policies: The Plan for Connecticut 2013-2018

In accordance with CGS Section 8-23, this POCD has been evaluated for consistency with the State’s growth management principles in *Conservation & Development Policies: The Plan for Connecticut 2013-2018*.

Growth Management Principle	Consistency Evaluation
1. Redevelop and Revitalize Regional Centers and Areas with Existing or Currently Planned Physical Infrastructure.	This POCD is consistent with this principle. West Haven is a designated Regional Center. The POCD supports and promotes the redevelopment and revitalization of various parts of the City.
2. Expand Housing Opportunities and Design Choices to Accommodate a Variety of Household Types and Needs.	This POCD is consistent with this principle. The POCD supports several ongoing redevelopment projects that will add to new housing types and designs.
3. Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options.	This POCD is consistent with this principle. The section <a href="#">Plans for Places: Train Station Area</a> in this chapter, which supports and promotes transit-oriented development around the West Haven Metro-North Rail Station.
4. Conserve and Restore the Natural Environment, Cultural and Historical Resources and Traditional Rural Lands.	This POCD is consistent with this principle. See the <a href="#">Community Facilities</a> , <a href="#">Natural &amp; Coastal Resources</a> , and <a href="#">Historic Resources</a> sections.
5. Protect Environmental Assets Critical to Public Health and Safety.	This POCD is consistent with this principle. It shares goals with the City’s <i>Coastal Resilience Plan</i> and its strategies have been informed by this plan.
6. Integrate Planning Across All Levels of Government to Address Issues on a Local, Regional, and Statewide Basis.	This POCD is consistent with this principle. Several of the strategies encourage the City to support and participate in regional initiatives for matters such as transit and the revitalization of Route 1 and to coordinate with the State on topics such as coastal resources and open space.

### Regional Plan of Conservation & Development

This POCD is consistent with the *2008 South Central Region Plan of Conservation & Development* (amended in June 2009)



*photo by Eduardo Mueses (from Flickr, user: emueses; licensed under CC BY-NC-ND 2.0)*



## 5. MAKING IT WORK

This POCD contains an array of recommended strategies. Not all of them can or should be accomplished at once. Furthermore, while the City will play a role in implementing many of the strategies, it will work with various public, private, institutional, and civic partners.

One approach suggested in Chapter 4 is to start with economical actions. Short-term actions generally should be relatively economical in terms of capital investment; some could be funded through grants. Actions that might require a significant amount of capital investment should be considered in the mid- to long-term and, ideally, shared with private sector or other partners.

This section recommends the phasing of implementation for all of the strategies in this POCD. The following are the phases:

- **Short-Term (S)**. Should be initiated within 2 years.
- **Mid-Term (M)**. Should be initiated after 2-5 years.
- **Long-Term (L)**. Should be initiated after 5 years.
- **Ongoing (O)**. Strategies that do not fit neatly into the other three phases because they might require a consistent effort over several or all of the phases.

It is important to note that the implementation of certain priority actions would be initiated in the short-term, but they might not be fully implemented until a later stage. Examples include strategies that require additional planning and design work or further investigation. Mid-term and long-term capital projects might also require some intermediate planning and design activity before project implementation can take place.

Many of the short-term items might already be scheduled into the City's Capital Improvement Program or are activities and policies that are in place and need to be continued. Some short-term recommendations might have evolved as part of the planning process and need to be inserted into the Capital Improvement Program. Certain strategies might not be feasible in the short-term, or they might require time for things to develop before they can be feasibly initiated and successfully implemented. Therefore, they are placed in the mid-term or long-term phases.

The tables on the following pages represent a **preliminary version** of the implementation worksheets for the POCD. The original versions of the worksheets are in Microsoft Word format so they can continue to be updated separately after the final POCD is adopted and published.

