

# Southbury 2012 Plan of Conservation and Development

Adopted: December 11, 2012

Effective: December 31, 2012



## Acknowledgments

### Planning Commission

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Edward W. Gore, Jr.	Chair
Edward M. Hatfield	Vice Chair
Gail S. DePietro	Secretary
Donald S. Antilla	Member
Nancy G. Clark	Member
Richard Teardo	Member
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## Photographs

Photographs in the Plan of Conservation & Development were taken by Don Antilla and Planimetrics (unless otherwise noted).

## Maps

Maps prepared by Planimetrics (unless otherwise noted).



## TOWN OF SOUTH BURY

### PLANNING COMMISSION

501 Main Street South  
Southbury, Connecticut 06488  
(203) 262-0634  
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Dear Southbury Residents:

This document is the 2012 Plan of Conservation and Development for Southbury, Connecticut. The effective date of this plan is December 31, 2012.

The Plan is an update of the 2002 Plan. The goals and recommendations are a result of your responses to our town wide survey, numerous meetings and discussions, as well as opportunities for the public to participate through public information meetings. The Plan reflects your satisfaction with the character of Southbury and the way our town is developing. The recommendations will help to maintain and improve the quality of life and desirability of Southbury as a place to live.

This Plan provides the framework for us to work together to continue to make our Town a place to be proud of.

Sincerely,

PLANNING COMMISSION

Edward W. Gore, Jr., Chairman

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# Introduction

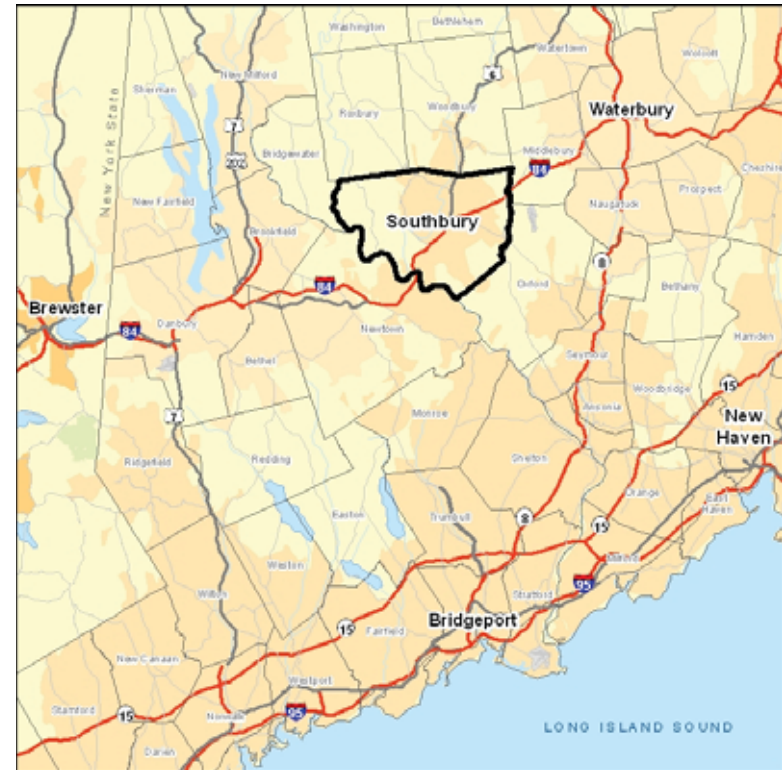
# 1

## Introduction to Southbury

Southbury is located in New Haven County in southwestern Connecticut. The Town contains about 40.0 square miles (25,600 acres) and is bounded by Newtown to the south, Bridgewater to the west, Roxbury and Woodbury to the north, and Middlebury and Oxford to the east. Southbury is located about twelve miles west of downtown Waterbury, Connecticut.

According to the United States Census Bureau, Southbury had 19,904 residents in 2010. This represents an increase of seven percent from the 2000 Census. During the same time period, Connecticut's population grew by five percent.

Based on local data, Southbury has around 8,700 housing units. This represents an increase of 11 percent since 2000.



## About Plans of Conservation and Development

A Plan of Conservation and Development (POCD) is a tool for guiding the future of a community. Its purpose is to establish a common vision for the future of a community and then determine policies that will help attain that vision. The goals and recommendations of the Plan are intended to reflect what Southbury residents feel is desirable for the community in the future.

A POCD becomes an official document after a public hearing and adoption by the Planning Commission. Once adopted, the Plan is used to:

- Coordinate development of the municipality.
- Guide land use decisions and regulations.
- Provide programs for implementation.

This Plan will be used to guide and advise land use decisions in Southbury over the next 10 years, providing a framework for consistent decision-making with regard to environmental conservation, economic vitality, and the overall well being of our citizens.

Connecticut State Statutes (CGS) Section 8-23 defines the scope of topics that must be addressed in each town's plan (see p. 1-3).

## History of Planning in Southbury

Southbury has a strong tradition of preparing, adopting, amending, and implementing plans to guide land use trends and address future needs. The Planning Commission has closely followed the guidelines detailed in these past planning efforts:

- 1966 – Comprehensive Plan of Development
- 1975 – Southbury Center Plan
- 1981 – Amendment #5, Southford (amendment to the 1966 Plan of Development)
- 1986 – Comprehensive Plan of Development
- 1990 – Streetscape Plan for Main Street South
- 1994 – Southbury Center Plan (update of the 1975 Plan)
- 1998 – Exit 16 / Strongtown (plan for area in vicinity of I-84 and Route 188)
- 2002 – Plan of Conservation and Development
- 2006 – Plan of Conservation and Development for Southford

## Highlights of Connecticut General Statutes Section 8-23 – Plan Of Conservation And Development

### **The Commission shall:**

- Prepare, adopt and amend a plan of conservation and development ...
- Review the plan of conservation and development at least once every ten years ...
- Adopt such amendments to the plan or parts of the plan ... as the commission deems necessary to update the plan.

### **The Plan shall:**

- Be a statement of policies, goals and standards for the physical and economic development of the municipality, ...
- Show the commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, industrial and other purposes and for the most desirable density of population in the several parts of the municipality.
- Be designed to promote with the greatest efficiency and economy the coordinated development of the municipality and the general welfare and prosperity of its people.
- Make provision for the development of housing opportunities, including opportunities for multifamily dwellings consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region ...
- Promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs ...
- Take into account the state plan of conservation and development ... and note any inconsistencies it may have with said state plan.
- Consider the use of cluster development to the extent consistent with soil types, terrain, and infrastructure capacity.

### **The Plan may:**

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

## How the Plan is Used

The Southbury Plan of Conservation and Development establishes a framework for future development and conservation of the community. The Plan is intended to be informative and provide insight into character of design, appearance and densities of commercial and residential sites, road categories and capacities, and areas of special interest that are to be protected due to historic, scenic, or environmental sensitivities.

The Plan also is a guide in day-to-day and long-range decisions for the following entities:

- The Southbury Planning Commission, when reviewing project site plans, establishing and administering standards for land subdivision and street layouts, making recommendations concerning public improvements and zoning, and undertaking special planning studies.
- The Southbury Zoning Commission, when establishing zoning districts and standards for development.
- Town agencies and agencies of other levels of government, when providing public facilities and services, authorizing development or infrastructure projects, preserving land or carrying out regulatory activities that affect land use.
- Private organizations that provide services to the community, when locating and planning the extent of services and facilities.

- Property owners, private individuals, and developers who may reside or work in Southbury or who may intend to invest in land development.

The Plan is also a model by which the Town and the community can:

- Evaluate impacts of development proposals on the spectrum of inter-related recommendations.
- Help guide priorities when preparing the annual budget and capital improvements.

Through these methods, the Plan becomes a guide and tool in the continuing activity of community planning.



# Summary

# 2

## Overview

This Plan:

- Updates the reported demographics of our citizens based upon the 2010 Census and other new data.
- Documents the preferences and comments obtained via our town-wide survey and informational meetings conducted during the planning process.
- Reaffirms our strong conviction that Southbury must continue to retain all remaining elements of our historic and rural character.
- Endorses protection of rural features such as dirt roads and scenic views with due consideration of safe passage on the road system.
- Recommends a moderate increase in Open Space commitments.
- Identifies protection of the quality of water, particularly in the Pomperaug River Watershed, and recommends limiting export of water in order to protect stream flows and the health and sustainability of the aquifer.
- Supports continued use of commercial and industrial zones with a high quality design that is consistent with our town character.



*Crook Horn Road*

## Summary of Goals

### Conservation-Related Goals

Preserve those tangible and intangible elements that contribute to Southbury's character.

Conserve remaining working farms as productive and economic farm units.

Promote community spirit to instill pride and to engage residents in the community.

Maintenance of reasonable and high standards of quality for the natural and built environment, tailored to Southbury but to no less than state and federal criteria, for purposes of protection of the public health and safety, the general welfare and conservation of the scenic and special character of the Town.

Primary reliance on the natural drainage system for storm water runoff in order to avoid costly constructed systems.

Reduced risks to life and property by avoidance of construction in and occupancy of flood hazard areas and areas potentially impacted by water during extreme weather and high flow conditions.

Conservative development and use of the Pomperaug Aquifer for the benefit of residents of Southbury and other towns within the recharge watershed.

Protection of the quality of water in the Aquifer to assure long-term usability.

Management of the quantity of water in the Aquifer, including the amount that is exported from the Aquifer watershed, such that sufficient supply within Southbury is available over the long term.

Preserve 25% of Southbury's land as permanent open space by the year 2025.

Conserve existing open space areas that are vital for open space functions supported by the community, including locations of special environmental concern and sites and areas that support the appearance and theme of an open land, rural community.

Continue to create an open space network in which individual parcels of open space, greenbelts, trails and natural areas collectively form a cohesive green system.

Continue the system of stewardship of town owned open space which includes monitoring, observation of boundaries, and maintenance as appropriate.

Identify and conserve buildings, landscapes, and places of historic significance for the purpose of promoting the educational, cultural, economic and general welfare of the Town and supporting the character of Southbury as a whole.

Encourage and support all proposals and efforts to preserve historic sites and structures, especially in historic districts, including the Southbury Training School.

## 2012 Southbury Plan of Conservation and Development

### Development-Related Goals

Preserve and enhance the sense of place in the Town Center and in our villages which make Southbury a unique community.

Maintain the current pattern of development with core villages and outlying rural neighborhoods.

Take a pro-active approach in working with the State and residents so that the future use of the Southbury Training School is in the best interest of the Town.

Ensure that the future use of the land and buildings at the Southbury Training School will reflect the Town's character, help meet community needs, provide community amenities and preserve the site's agricultural and natural and historic resources.

Maintain the Southbury Center Area as a civic and business hub, while preserving the area's character and natural features, enhancing the appearance of the streetscape, landscape and buildings, and expanding safe pedestrian opportunities.

Maintain Southford as a low-intensity village which provides convenient commercial services.

Preserve the natural and historic features that contribute to the rural village nature of Southford.

Maintain Exit 16 Strongtown as a gateway to Southbury.

Plan for and manage potential impacts in Strongtown due to development pressures.

Assure continuation of Southbury as a "country" residential town characterized by single-family houses on individual lots, with basic water supply and sewage disposal provided by on-lot systems.

Maintain a balance of housing opportunities.

Provide for economic development that also supports in an advantageous manner a sound property tax base as the resident population grows and local government service needs and desires emerge.

Provide for the best use of commercial and economic development sites already designated and in a manner that supports the country town character of Southbury, recognizes the proximity of the highway system character of most locations, avoids congestion in the streets, and avoids other adverse impacts upon the community.

Maintain commercial and industrial zone patterns "as is." Do not change boundaries for the foreseeable future.

Provide a wide range of goods and services desired by residents and which encourage residents to trade in Town.

Avoid the occurrence of a regional center for shopping, while recognizing that small-scale inter-town trade with neighboring towns will occur.

## 2012 Southbury Plan of Conservation and Development

### **Infrastructure-Related Goals**

Efficiently provide community facilities and town services that meet documented needs, enhance and protect health and safety, and add to the Town's quality of life.

The manner in which services are provided, the type and nature of community facilities, and the appearance of town facilities should support Southbury's small town, rural character.

Provide a transportation system that supports existing and desired land use patterns, is consistent with the character of the Town, and provides for the mobility of residents, workers, and visitors.

Make best and economical use of the existing street and highway system wherever consistent with the plan for the Town while also preserving the scenic character of country roads.

Minimize impacts associated with transportation, such as congestion, pollution and loss of community character.

Encourage alternative transportation such as walking and biking to provide more transportation choices and promote a healthful lifestyle.

Continue general use of individual on-site wells, supported by proper densities and controls on pollution.

Avoid the extension of the public water supply system within Southbury.

Continue successful operation of the sewer avoidance program.

Allow a wide range of wired and wireless utilities to add technological advances to business areas and community residences while striving to improve the appearance of the community.

Increase access to and use of renewable and alternative energy sources.

Allow for the expansion of natural gas service to allow residents a choice of fuel energy sources.

# Conditions and Trends

# 3

## Overview

An understanding of conditions and trends affecting Southbury is important to planning our community's future. By understanding these trends, better decisions can be made as to the recommended future direction for Southbury.

### Data Limitations

Data collection began in early 2011. The data is not as of the effective date of this plan but rather the most current data when each section was drafted, with updates made as feasible.

## History of Southbury

The landscape of the area we know as Southbury was formed over millions of years by massive geological forces and processes. While human settlement is believed to have occurred within the past 10,000 years, written history is only available for the past 370 years or so following European settlement of New England.

The Dutch and British established trading posts in the 1630s along the shore of Long Island Sound and major rivers. Over time, these trading posts evolved into permanent settlements. Immigrants, primarily from England, established small plantations in areas close to water transportation. As the population increased, some settlers began to search for less populated areas to establish homesteads.

Settlers from Stratford moved up the Housatonic River and settled in the Pomperaug River area. In 1686, this settlement was recognized as the Town of Woodbury. Initially, Woodbury contained parts of what we now know as Southbury, Roxbury, Middlebury, Bethlehem, Oxford and Washington.

Population continued to grow as more families sought land for subsistence farming. Eventually, the difficulties of travelling to Woodbury to attend religious services and town meetings resulted in efforts to establish a separate town. The Town of



## 2012 Southbury Plan of Conservation and Development

Southbury (so named since it was the “south part of Woodbury”) was incorporated in 1787.

The boundaries of Southbury that we recognize today evolved over time as other towns were established. Oxford was established in 1798 and incorporated some of Southbury and Derby. Middlebury was established in 1807 incorporating parts of Woodbury, Southbury, and Waterbury. New settlements were facilitated by the emergence of a growing network of roads such as the Southbury Turnpike (1795).

Southbury, for many years, was an agricultural community. Unlike some areas along the Naugatuck River, few major industries were located here. Local businesses in the mid-1800s included a paper mill, a tinware factory, a match factory, foundry, turning mill, hat shop, and strawboard factory. These enterprises were typically located close to waterpower. Outlying areas remained agrarian with dispersed settlement patterns.



*Old Lewis Mill, Southbury (photo from CT Historical Society)*

After World War II Southbury began to change from a rural agricultural community (Southbury had only 1,532 residents in 1940) to a suburban community. The main factors for this change included growing automobile use, increasing highway construction, G.I. loan programs, rapid family formation and the resulting baby boom, and pent-up demand for new housing. As people sought a “quiet place in the country,” places like Southbury began to see housing and population growth for people who worked elsewhere.

The establishment of the Interstate Highway System greatly affected Southbury and the region, especially in 1963 when Interstate 84 through Southbury opened. No longer remote from other areas, Southbury’s growth accelerated.

In the 1960s, developers established Heritage Village, the first large planned residential retirement community in New England. Marketing efforts and the evolving highway system brought new residents from New York City and other areas to Southbury. Between 1960 and 1980, Southbury’s population almost tripled from 5,186 to 14,156 residents and the number of housing units increased more than four-fold from 1,341 to 5,713.

Commercial growth followed the population growth and Southbury developed a Town Center with a variety of retail and service uses. In the 1980s, IBM established a regional headquarters facility in Southbury. From 1970 to the year 2010, the number of jobs in Southbury increased from 2,474 jobs to 8,573 jobs.

Due to its strategic location and excellent transportation access, it is likely that Southbury will continue to be attractive to new residents and businesses.

## Regional Context

Southbury is a desirable residential community that provides housing for the region's workforce and commercial services and retail services for residents of the Town and surrounding communities. Convenient access to Interstate 84 has helped to make Southbury a desirable location to live and work.

Southbury is one of 13 member communities of the Council of Governments of the Central Naugatuck Valley (COGCNV). The highest densities of population are concentrated in Waterbury and Naugatuck, in parts of Cheshire, Watertown, Beacon Falls, Thomaston, and in Heritage Village.

COGCNV has identified Waterbury and contiguous parts of Naugatuck and Watertown as the Regional Core for economic development. Main Street South in Southbury is one of many economic "Community Centers" in the region.

### Regional Plans

COGCNV has prepared regional land use and transportation plans that include policies for Southbury. These include:

- [Regional Plan of Conservation and Development, 2008.](#)
- [Long Range Transportation Plan, 2011-2040.](#)

Many regional assets are located in Southbury. These include:

- Regional drinking water supplies (a large portion of the Pomperaug Aquifer).
- Medical offices and retail development draw "customers" from other communities.
- Transportation facilities such as Interstate 84, its interchanges, regionally important state routes, and three commuter parking lots.
- State facilities such as the Southbury Training School, State Troop A Barracks, and Connecticut Department of Transportation Highway facilities.

In turn, Southbury depends upon the region for jobs, cultural venues, and other resources. For every member of the Town's labor force, there is slightly less than 1 job (0.93) in the Town; meaning that workers depend upon jobs elsewhere.



*I-84 in Southbury at Exit 15*

## Existing Land Use

Southbury contains approximately 25,600 acres. Our land use survey found that about 70 percent of the community (18,067 acres) is occupied for residential, commercial or institutional use, or is dedicated to a specific purpose such as public land or protected open space (see Map 1 – Existing Land Use Map). Thirty percent of the land is vacant.

Land Use	Acres	% of Land
<b>Residential</b>	<b>8,751</b>	<b>34%</b>
Single-Family Residential	7,584	
Two-Family Residential	235	
Multi-Family Residential	932	
<b>Commercial or Industrial</b>	<b>720</b>	<b>3%</b>
Commercial	536	
Industrial	184	
<b>Open Space</b>	<b>4,622</b>	<b>18%</b>
Dedicated Open Space	4,272	
Managed (Perceived) Open Space	350	
<b>Community Facility &amp; Institutional</b>	<b>1,620</b>	<b>6%</b>
Community Facility	187	
Institutional	1,433	
<b>Right of Way / Utility / Water</b>	<b>2,354</b>	<b>9%</b>
Right of Way	1,585	
Utility	162	
Water Features	607	
<b>Vacant Land*</b>	<b>7,560</b>	<b>30%</b>

\*Includes a small number of parcels of unknown land use.

Sources: Town Assessor Data and Southbury GIS Map as of January 12, 2012. Please note that the Town continues to update its GIS and therefore these numbers may not reflect the most up-to-date information.

### Definitions

Dedicated Open Space – Land that is permanently protected from development.

Managed Open Space – Land that provides open space benefits today, but is not protected from development in the future (e.g., golf courses).

Vacant Land – Land that is not developed or committed to a land use. Vacant land includes residential parcels with excess land (more than double the acreage required in zoning) that could potentially be subdivided.

Community Facility – Town facilities, excluding parks.