#	STRATEGIES	PHASE	RELATED STRATEGIES	LEVEL OF INVESTMENT	PARTNERS
<b>PLANS FOR PLACES: ALLINGTOWN</b>					
P-A1	Replace the Planned Residential Commercial (RCPD) Zoning District with a New District.	<b>S</b>		•	
P-A2	Suggest an Impact Area on the Land Use Plan for Preferred UNH Campus Growth.	<b>S</b>		•	UNH
P-A3	Prepare a Neighborhood Plan for Allingtown.	<b>S</b>		•	
<b>PLANS FOR PLACES: ROUTE 1</b>					
P-R1	Reexamine the Regional Business (RB) Zoning District and Commercial Sign Standards	<b>S</b>	P-R2	•	
P-R2	Prepare a Redevelopment Strategy for Route 1.	<b>M</b>	P-R1, P-R4	••	
P-R3	Consider Access Management Strategies.	<b>M</b>		••	CTDOT
P-R4	Participate in Regional Transit Initiatives.	<b>S</b>	P-R2, M-G4	•	Mayor's Office
<b>PLANS FOR PLACES: DOWNTOWN</b>					
P-D1	Encourage Propertyowners to Undertake Building, Façade, and Sign Improvements.	<b>S</b>		•	WHCC
P-D2	Consider a Village District to Protect Historic Features and Improve Design Outcomes.	<b>M</b>		•	
P-D3	Consider Strategies for Redevelopment .	<b>M</b>		••	
P-D4	Improve Visibility of Off-Street Parking Available to the Public.	<b>M</b>	M-G3	•	
P-D5	Seek Opportunities for New or Shared Off-Street Parking for Downtown Customers and Employees.	<b>L</b>		••	
P-D6	Continue to Promote and Utilize the Green for Markets, Special Events, Arts, and Festivals.	<b>O</b>		•	
P-D7	Support the Creation of the West Haven Center for the Arts.	<b>S</b>		•	
P-D8	Engage Propertyowners and Tenants.	<b>S</b>		•	
P-D9	Create More Active and Lively Sidewalks.	<b>O</b>		•	
<b>PLANS FOR PLACES: TRAIN STATION AREA</b>					
P-T1	Connect with TOD-Supporting Organizations and Technical Assistance Providers.	<b>O</b>		•	
P-T2	Promote & Encourage Transit-Oriented Development.	<b>S</b>		•	
P-T3	Consider Expanding the Transit-Oriented Development (TOD) Zoning District.	<b>S</b>		•	
P-T4	Continue to Improve Pedestrian Safety and Comfort at Sawmill Road Intersections.	<b>M</b>		•••	DPW
P-T5	Provide Navigation Aids at the Train Station.	<b>M</b>	M-G3	••	CTDOT
P-T6	Encourage CTtransit Buses to be Re-Routed to the Entrance of the Train Station.	<b>S</b>		•	CTDOT
<b>PLANS FOR PLACES: YALE WEST/FRONTAGE ROAD</b>					
P-Y1	Reexamine the Light Manufacturing (LM) Zoning District and Industrial Sign Standards.	<b>M</b>		•	
P-Y2	Implement the Planned Bicycle Path and Streetscape Improvements for Connecting the Yale West Campus to the Train Station and Downtown ("The Center")	<b>S</b>		•••	
P-Y3	Encourage Business- and Property-Owners to Organize.	<b>M</b>		•	WHCC
P-Y4	Prepare a Branding/Identity and Public Realm Strategy for the Corridor.	<b>L</b>		••	
<b>PLANS FOR PLACES: THE BEACH &amp; THE BEACHFRONT</b>					
P-B1	Follow Coastal Resilience Plan Recommendations and Guidance for Coastal Development.	<b>S</b>		•	
P-B2	Reexamine and Revise the Shoreline Commercial Retail (SCR) Zoning District Regulations.	<b>S</b>		•	
P-B3	"Downtown South." Plan for the Redevelopment of the Node around the Intersection of Captain Thomas Boulevard and Campbell Avenue.	<b>S</b>		•	
P-B4	"Savin Rock Village." Plan for the Redevelopment of the Node around the Intersection of Captain Thomas Boulevard and Kelsey Avenue.	<b>S</b>		•	