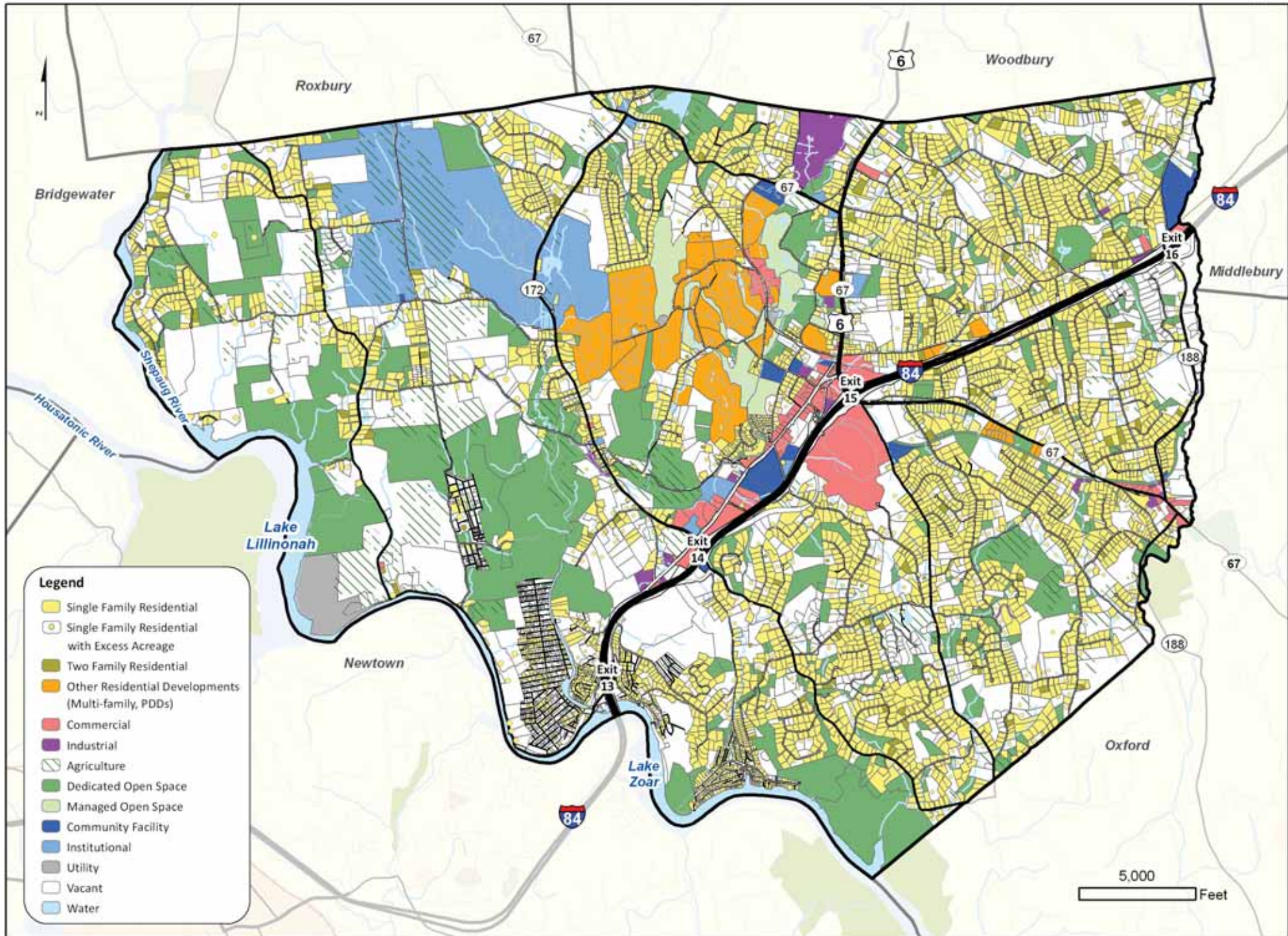
Institutional – A religious, government or non-profit land use, excluding town-owned community facilities.

The land use table indicates that Southbury has fewer acres committed to residential uses than in 2002. However, Southbury did not “lose” residences over the last 10 years. The 2002 Land Use analysis may have overstated the acres of land in residential use by including “excess” land. For example, if one house was located on 10 acres, the 2002 Plan included all 10 acres as residential. This updated analysis includes a small portion of the 10 acres as residential (depending upon the minimum acreage requirement) and considers the remainder of the parcel as vacant, since it might be possible to build additional housing if the parcel were subdivided.



# Map 1 - Existing Land Use

Town of Southbury, CT



## Build Out Analysis

The Council of Governments of the Central Naugatuck Valley (COGNV) conducted a residential build out analysis for Southbury. A build out gauges how many new houses might be possible under current zoning regulations.

The build out analysis indicates that almost 2,300 additional units could potentially be built under existing zoning regulations. Most of the new units would be accommodated in the lower density, R-60 and R-80 zones. The build out analysis includes the undeveloped portions of the Southbury Training School facility since the land is currently zoned for residential uses.

**Southbury Build Out Results**

Zone	Net Buildable Land (Acres)	Potential New Units
PDD 19	34	18
R-20	116	182
R-30	126	131
R-30A	23	25
R-60	2,335	1,000
R-60C	0	0
R-80	2,857	928
<b>TOTAL</b>	<b>5,490</b>	<b>2,284</b>

Sources: Southbury Zoning Regulations and COGNV.

It is important to note that a time frame is not associated with a build out analysis and many communities might never achieve full build out. The results do provide information on how zoning regulations can affect the amount of and pattern of new residential development.

**Caveats for a Residential Build Out**

Factors that could increase a town’s build-out potential:

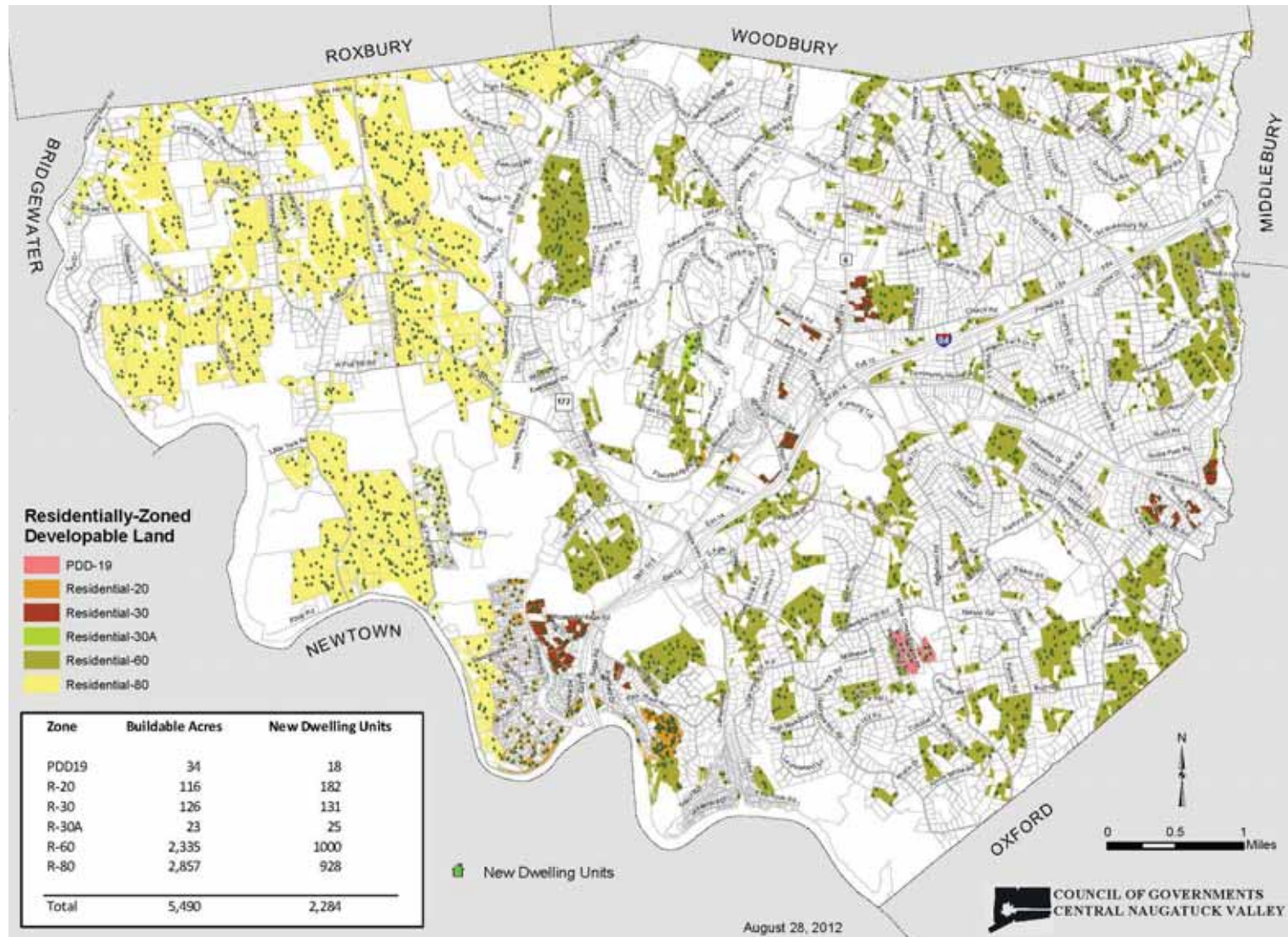
- Lesser setbacks
- Actual environmental constraints are less than those accounted for in build out analysis
- PDDs or other higher density developments are approved

Factors that could decrease a Town’s build-out potential:

- Actual environmental constraints are greater than those accounted for in build out analysis
- Larger setbacks
- Inefficient lot configuration
- Cul-de-sac length limitations
- Costs of development (e.g., paving, septic systems, etc.)



Map 2 - Build Out Analysis



## People of Southbury

There were 19,904 residents in Southbury in 2010, according to the Census. This represents an increase of seven percent since 2000. This rate of population increase was Southbury’s slowest in the last 80 years, though it was still slightly higher than the State’s growth rate. This slow-down in growth may be attributed to smaller household sizes and the current downturn in the economy.

Modest projections indicate that Southbury’s population might continue to grow five percent over the next decade.

### Population Change

	Southbury		Connecticut	
	Pop.	Increase	Pop.	Increase
1920	1,093	--	1,381,275	--
1930	1,134	4%	1,606,903	16%
1940	1,532	35%	1,709,242	6%
1950	3,828	150%	1,998,838	17%
1960	5,186	35%	2,535,234	27%
1970	7,852	51%	3,032,217	20%
1980	14,156	80%	3,107,576	2%
1990	15,818	12%	3,287,116	6%
2000	18,567	17%	3,405,565	4%
2010	19,904	7%	3,574,097	5%

Source: US Census.



*Southbury Farmers’ Market*

### Southbury Population Projections

	Low	High
2020	20,805	24,275
2030	23,063	27,021

Sources: Low projections prepared by Planimetrics using 2010 Census, birth and death rates.

High projections are from the CT State Data Center and were prepared prior to the release of 2010 Census data.

### Reasons for Population Change

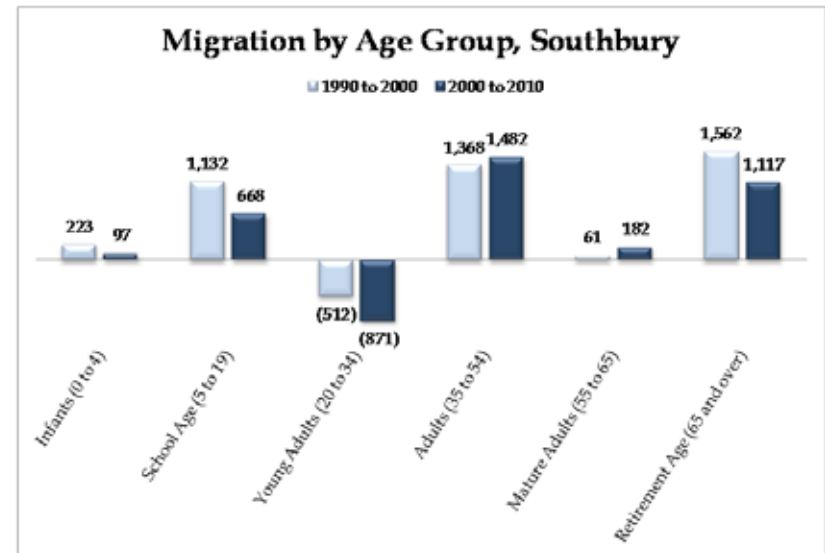
A community's population increases when births out-number deaths and / or more people move to the community than leave. Data indicates that since the 1970s Southbury's population increases are solely due to people moving to the Town.

Similar to Connecticut overall, Southbury is losing its young adult population (ages 20 to 34). Southbury has seen a slowdown of families with school-age children moving to Southbury, and the migration of adults age 35 to 54 overtook migration of those at retirement age.

Components of Population Change

	1960s	1970s	1980s	1990s	2000s
<b>TOTAL CHANGE</b>	<b>+2,666</b>	<b>+6,304</b>	<b>+1,662</b>	<b>+2,749</b>	<b>+1,337</b>
<b>Change Due to Natural Increase</b> <i>(Births minus Deaths)</i>	351	(256)	(604)	(1,085)	(1,337)
Births	782	882	1,323	1,447	1,369
Deaths	431	1,138	1,927	2,532	2,706
<b>Change Due to Migration</b> <i>(Total Change minus Change due to Natural Increase)</i>	2,315	6,560	2,266	3,834	2,674

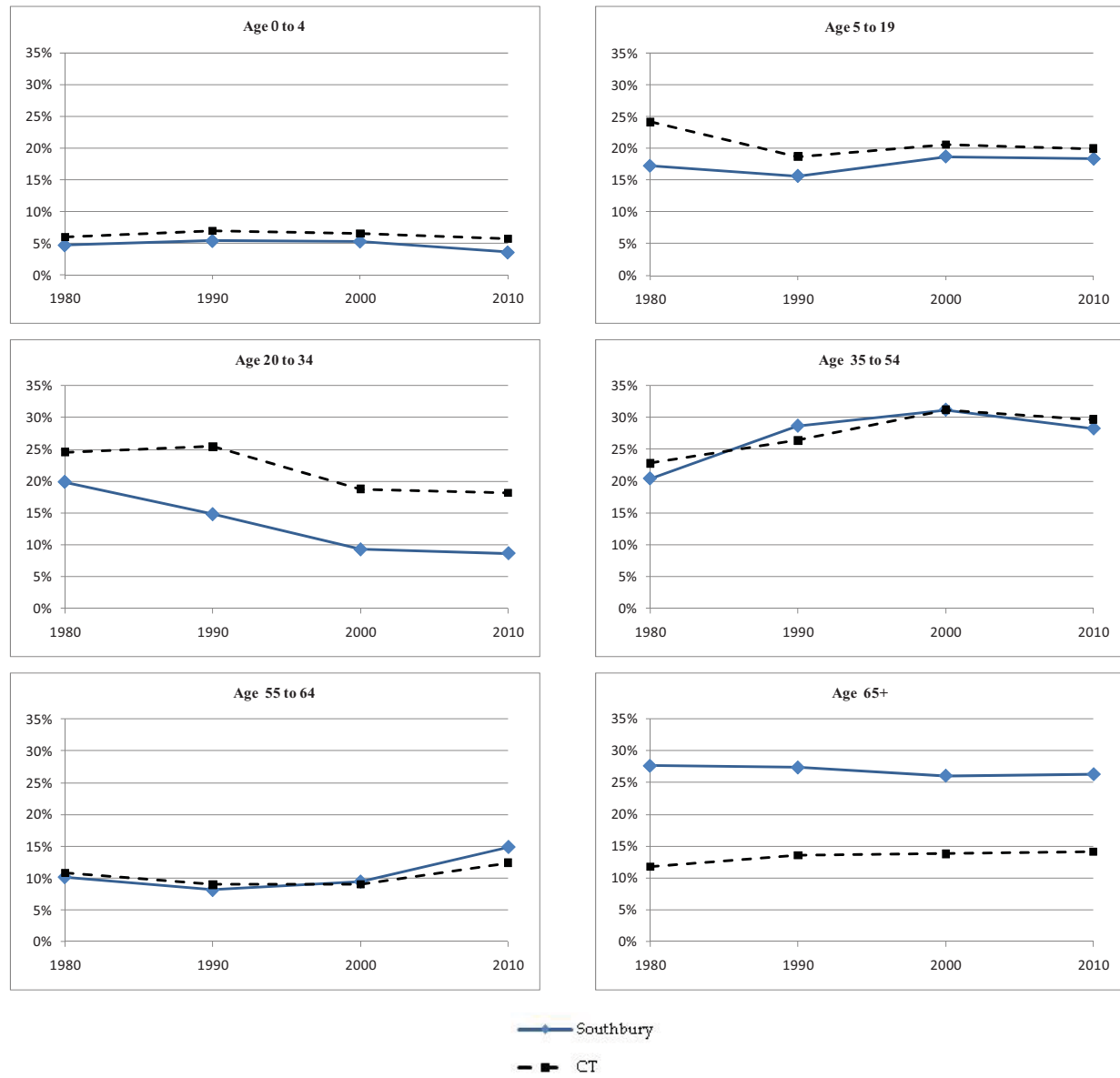
US Census and CT Department of Public Health. 2009 data on births and deaths not available, 2008 data substituted.



### Age Composition

These charts compare the composition of Southbury’s population with the State’s averages from 1980 to 2010.

Changes in age composition over time in Southbury generally mirror that of the State as a whole. Both have seen a flatlining of the percentage of children and a decrease in the percentage of adults ages 20 to 34. Southbury has a much higher percentage of residents age 65 and older when compared to the State and a lower percentage of those ages 20 to 35. This is understandable given the presence of Heritage Village (see next page).



Source: US Census.

## 2012 Southbury Plan of Conservation and Development

This following table provides projections by age group through 2020. For planning purposes, ages are grouped together based upon common needs (e.g., education, first time home-buying, etc.). It is anticipated that Southbury will continue to see a decrease in children and increases in the older population. As a result, the Town may see less demand for expanded schools and increased demand for services, programs and housing for seniors.

### Heritage Village Factor

According to the Census, Heritage Village had a population of 3,736 in 2010. This represents 19% of Southbury’s population. Of all Southbury residents over the age of 55, 40% live in Heritage Village. Census data indicates that in 2010:

- 88% of Heritage Village residents are age 55 or older.
- 30% of residents in the remainder of the Town are over age 55.
- 26% of CT residents are over the age of 55.

**Projected Changes in Southbury’s Age Composition**

Description	Age Range	Needs / Wants	2010 Share	Projected 2020 Share	Future Trend
Infants	0 to 4	<ul style="list-style-type: none"> <li>• Child care</li> <li>• Pre-school programs</li> </ul>	4%	3%	↓
School Age	5 to 19	<ul style="list-style-type: none"> <li>• School facilities</li> <li>• Recreation programs and facilities</li> </ul>	18%	14%	↓
Young Adults	20 to 34	<ul style="list-style-type: none"> <li>• Rental housing, starter homes</li> <li>• Social destinations</li> </ul>	9%	11%	↑
Middle Adults	35 to 54	<ul style="list-style-type: none"> <li>• Starter homes, trade-up homes</li> <li>• Family programs, school programs</li> </ul>	28%	22%	↓
Mature Adults	55 to 64	<ul style="list-style-type: none"> <li>• Smaller homes, second homes</li> <li>• Leisure programs and facilities</li> </ul>	15%	17%	↑
Retirement Age	65+	<ul style="list-style-type: none"> <li>• Lower upkeep, higher service housing</li> <li>• Elderly programs, tax relief</li> </ul>	26%	33%	↑

Source: Prepared by Planimetrics using Census and CT Public Health Data.

Heritage Village and the remainder of the Town have higher proportions of seniors than the State. While Heritage Village contributes to Southbury’s older age composition, it is not the sole factor. This was not the case in 2000, where the rest of the Town had a similar percentage of older residents as the State.