#	STRATEGIES	PHASE	RELATED STRATEGIES	LEVEL OF INVESTMENT	PARTNERS
P-B5	Revitalize Beach Street; Reexamine & Revise the Shoreline Residential Retail (SRR) Design District Zoning Regulations.	S		•	
P-B6	Redesign the Primary Beachfront Streets (Ocean Avenue, Captain Thomas Boulevard, Beach Street, and First Avenue) through "Complete Streets" Principles.	S	P-B7	•••	DPW
P-B7	Create a Continuous Walking and Biking Path Along or Near the Entire Length of the Shore.	M	P-B6	•••	DPW
P-B8	Add Navigation Aids at the Beach.	M	M-G3	••	DPW, Parks & Rec
P-B9	Prepare a Public Facilities, Open Space & Recreation Plan for the Beach.	M		••	DPW, Parks & Rec
<b>MAKING CONNECTIONS: GETTING AROUND TOWN</b>					
M-G1	Support and Participate in the Regional Transit Mobility Study.	S		•	Mayor's Office
M-G2	Consider Adopting a Complete Streets Policy.	S	M-G4, M-H3	•	DPW
M-G3	Prepare a Citywide Wayfinding Sign System.	M	M-I1, PB-8	•••	DPW
M-G4	Prepare a Citywide Bicycle & Pedestrian Plan.	M	M-G2	••	DPW, Parks & Rec
M-G5	Plan for and Implement a Bikeshare Program.	M		•	DPW, Parks & Rec
<b>MAKING CONNECTIONS: THE IMAGE OF THE CITY</b>					
M-I1	Create Welcoming Gateways.	M	M-G3	•••	DPW
M-I2	Plan for Public Art.	L		••	
M-I3	Prepare an Interpretive Sign System to Communicate the Story of West Haven.	L	T-H2	••	
<b>MAKING CONNECTIONS: HOMES &amp; NEIGHBORHOODS</b>					
M-H1	Encourage and Support Residents to Organize at the Block or Neighborhood Level.	S		•	
M-H2	Consider Various Methods to Improve Property Maintenance and Upkeep.	S		•	
M-H3	Conduct an Assessment of Walkability and Pedestrian Safety in Residential Areas.	M	M-G2, M-G4	•	DPW
M-H4	Examine Areas Where Residential Properties are Adjacent to Commercial and Industrial Properties.	M		•	
M-H5	Encourage and Support the Creation of Employer-Assisted Housing Programs.	M		•	UNH, Yale West
<b>TOPICAL PLAN ELEMENTS: COMMUNITY FACILITIES</b>					
T-C1	Form a Capital Improvements Task Force; Develop a Capital Improvement Program.	S		•	City Departments + BOE
T-C2	Prepare a Facilities Master Plan.	M	T-C1	••	DPW, BOE
T-C3	Plan for the Protection of Environmentally-Sensitive Areas.	M	T-N1	••	
<b>TOPICAL PLAN ELEMENTS: NATURAL &amp; COASTAL RESOURCES</b>					
T-N1	Protect Riparian Corridors.	M	T-C3	•	
T-N2	Assess and Inventory the Urban Tree Canopy.	S		••	USDA FS
T-N3	Consider Incorporating Low Impact Development Standards into City Regulations.	M		•	
T-N4	Participate in the Implementation of the West River Watershed Management Plan.	S		•	
<b>TOPICAL PLAN ELEMENTS: HISTORIC RESOURCES</b>					
T-H1	Review, Update, and Digitize the Local Inventory of Historic Structures.	M		••	
T-H2	Support Educational Activities that Celebrate and Highlight the City's Historic and Cultural Resources.	S	M-I3	•	
T-H3	Identify Additional Areas of Historic Character for Potential Protection.	M	T-H1	••	



## Detailed Implementation Guide

This section provides further guidance for implementing specific strategies within the POCD described in [Chapter 4. Planning the City](#).