## Housing in Southbury

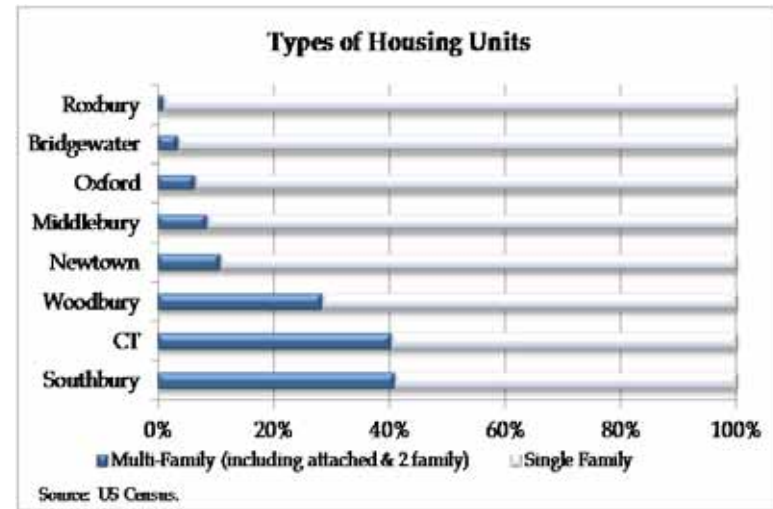
Southbury had between 8,700 (local estimates) to 9,100 (US Census) housing units in 2010, depending upon the source of data. This represents an increase of 11% to 17% from 2000. The Town's housing growth rate continued to outpace that of the State.

Approximately 60% of the housing units in both Southbury and the State as a whole are single-family housing units. Southbury has a slightly higher percentage of attached and two-family housing units. Data also indicates that Southbury's housing portfolio is more diverse than nearby communities - i.e., the Town provides a wider range of housing opportunities.

The majority of Southbury's housing units (89%) are owner-occupied according to the 2010 Census. Just under 800 residents resided in group quarters in 2010. The majority of housing units in Southbury (67%) and the State (59%) are occupied by 1 or 2 persons.



Old Field Condominiums



### Growth in Housing Units

	Southbury		CT
	#	Change	Change
1980	5,838	--	--
1990	6,826	17%	14%
2000	7,799	14%	5%
2010	8,695 - 9,091	11% - 17%	7%

Sources: US Census and local permit data.

### 2010 Housing Occupancy

	Southbury	CT
1-2 people	67%	59%
3-4 people	26%	31%
5+ people	7%	9%

Source: US Census

## 2012 Southbury Plan of Conservation and Development

Compared to nearby communities, Southbury’s 2010 median sales price for single-family homes was lower than three nearby communities but higher than three others and the State. Meanwhile, Southbury’s 2010 median sales price for condos was more affordable than nearby communities and the State.

Using 2010 Census data, 1.14% of Southbury’s housing stock is considered “affordable”. The State, pursuant to CGS 8-30g, considers a unit to be affordable if the dwelling unit is assisted, financed by the CT Housing Finance Authority (CHFA) or deed restricted (see box).

Southbury would need 805 additional affordable units to reach 10%. This is a sliding target since as each new market rate unit is built, additional affordable units are needed to reach ten percent. It is not reasonable to expect Southbury to achieve the ten percent goal in the next ten years, yet it is important to continue to provide a range of housing types for all ages.

Southbury also has housing units that have no resale restrictions placed upon them, but due to location, size or condition, have a lower market value and are therefore more affordable. These are called “naturally occurring affordable units.”

### 2010 Median Sales Price

Single-Family		Condominiums	
Roxbury	\$825,000	Newtown	\$428,922
Bridgewater	\$501,500	Oxford	\$410,668
Newtown	\$419,250	Middlebury	\$355,000
<b>Southbury</b>	<b>\$366,000</b>	State	\$182,250
Woodbury	\$350,000	Woodbury	\$137,000
Oxford	\$320,000	<b>Southbury</b>	<b>\$122,250</b>
Middlebury	\$287,500		
State	\$250,000		

Source: The Warren Group

#### Affordable Housing Definition

An affordable unit under CGS 8-30g must be one of the following:

- Assisted (funded under a state or federal program).
- CHFA-financed (financed under a program for income-qualifying persons or families).
- Deed restricted to be affordable to low- or moderate-income persons or families for at least 40 years.

When ten percent of a community’s housing stock is affordable, it is exempt from an affordable housing appeals procedure that shifts the burden of proof to the community to show that threats to public health or safety outweigh the need for affordable housing.

## Fiscal Overview

Connecticut communities rely upon the property tax for revenues. In the Fiscal Year Ending (FYE) 2009, 89.8% of Southbury’s revenues were derived from property taxes. Only 12 other communities had a higher percentage.

Southbury derives a larger percentage of its tax base from commercial, industrial, and public utilities than nearby communities. Non-residential development generally alleviates the tax burden on residences.

Southbury’s operating expenditures are much lower than similarly-sized communities (with 10,000 to 20,000 residents) while education expenditures are similar. Volunteer public safety services likely contribute to the Town’s lower operating costs. According to the Town’s annual financial statement, the majority (70%) of spending in Southbury is for education.



*Business development adds to the Town’s tax base*

### 2008 Tax Base

Percentage from Commercial / Industrial / Public Utilities			
CT	16.5%	Newtown	7.7%
<b>Southbury</b>	<b>12.7%</b>	Oxford	5.3%
Middlebury	11.2%	Bridgewater	1.1%
Woodbury	8.4%	Roxbury	0.4%

Source: Municipal Fiscal Indicators, FYE 2005-2009, Office of Policy and Management.

### Expenditure Comparisons

	Southbury	Similar Size Communities
Avg. Operating Expenditures	\$15,095,435	\$22,589,558
Avg. Education Expenditures	\$41,080,048	\$41,552,381
Net Expenditure Per Pupil	\$12,039	\$12,532
Annual Debt Service Per Capita	\$65	\$258
Long Term Debt Per Capita	\$1,751	\$2,036

Source: Municipal Fiscal Indicators, FYE 2005-2009, Office of Policy and Management.

## 2012 Southbury Plan of Conservation and Development

COGCNV conducted a 1998/1999 Fiscal Impact Analysis for communities in the region which analyzed whether general fund tax revenues generated by a particular land use are greater than the Town's expenditures associated with that use. The analysis was conducted over ten years ago and is a point-in-time analysis, but the results remain relevant.

As the State transfers the responsibility of providing certain services at the Southbury Training School to the Town, it is possible that "State Facilities" may no longer have a positive fiscal impact.

### Approximate Balance of Revenues and Expenditures for Southbury

Classification	Use Category	Net Revenue	Net Expenditures
<b>Provide Much More In Revenue Than Receive in Services</b>	Commercial Development	\$5,486,554	
	Residential Condominiums	\$3,543,712	
<b>Provide More In Revenue Than Receive in Services</b>	State Facilities	\$800,098	
	Apartments	\$790,169	
	Vacant Residential Lots	\$457,054	
	Industrial Development	\$330,323	
	Comm. Condominiums	\$169,394	
	Vacant Residential Land	\$119,504	
	Vacant Industrial Land	\$81,136	
	Vacant Commercial Land	\$52,939	
	Utility Facilities	\$19,719	
	Private Farm	\$10,975	
	Private Open Space	\$10,159	
	Industrial Condominiums	\$4,097	
	Private Forest	\$3,081	
	<b>Require More In Services Than Provide in Revenue</b>	Federal Facilities	
Mobile Homes			\$3,943
Tax-Exempt Facilities			\$94,920
Municipal Facilities			\$150,466
<b>Require Much More In Services Than Provide in Revenue</b>	Single-Family Dwellings		\$11,625,734
<b>TOTAL</b>		<b>\$11,878,914</b>	<b>\$11,878,914</b>

Source: Council of Governments of the Central Naugatuck Valley.

### Fiscal Analysis Limitations

Fiscal parameters alone should not guide local land use policy. The analysis does not consider the physical, social or economic implications of uses.

Some uses that may result in net expenditures are an important part of the community. Conversely, not all uses that generate net revenue are necessarily desirable in the Town.

## Economic Overview

Southbury’s economy provides employment, offers goods and services to local and regional businesses and residents, and adds to the local tax base. It is important to distinguish between Southbury’s “Labor Force” and “Jobs”:

- Labor Force – the labor force is those Southbury residents who work or are seeking employment. They may work in Southbury or elsewhere.
- Jobs (“Employment”) – These are jobs that are located in Southbury. They may be held by residents of Southbury or by people who live elsewhere.

There is slightly less than one job (0.93) in Southbury for each member of the Town’s labor force.

### Labor Force and Economic Status of Residents

Compared to the State and nearby towns, Southbury has a much lower percentage of its residents in the labor force: roughly 46% (or just over 9,000) of Southbury’s residents were a part of the labor force in 2010. This percentage is not surprising – with a larger over 65 age group, many residents are retired. This statistic might indicate that Southbury has a larger population on fixed incomes who might not be as willing (or able) to support projects or other factors that could raise property taxes.

Southbury has a higher per capita income than the State’s average. According to 2005/2009 data from the American Community Survey (ACS), Southbury’s per capita income was \$40,076 and the State’s was \$36,468.

### Southbury’s Labor Force

2000	8,359
2005	8,825
2011	9,304

Source: CT Department of Labor (CTDOL).

### Labor Force as a Percentage of Population (2010)\*

Oxford	61%
Bridgewater	60%
Woodbury	55%
CT	53%
Newtown	52%
Middlebury	52%
<b>Southbury</b>	<b>46%</b>

\*Normally excludes those under age 16. Available 2010 Census data did not provide the under age 16 population. Therefore this statistic is based on total population. Source: CTDOL and Census.

### Jobs and Job Sectors in Southbury

After decades of job growth, Southbury saw a decrease in the number of jobs from 2000 to 2010. The current economy and the downsizing of the Southbury Training School are likely factors for this loss of jobs. According to data from the CT Department of Labor (DOL), of the 977 lost during the decade, half of them were state jobs. Jobs may rebound over the next ten years as the Town has approved a number of commercial developments that have yet to be built.

### Jobs in Southbury

	#	Change
1970	2,474	--
1980	4,250	72%
1990	6,440	52%
2000	9,550	48%
2010*	8,573	-10%

\*2010 number includes agriculture, but according to DOL, the number of agricultural jobs in Southbury is small. Source: CT DOL.