### Plans for Places: Allingtown

#### **P-A1. Replace the Planned Residential Commercial (RCPD) Zoning District with a New District.**

Section 30 of the city’s Zoning Regulations, titled “Design Districts,” states that the RCPD District is intended to “provide for coordinated design for city residential and commercial needs for its citizens and those of the region in appropriate locations at a larger scale that would enhance the surrounding communities.” However, the rules are more appropriate for a rural or suburban setting. For example, the 50-foot front yard setback requirement would place buildings far from the street, which does not lead to a walkable environment. Furthermore, a development is only permitted to cover up to 40 percent of the lot, while the remaining 60 percent has to be open space. The City should consider the following actions:

- a. **Rename the District.** The name of the new district should reflect the intent to promote redevelopment supportive of the UNH campus and of the greater Allingtown neighborhood. For example, the University Development District or even the Allingtown Village District, which would also enable the City to utilize the provisions of CGS Section 8-2j. While approved through the Planning and Zoning Commission, creation of a Village District enables the community to consider architecture and other aspects of the area that create distinctive character.
- b. **Amend residential density standards.** The current provisions allow for residential development at slightly over 5 units per acre, or one dwelling unit per 8,000 sf of land area, and there is no guidance on the unit mix. The City recently adopted a zoning regulation that would permit approximately 40 dwelling units per acre in the Transit-Oriented Development (TOD) District with an emphasis on studio and one-bedroom units. The development in this section of Allingtown, strongly influenced by the presence of the University, might be an appropriate location for a similar urban density standard.
- c. **Revise setback requirements** to encourage more of an urban, pedestrian-oriented development pattern. The setbacks in the TOD District range from 2 feet to 15 feet for multi-family and mixed-use developments. By bringing buildings closer to the street, it’s possible to enliven the streetscape and provide better walking connections. Generally, this development style also favors placement of buildings in a way that places the parking behind or under the subject building(s). Usually, it is necessary to also maintain a setback of approximately 13 to 15 feet from the curblines to the building façade to provide sufficient area for outdoor dining or other activities to accommodate a pedestrian-oriented environment.
- d. **Reduce open space requirements.** The open space requirements, at 60%, might deter development. In comparison, open space requirements in the recently-adopted TOD District range from 10% to 20%, depending on the type of development.
- e. **Reduce coverage limitations.** Maximum building coverage and maximum impervious coverage are low at 40% total. Development in other Design Districts in the City are permitted as much as 80% to 90% of maximum lot coverage. Increasing the levels of lot coverage in the RCPD District could help foster new development in this area.



- f. **Building heights** in the RCPD District are sufficient to support a reasonable scale of development within this area: 4 stories by right and 6 stories by special permit approval of the Planning and Zoning Commission.
- g. **Consider design standards.** The City may also want to promote enhance architectural design and the use of quality building materials within this District to improve the overall character of the neighborhood. Efforts should also be made to improve the public realm. The TOD District contains density bonuses to encourage the dedication of publicly-available open space and streetscape investments.

## Plans for Places: Downtown

### P-D3. Consider a Village District to Protect Historic Features and Improve Design Outcomes.

Consider creating a Village District overlay within the current CBD zoning district. Within Village Districts, the City's zoning commission may adopt regulations governing such matters as the design and placement of buildings and maintenance of public views. These regulations also "encourage conversion and preservation of existing buildings and sites in a manner that maintains the historic, natural and community character of the district." They provide "that proposed buildings or modifications to existing buildings be harmoniously related their surroundings, to the terrain and to the use, scale and architecture of existing buildings in the vicinity that have a functional or visual relationship to the proposed building or modification." The scale, proportions, massing, size, proportion and roof treatments should be compatible with the area and the "removal or disruption of historic traditional or significant structures or architectural elements shall be minimized." In addition to design, the arrangement and orientation of any proposed new construction should be compatible with the immediate neighborhood. All applications for substantial reconstruction and new construction shall be subject to review and comment by an architect or architectural firm contracted by the commission. The bill applies to rural, urban and suburban communities, which can exhibit "village" characteristics. Listed below are five steps towns should follow in the process of designating Village Districts:

- a. Educate the residents and support for the designation of each area as a Village District.
- b. Inventory the structures and landscape and settings of each district, and identify problems.
- c. Establish standards of design unique to each area and in common to all, including public landscaping, sidewalks, lighting, street furniture, pedestrian, and bike and vehicle circulation.
- d. Set up timing and funding schedules and adopt the needed zoning regulations.
- e. Monitor progress and effects of the local zoning and revise as needed.



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# APPENDICES

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## A. Summary of City Goals & Strategies Workshop Worksheets

### West Haven, CT POCD - Goals & Strategies Worksheets: Weighted Scores

*Weighted Score = the sum of the number of "High" multiplied by 2 + 1 point for each "Mid" – (minus) 1 point for each "Low"*

To aid in discussions with the Steering Committee, the results from all the groups were tallied up to come up with weighted scores for each goal/strategy. The higher the weighted score, the more the groups ranked a specific goal/strategy as being a "high priority." Items in the tables in *italics* represent goals/strategies added by a group onto their worksheets.

### PLANS FOR PLACES: Allingtown

Proposed Goals/Strategies	Priority (High, Mid, Low)	Weighted Score
1. Support current redevelopment efforts.	5, 1, 0	<b>11</b>
2. Revise RCPD Zoning District to promote walkable, campus-friendly development (buildings close to street, reduce parking req., pedestrian connections, etc.)	4, 2, 0	<b>10</b>
3. Create a Neighborhood Plan for Allingtown (preserve residential character, improve connections, parks and community facilities, vacant buildings)	5, 2, 0	<b>12</b>
4. Establish a UNH Impact Area on the Land Use Plan to manage campus growth/expansion.	6, 1, 0	<b>13</b>
5. Support improvements for pedestrians and bicyclists.	3, 2, 0	<b>8</b>

### PLANS FOR PLACES: Route 1

Proposed Goals/Strategies	Priority (High, Mid, Low)	Weighted Score
1. Modernize/update zoning (the RB – Regional Business District) to better control appearance and function (e.g., signs, landscape, lighting, setbacks, parking)	7, 0, 0	<b>14</b>
2. Support improvements for pedestrians, bicyclists, and transit riders.	5, 0, 0	<b>10</b>
3. Work with other communities in the region to jointly improve and manage Route 1.	4, 0, 0	<b>8</b>
4. Encourage better traffic management controls.	4, 0, 0	<b>8</b>

**West Haven, CT POCD - Goals & Strategies Worksheets: Weighted Scores**

*Weighted Score = the sum of the number of “High” multiplied by 2 + 1 point for each “Mid” - 1 point for each “Low”*

**PLANS FOR PLACES: Downtown**

Proposed Goals/Strategies	Priority (High, Mid, Low)	Weighted Score
1. Fill key vacancies.	7, 0, 0	<b>14</b>
2. Encourage facade and building improvements.	5, 1, 0	<b>11</b>
3. Improve pedestrian safety and comfort at key intersections.	2, 1, 1	<b>4</b>
4. Utilize and promote the Green for community-oriented activities.	3, 1, 0	<b>7</b>
5. Consider creative methods/events/activities to attract people to Downtown (night markets, restaurant week)	5, 1, 0	<b>11</b>
6. Support the West Haven Center for the Arts	4, 1, 0	<b>9</b>
<i>Improve parking signs</i>		

**PLANS FOR PLACES: Train Station Area**

Proposed Goals/Strategies	Priority (High, Mid, Low)	Weighted Score
1. Adopt new, TOD-supportive zoning regulations.	3, 0, 1	<b>5</b>
2. Make the train station area more pedestrian friendly.	4, 2, 0	<b>10</b>
3. Improve connections between the train station and Downtown (and the Beach) through wayfinding signs and maps.	4, 2, 0	<b>10</b>
4. Improve connections: route CT Transit buses up to the station entrance.	5, 0, 0	<b>10</b>
5. Improve connections: consider expanding TOD zoning toward Main Street	2, 0, 1	<b>3</b>
<i>Increase parking</i>		
<i>Activate the Armstrong building</i>		



West Haven, CT POCD - Goals & Strategies Worksheets: Weighted Scores

Weighted Score = the sum of the number of "High" multiplied by 2 + 1 point for each "Mid" - 1 point for each "Low"