2012 Southbury Plan of Conservation and Development

This table summarizes the number of establishments and jobs by sector in Southbury. In bold are the top 3 sectors in terms of number of establishments, number of jobs and annual average wage.

Retail trade, health care and social assistance are prominent in Southbury's economy. Both sectors are in the top three in terms of number of establishments and number of jobs in Southbury. However, the annual average wages in these two sectors is low. Meanwhile, just over 11% of Southbury's establishments are in wholesale trade, which has the highest annual average wage. Wholesale establishments provide just 1.8% of all jobs in Southbury.

Government jobs play an important role in Southbury, totaling just over 20% of all jobs in the Town. As discussed earlier, that percentage will likely decrease in the next decade.

**Employment Sectors in Southbury, 2010**

Industry	Establishments (Est.)	% of Est.	Jobs	% of Jobs	Annual Average Wage
Total - All Industries	<b>658</b>		<b>8,573</b>		<b>\$68,033</b>
Agriculture, Forestry, Fishing, Hunting	*		*		*
Mining	*		*		*
Utilities	*		*		*
Construction	58	8.8%	185	2.2%	\$51,633
Manufacturing	13	2.0%	125	1.5%	\$29,830
Wholesale Trade	<b>74</b>	<b>11.2%</b>	155	1.8%	<b>\$98,441</b>
Retail Trade	<b>82</b>	<b>12.5%</b>	<b>930</b>	<b>10.9%</b>	\$22,081
Transportation and Warehousing	10	1.5%	72	0.8%	<b>\$78,408</b>
Information	10	1.5%	92	1.1%	\$69,576
Finance and Insurance	38	5.8%	191	2.2%	<b>\$85,873</b>
Real Estate and Rental and Leasing	23	3.5%	243	2.8%	\$38,423
Professional, Scientific, Technical Services	*		*		*
Management of Companies, Enterprises	*		*		*
Administrative & Support and Waste Management & Remediation Services	29	4.4%	198	2.3%	\$22,527
Educational Services	19	2.9%	51	0.6%	\$32,264
Health Care and Social Assistance	<b>74</b>	<b>11.2%</b>	<b>1,047</b>	<b>12.2%</b>	\$36,435
Arts, Entertainment, and Recreation	12	1.8%	92	1.1%	\$14,477
Accommodation and Food Services	34	5.2%	612	7.1%	\$18,421
Other Services (except Public Admin)	72	10.9%	429	5.0%	\$29,882
Unclassifiable/unknown industry	*		*		*
Federal Government	1	0.2%	33	0.4%	\$63,237
State Government	4	0.6%	<b>1,519</b>	<b>17.7%</b>	\$62,187
Local/Municipal Government	16	2.4%	430	5.0%	\$48,525

\* Because there are so few establishments, the data is not released to maintain confidentiality.

Source: CT DOL.

## 2012 Southbury Plan of Conservation and Development

Retail sales have grown tremendously in Southbury since 1997. When adjusted for inflation, per capita retail sales increased by 34% in ten years. Southbury's 2007 per capita retail sales are similar to other towns that are of comparable size and have an interstate highway.

### Change in Per Capita Retail Sales in Southbury

1997	\$5,572
1997 (inflated to 2007 \$)	\$7,918
2007	\$10,619

Source: Economic Census; inflation calculator.

### 2007 Retail Sales Per Capita Comparison

Rocky Hill	\$11,555
<b>Southbury</b>	<b>\$10,619</b>
Madison	\$10,264
East Lyme	\$10,030
Stonington	\$9,156

Source: Economic Census

Southbury's retail growth over the decade is primarily attributed to the following sectors:

### Growth In Sales Southbury, 1997 to 2007

Building materials and garden equipment	217%
Food and beverage stores	202%
Clothing and accessories	177%
Health and personal care stores	154%

Source: US Economic Census.



*Bank on Main Street South*



*Businesses at Union Square on Main Street South*

# Community Input

# 4

While updating this Plan, the Planning Commission solicited input from residents and local officials via a mailed resident survey, workshops and meetings, and a questionnaire for boards, commissions, departments, and community groups. The Planning Commission wished to learn which issues were most important and what goals and policies to pursue.

## Key Findings from Community Survey

The Town of Southbury mailed community surveys to 8,866 households in June 2011. A total of 2,015 surveys were completed and analyzed, for a response rate of 23%. Key findings from the survey include:

- Residents are pleased with the overall quality of life in Southbury, more so than in the 2001 survey.
- Residents believe that the Town is doing a good job protecting natural resources, also more so than in 2001.
- While almost 80% of respondents support the preservation of open space, less than half support such efforts if it will increase taxes. There was more support for open space preservation in 2001.
- There is little support for affordable housing or cluster housing in Southbury. It may be useful to determine if there are misconceptions about what these two terms mean.

- Overwhelmingly, respondents feel there are too few entertainment and cultural facilities in Southbury.
- Perceptions of congestion depend upon how long a respondent lived in Southbury. The majority of those who lived in the Town for less than ten years do not believe congestion is an issue. Conversely, the majority of those who lived here longer than ten years do believe that congestion is an issue.
- Support for constructing additional sidewalks varied by which part of the Town the respondent lives in and how long they lived in Southbury. Strongest support is from those who have lived here for less than five years and those who lived in Area B (roughly the Heritage Village area).

When asked what they think will be the most important issue facing Southbury over the next ten years, top answers focused on keeping taxes reasonable, maintaining open space, addressing traffic, overall development, and the aging population.

For complete survey results, refer to Appendix C.

## Summary of Other Input

This summary is based upon the following input:

Scoping meeting with Planning Commission (March 15, 2011).	Consultant meeting with the COGNV staff (March, 2011) and interviews with local officials (June, 2011).
Community tour with Commission (April 8, 2011).	
Public Workshop (April 27, 2011).	Commission meetings with boards, commissions and community groups (June and July, 2011).
Questionnaires sent to board and commission members and community groups (Spring, 2011).	

### Southbury Training School

Addressing the future of the Southbury Training School was a key issue in virtually all discussions. The general feeling is that the Town should take an active approach in determining a vision and continue to work with the State.

### Conservation

- Continue to protect the Town's natural resources and incorporate additional protection measures as appropriate.
- Increase the open space preservation goal and connect open space with greenways.
- Continue to preserve the Town's rural character.
- Farmland preservation should play a larger role in the POCD.

### Development

- The POCD should include a chapter on Southbury's "Community Structure".
- There is a need for housing for the workforce and young adults and rental housing for seniors.
- Southbury has an appropriate amount of land zoned for business uses. Future business development should occur in those zones. Continue to avoid "big box" retail.

### Infrastructure

- While the space needs of a number of community facilities have been addressed over the last ten years, space issues for the Department of Public Works (DPW) have not been addressed yet.
- There is a demand for increased playing field use yet a desire to minimize noise and light pollution create a challenge.
- Continue to encourage alternative transportation options.
- Continue sewer avoidance.
- Continue to monitor withdrawal permits from the Pomperaug Aquifer and promote continual effort to limit outflow such that Southbury has an assured continuous and high quality amount of water for streams, lakes, rivers and drinking.
- The POCD should address energy conservation and alternative energy sources.



# Community Character

# 5

## Overview

There is no one right definition or description of Southbury's character. One resident's perception of what makes Southbury a special and unique community will vary from the next person. There are however identifiable factors that are heard over and over when residents discuss what they like about Southbury.

These factors that contribute to an individual's sense of Southbury's character include both the tangible and intangible. Tangible elements include local architecture, streetscapes, the quality of town services and schools, the balance and mix of businesses and neighborhoods, and other factors. Intangible elements are subtle, perceived factors such as a sense of community, a small-town feel, pastoral views of open space and farms, and features that remind residents of Southbury's agricultural and rural roots. Many of these factors are addressed in this chapter and in other chapters of this Plan.

Overall, Southbury is a residential town with a friendly, small-town feel and a safe, clean atmosphere. Map 3 - Character Resources Plan depicts many of the elements that contribute to Southbury's character (p. 5-7).

### Survey Results

The Town should do more to preserve rural character:

Agree: 79%

Disagree: 13%

What makes Southbury special? Common answers focused on the Town's character, such as:

- Small town.
- Rural, country atmosphere.
- Friendly people.
- Quiet.
- Low crime.
- Convenient .

Comments include:

"Beautiful, clean, spacious, parks, open land"

"Good sense of community"

"Small town flavor, natural beauty"

"Great place to raise kids"

"Southbury blends a cosmopolitan lifestyle with a country farm life style. You have the best of both worlds here."

"Small town feel with bigger town shopping, education."

## Inventory and Assessment

### Rural, Small Town Feel

A predominantly low density residential pattern combined with water bodies, scenic areas and open space contribute to Southbury's rural feel. The established local government contributes to the small-town feel of Southbury. The Town has retained a form of local government (Board of Selectmen) that is more characteristic of smaller communities. The tradition of engaging volunteers (e.g., fire department, civic organizations) helps residents feel connected to their community.

Despite suburbanization, Southbury has retained many of the physical features that are found in rural communities, such as stone walls and barns. Stone walls and barns are generally privately owned, leaving it up to the will of the property owner to maintain those features.

Southbury's country roads are routes and streets, whether arterials or local streets, which have scenic features important to the country character of Southbury. It is up to the Town to preserve town-owned narrow lanes and dirt roads.

The Planning Commission and others who work to preserve Southbury's rural character should continue to work with DPW and emergency officials to find ways to retain dirt roads

Survey Results	
The Town should encourage designating roads as scenic roads:	
Agree	54%
Disagree	25%

while still meeting safety needs. Generally, a well-constructed and well-maintained dirt road can provide a safe means of access to residences while retaining its rural, scenic qualities.

Future changes in right-of-way, travelway, paving, alignment and grade should be made with careful consideration for preserving stone walls, mature trees and other features of scenic value. These considerations can apply to state, town, and private improvements.