PLANS FOR PLACES: The Beachfront & The Beach

Proposed Goals/Strategies	Priority (High, Mid, Low)	Weighted Score
1. Calm traffic and create a safer and more comfortable environment for pedestrians, especially at important beach access crossings.	4, 3, 0	11
2. Create a continuous walking and biking route/path along the south side of the beachfront streets.	8, 0, 0	16
3. Promote and encourage the redevelopment of vacant and underutilized properties in specific nodes ("Savin Rock Village", "Downtown South", "Beach Street").	6, 1, 0	13
4. Reexamine/revise SCR (Captain Thomas Blvd) and SRR (Beach St) zoning districts to create vibrant, pedestrian- oriented environments (land uses, setbacks, orientation, flood protection, building heights).	6, 0, 0	12
5. Improve public amenities and encourage more active recreation while preserving open space (Public Facilities, Open Space & Recreation Master Plan).	3, 2, 1	7
6. Encourage small-scale, beach-supportive commerce (bike, kayak, umbrella rentals, etc.).	4, 1, 1	8
7. Create a beach wayfinding and interpretive sign system.	2, 2, 2	4
<i>Extend Captain Thomas Blvd to 1<sup>st</sup> Ave one way with metered parking</i>		
<i>Create a marina</i>		
<i>Expand South Street Park; add pocket parks</i>		
<i>Support Army Corps beach erosion project</i>		

**West Haven, CT POCD - Goals & Strategies Worksheets: Weighted Scores**

*Weighted Score = the sum of the number of “High” multiplied by 2 + 1 point for each “Mid” - 1 point for each “Low”*

**PLANS FOR PLACES: Yale West Campus/Frontage Road**

Proposed Goals/Strategies	Priority (High, Mid, Low)	Weighted Score
1. Complete the Frontage Road bicycle route project.	1, 1, 1	2
2. Encourage business- and property-owners to organize and plan for the future of the area.	2, 1, 0	5
3. Improve the overall appearance and identity of the area.	2, 0, 1	3
4. Work with Yale West to nurture new businesses; attract more businesses within the area.	4, 0, 0	8

**MAKING CONNECTIONS: Getting Around Town**

Proposed Goals/Strategies	Priority (High, Mid, Low)	Weighted Score
1. Improve bus routes within the City and to key locations beyond its borders.	3, 1, 0	7
2. Improve pedestrian safety.	4, 0, 0	8
3. Reduce speeding and calm traffic.	4, 1, 0	9
3. Create bike routes, lanes, and other facilities and accommodations for bicycling (Bicycle Master Plan)	2, 1, 0	5
4. Create a citywide wayfinding sign system.	0, 3, 1	2



**West Haven, CT POCD - Goals & Strategies Worksheets: Weighted Scores**

*Weighted Score = the sum of the number of "High" multiplied by 2 + 1 point for each "Mid" - 1 point for each "Low"*

**MAKING CONNECTIONS: The Image & Story of the City**

Proposed Goals/Strategies	Priority (High, Mid, Low)	Weighted Score
1. Create beautiful, welcoming gateways to the City.	3, 0, 0	6
2. Create an interpretive sign system.	0, 2, 0	2

**MAKING CONNECTIONS: Homes & Neighborhoods**

Proposed Goals/Strategies	Priority (High, Mid, Low)	Weighted Score
1. Encourage regular property maintenance and upkeep.	2, 0, 0	4
2. Enhance enforcement of maintenance and zoning regulations.	2, 0, 0	4
3. Repair broken sidewalks and build new sidewalks and curb ramps where needed.	2, 0, 0	4
4. Improve street lighting where needed.	2, 0, 0	4
5. Reduce conflicts between residential areas and nearby commercial/industrial areas.	1, 0, 1	1



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- Figure 36 on page 98: Image of Daly City gateway sign from [http://www.waymarking.com/waymarks/WMACVJ\\_Gateway\\_to\\_the\\_Peninsula\\_\\_Daly\\_City\\_CA](http://www.waymarking.com/waymarks/WMACVJ_Gateway_to_the_Peninsula__Daly_City_CA)
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