Southbury has a tool in place to preserve the scenic character of local roads with its Scenic Road Ordinance. Designation of local scenic roads can help ensure that road improvements respect scenic qualities. The designation process involves petitioning the Town, securing majority support from property owners along the roadway, and documenting scenic features. Additionally, the road must be a town road, be free of commercial development and intensive vehicle traffic, and meet at least one of the following criteria:

- It is unpaved.
- It is bordered by mature trees or stone walls.
- The traveled portion is no more than 20 feet in width.
- It offers scenic views.
- It blends naturally into the surrounding terrain.
- It parallels or crosses over brooks, streams, lakes or ponds.

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*Gilbert Road*



*Sanford Road*



*Crook Horn Road*



*Flood Bridge Road*



## Farmland

Farmland provides views of open fields, historic farm houses and barns, and farm animals – views that are appreciated by the community. Farming is also an important economic activity and a source of locally-grown food. Preserving farmland through acquisition or the purchase of development rights can preserve the scenic value and preserve agricultural soils for farming.

The most effective way to preserve farmland is to help the land remain in active use. However, as farmers retire, there is not always an interest by others in taking over the farm and the value of farmland for residential development can make it very attractive to sell farmland to developers. To continue Southbury’s farming heritage, it will take an active effort to work with farmers to address challenges they may face and help market locally-grown products. The Town recognizes this and has established and supports the popular Southbury Farmers’ market. It is also important to have farm-friendly zoning regulations that do not unduly restrict on-site sales and other farming activities.

Residents adjacent to farms can sometimes exert pressure on a town to restrict typical farming activities, due to odor or noise. A municipally-adopted “Right-to-Farm” ordinance can confirm that the Town does not consider farms to be a nuisance and set forth procedures for resolving disputes between farmers and neighbors. Southbury may wish to consider adopting such an ordinance.

Finally, when new housing is built next to a farm, the residential development should provide a buffer between the houses and the farm to reduce the potential for future conflicts or complaints.

### Survey Results

The Town should do more to preserve farmland for farming:

Agree	79%
Disagree	11%



*Continued support of a local farmers’ market helps farmers sell their products*



*Mitchell Farm*



**Sight**

The visual environment is both natural and built. Farms, pastures and wooded areas make significant contributions to the scenic and country environment of the Town. Building and site design can affect the visual appeal of the community. Outdoor illumination can trespass from one property to another and can cause sky-glow, contrary to the country and scenic nature of the Town. Southbury has embraced a “dark skies” approach, which seeks to reduce light pollution so residents can enjoy the night sky.

Hilltops and ridgelines are important elements of Southbury’s rural character and offer scenic vantage points. Clearing vegetation from ridges can impact the overall scenic quality in the Town. While municipalities cannot regulate development on hilltops and ridges, it can ensure that its zoning regulations do not allow large scale uses in these areas and can work with applicants to encourage them to clear as little vegetation as possible.

Survey Results	
The Town is doing enough to protect: ridgelines:	
Agree	49%
Disagree	14%

Historic Districts and Village District designations assure in some areas that building renovations and new buildings will be attractive and compatible with town character. The design guidelines for Main Street South also provide clear guidance on appropriate and desirable building architecture and site layout. The Planning Commission should continue to apply the guidelines and update as needed based on recent development trends. Some communities have established a separate design review committee which includes design experts to guide applicants and provide advice to the Planning Commission.

Tree-lined streetscapes enhance the identity of places in Southbury. The Historical Tree Restoration Committee works to maintain trees, adding to Southbury’s streetscape. Their efforts should be encouraged in order to retain the visual appeal along many of Southbury’s roads. The Planning Commission and other commissions can also provide guidance to land use applicants on proper measures to maintain trees during construction and proper care and maintenance for newly planted trees.

**Sound**

Southbury generally has a quiet, suburban, residential noise level. Traffic sounds, especially near I-84 and other heavily travelled through-routes, are the primary source of higher levels of noise. Substantial hills, natural vegetation, and landscaping act as natural sound barriers and should be preserved. Additional noise comes from activities outside of Southbury, in particular, the Waterbury - Oxford Airport. Airport expansions and increases in intensity should be monitored and any proposals to extend runways, change flight patterns or change operating hours (which would cause additional noise pollution to residential areas) should be opposed. The Town should also continue to monitor other noise generating activities that occur near the town border and impact Southbury’s residents.

2012 Southbury Plan of Conservation and Development

**Community Spirit**

Community spirit is exhibited in the pride residents and businesses feel in Southbury and their participation in local government, community groups, religious organizations, and events (see table for a listing of these groups).

Southbury is fortunate to maintain a tradition of volunteerism (e.g., Fire Department, EMS). It is important that this tradition continue and that volunteers are recognized for their efforts and contributions to the community.

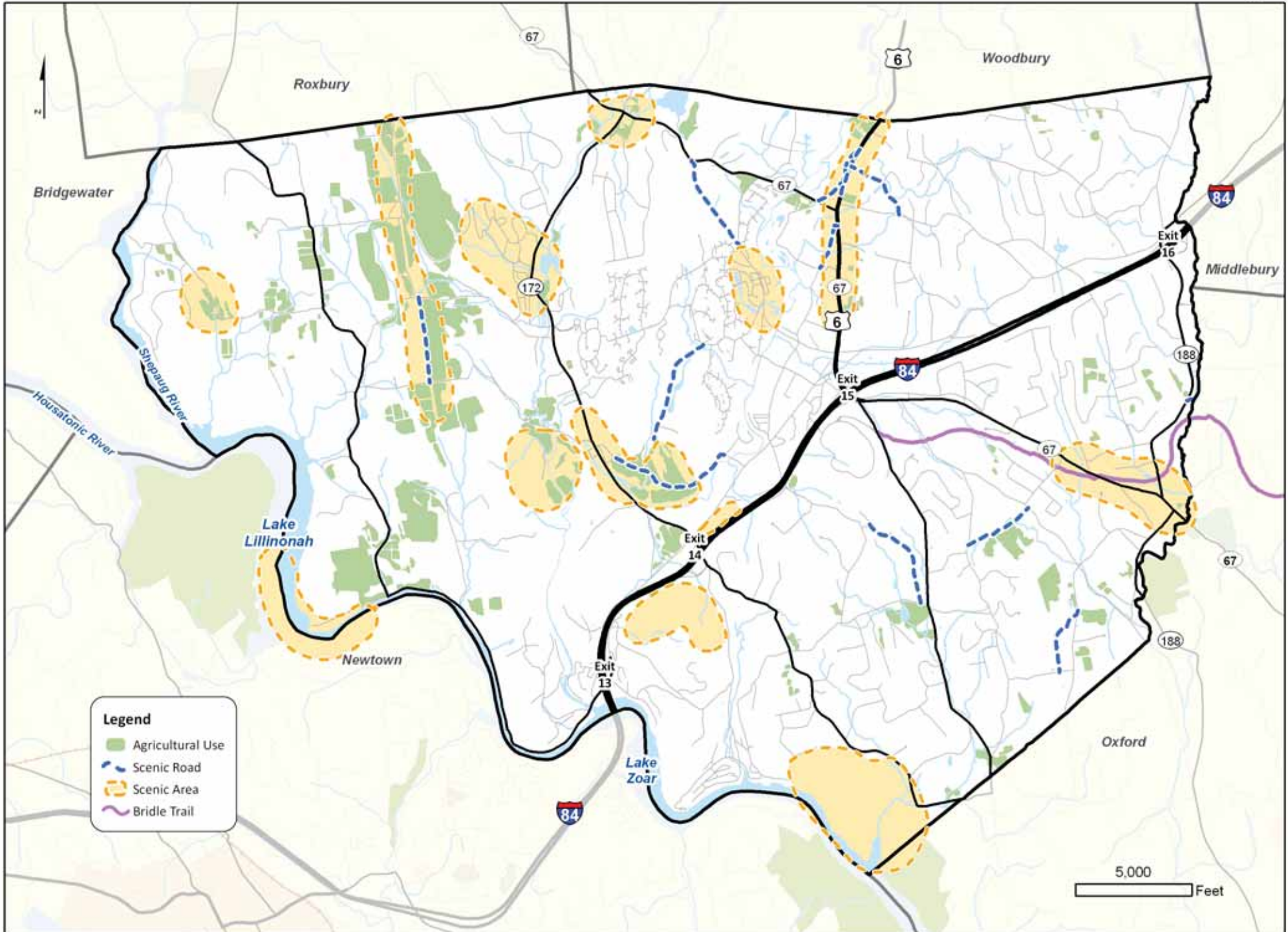
The Town should continue to hold community events and support organizations that also provide activities and events for the community.

Town Boards, Commissions and Committees (partial list)	
Board of Assessment Appeals	Library Board
Board of Finance	Local Emergency Planning Committee
Board of Selectmen	
Commission on Services for the Elderly	Parks and Recreation Commission
Conservation Commission	Planning Commission
Economic Development Commission	Rural Preservation Advisory Committee
Historic Buildings Commission	South Britain Historic District Commission
Historic District Commission	
Historic Tree Restoration Committee	Water Pollution Control Authority
Inland Wetlands Commission	Zoning Board of Appeals
	Zoning Commission

Other Boards, Associations and Civic Groups (independent from Town, partial list)	
American Legion Post 147	Southbury Business Association
Audubon Center at Bent of the River	Southbury Democratic Town Committee
Heritage Village Ambulance Association	Southbury Democratic Women’s Club
Heritage Village Civic Association	Southbury Garden Club
Heritage Village Democratic Club	Southbury Historical Society
Heritage Village Masters Association	Southbury Land Trust
Heritage Village Memorial	Southbury Lions Club
Heritage Village Republican Club	Southbury – Middlebury Youth and Family Services
Heritage Village Women’s Club	Southbury Newcomers Club
Jewish Federation of Western CT	Southbury Republican Town Committee
Lake Lillinonah Authority	Southbury Volunteer Fire Dept. and Association
Lake Zoar Authority	Southbury Volunteer Firemen's Association Ladies Auxiliary
League of Women Voters	Southbury Women’s Club
Lillinonah Audubon Society	Tribury Chamber of Commerce
Pomperaug River Watershed Coalition	Veterans of Foreign War Post 1607
Region 15 Board of Education and PTO	
Rotary Club of Woodbury / Southbury / Middlebury	
Southbury Ambulance Association	
Religious Organizations (partial list)	
Beth El	First Church of Christ, Scientist
B’nai Israel Walzer Family Jewish Center	Litchfield Hills Religious Society of Friends
Calvary Chapel of Southbury	Sacred Heart Roman Catholic Church
Christ the Savior Orthodox Church	St. James Lutheran Church
Church of the Epiphany	South Britain Congregational Church
The Church of Jesus Christ Latter-Day Saints	Southbury Baptist Church
The Community Chapel	United Church of Christ

# Map 3 - Character Resources Plan

Town of Southbury, CT



## Community Character Program

### Goals

Preserve those tangible and intangible elements that contribute to Southbury's character.

Conserve remaining working farms as productive and economic farm units.

Promote community spirit to instill pride and to engage residents in the community.

### Policies

- A. Protect features that contribute to our character including farms, historic resources, scenic views, scenic and unimproved roads, natural features, trees and open space.
- B. Preserve scenic roads and dirt roads.
- C. Protect, preserve and rebuild stone fences and walls.
- D. Encourage the continuation of farming.
- E. Help expand the market for local produce.
- F. Maintain a high standard for the design of buildings and streetscapes.
- G. Encourage preservation of hilltops, ridgelines, and outcroppings.
- H. Minimize the loss of mature trees.

- I. Minimize noise and light pollution.
- J. Recognize and support community volunteers.
- K. Promote special events and on-going traditions in the community.

### Program Steps

1. Provide guidance to landowners on protecting and rebuilding stone fences and walls.
2. Continue to protect stone fences and walls during the development review process.
3. Ensure the Scenic Road Ordinance has adequate provisions to ensure that road improvements are reviewed for impact to the road's character and that the ordinance is enforced.
4. Consider purchasing the development rights of farms (or encouraging the State to do so) in order to preserve working farms.
5. Adopt a Right To Farm Ordinance.
6. Work with the Zoning Commission to ensure that the zoning regulations are farm-friendly.
7. Require new residential subdivisions and residential planned developments to provide a buffer when located adjacent to farmland.
8. Continue to provide for and support venues for selling farm products.



## 2012 Southbury Plan of Conservation and Development

9. Enforce regulations to lessen the adverse effects of light and noise pollution from business and recreation activities near residential areas.
10. Monitor improvement projects for the Interstate 84 corridor to ensure that the visual appeal and scenic views of the community from the corridor are maintained. Oppose any proposal for sound barriers and maintain the horizon line to the maximum extent possible. Any significant alteration of the horizon line by means of earth removal or re-grading should be avoided.
11. Update zoning and subdivision regulations to protect scenic ridgelines and hillsides.
12. Where possible, preserve ridgelines and hillsides as open space or obtain easements for protection of their scenic value.
13. Where protection is not possible, carefully review development applications on hilltops and ridgelines to minimize disturbances.
14. Continue to apply the 1991 "Main Street South Planning Guidelines" and "Streetscape Plan Main Street South" to development projects.
15. Consider extending design and streetscape guidelines to other parts of the Town.
16. Work with the Waterbury - Oxford airport to help minimize air traffic and ground operation noise. Maintain contact with State regarding the airport to assure airport growth is controlled or limited, and that runways are not expanded to the detriment of residential areas.
17. Support the efforts of the Historical Tree Restoration Committee to preserve and enhance public trees.
18. Advise applicants on appropriate tree plantings and measures to preserve trees during and after construction.
19. Conduct follow-up evaluations on new development when construction is completed to ensure that new plantings comply with development approvals and one year after construction to ensure plantings are maintained.
20. Continue to hold community events on town land.
21. Establish a Distinguished Volunteer recognition system to encourage volunteerism.



*Haying season*





# Natural Resources

# 6

## Overview

Southbury's natural resources contribute to the visual appeal of the community, protect ground and surface water quality, provide for natural drainage systems, and provide habitat for a diverse range of wildlife.

While the protection of some natural resources is primarily regulated and enforced at the state and federal levels, there are many steps that municipalities can take to avoid damage or mitigate. Given these important functions, maintenance of the quality of the environment through avoidance or mitigation of adverse impacts is an essential goal of the Plan.

Through use of existing regulations, identification of existing resources, and future studies, the Town can maintain a visually and ecologically diverse environment throughout the community. By evaluating each project as it relates to its immediate and regional surroundings, Southbury can maintain a balance between existing natural resources and new development.

Survey results indicate the residents are generally pleased with the Town's efforts to date to protect natural resources. Such efforts should continue and new tools and regulations should be adopted as appropriate.

<b>Survey Results</b>			
The Town is doing enough to protect:			
<u>Wetlands</u>		<u>Groundwater &amp; aquifers</u>	
Agree	66%	Agree	55%
Disagree	13%	Disagree	18%
<u>Rivers &amp; streams</u>		<u>Special plant &amp; animal habitat.</u>	
Agree	66%	Agree	52%
Disagree	15%	Disagree	15%
<u>Lakes &amp; ponds</u>			
Agree	65%		
Disagree	15%		



*Bird houses in the Purchase area*

## Inventory and Assessment

### Land and Soils

Southbury's soils directly affected historical development patterns and are reflected in our current Subdivision and Zoning Regulations.

Vacant land in the Town has remained undeveloped, to a large degree, due to the soils and topographical constraints. Many of the soils restrict the use of septic systems. The presence of bedrock and steep slopes adds to the development constraints. These soil and topographical conditions not only determine the type and density of development, but also increase the cost of developing the land.

Adjustment of land uses and the intensity of use to fit the natural environment presents an opportunity to protect sensitive areas. Identifying and modifying development patterns that work within the existing soil and topographical conditions will enhance the visual appeal of the resulting development. Southbury's zoning respects the constraints imposed by soil conditions and topography. More rugged areas require large lot areas so that homes and on-site septic systems may be accommodated without undue disruption of the environment.

Southbury has a soil erosion and sediment control ordinance to alleviate adverse impact on the environment when land is developed. This ordinance calls for an erosion and sedimentation control plan, requires additional measures near other regulated areas and existing drainage basins, and may require additional protective requirements at the discretion of town agencies and commissions.

### Drainage and Flood Prone Areas

All of Southbury is within the Housatonic River Basin. Three principal watersheds, the Pomperaug River, Eight Mile Brook, and the Shepaug River, drain to the Housatonic River. These watersheds and their many tributary streams make up the Town's natural drainage system. Southbury has a long-standing policy of relying upon the natural drainage system to manage storm water. Inland Wetlands and Watercourses Regulations, storm water management design approaches, and erosion and sedimentation control measures are the principal means whereby the natural drainage system is protected.

As more development occurs, more overland flow is created, often emptying onto streets or neighboring properties. Encouraging on-site infiltration can help reduce the amount of water that flows off of properties. "Low Impact Development" (LID) approaches can help accomplish this. LID generally means strategies to reduce the environmental impacts from development. The term is more commonly used to describe a storm water drainage strategy where natural processes are mimicked. This is a shift in approach from piping storm water off-site as quickly as possible to instead encouraging on-site infiltration using swales, rain gardens, reducing paved and impervious surfaces, and other measures. Low impact development can help Southbury accomplish a number of goals because it can protect water quality, reduce off-site impacts from runoff, and increase aquifer recharge.

Flood prone areas that pose the greatest threat to both people and property are classified by the Federal Emergency Management Agency (FEMA) as the 100 and 500-year flood areas. The major rivers, the Housatonic and Shepaug, have limited flood areas in Southbury due to the steeper slopes along

the riverbanks. Most flooding in the Town occurs along the Pomperaug River.

### **Wetlands and Water Bodies**

Wetlands and watercourses are habitats for wildlife and wetland plants. In addition to the Housatonic River, the Shepaug River, Eight Mile Brook, and the Pomperaug River, Southbury has a host of smaller brooks and streams which are important parts of the natural environment and drainage system. Examples include Lee Brook, Little Pootatuck Brook, Purchase Brook, and Bullet Hill Brook. Lake Zoar and Lake Lillinonah, which are impoundments behind hydroelectric power dams, are significant scenic and recreational features for Southbury and other communities.

Wetlands are often areas where the water table meets the surface and there is high potential for introducing contaminants to groundwater. Wetlands also detain the flow of water, reducing downstream flooding potential.

These wetlands and water features, along with the areas adjacent to them, are regulated under the Town's Inland Wetlands and Watercourses Regulations. The Wetlands Regulations are administered to protect both the function and quality of these water features.

Additional efforts to protect the water quality of wetlands and watercourses will also help to protect groundwater (as discussed further in the next chapter). Threats from underground storage tanks, malfunctioning septic systems, improper disposal of hazardous and medical waste, and the over-use of pesticides and fertilizers can all adversely affect water quality.

### **Water Quality Classification**

The Connecticut Department of Energy and Environmental Protection (CTDEEP) has established water quality standards and classifications (see their website for details). The classifications and standards set goals for surface and ground water and indicate the types of uses allowed, among other purposes. Watercourses are rated based upon their use, potential use and known or presumed quality:

- Surface waters: ratings are AA (highest quality), A and B.
- Groundwater: ratings are AA (highest quality), A, B, and C.



*Lake Zoar*

### Plants and Animal Habitats

Southbury contains special habitat areas for a variety of plant and animal species. The unique plant and animal habitats identified on Map 4 - Natural Resources Plan on page 6-6 are sites that have been recognized by the CTDEEP for one or more of the following:

- Known occurrences of state or federal endangered or threatened species.
- State special concern species.
- Significant natural communities.

These areas are located throughout Southbury. Although specifics about these areas are not made public, their general location is available and the CTDEEP will release detailed information upon request. Projects proposed in proximity to these habitats need to be reviewed for their potential impact. The applicant and/or the Town should contact CTDEEP for additional information. Applicants should be encouraged to identify habitat early in the process so that habitat-friendly designs can be explored before preparing full site plans.

### Air Quality

The Town has little control over air pollution. Air pollution does not stop at boundaries and is mainly carried from larger metropolitan areas by the wind. The Town can take steps to reduce pollution, such as with an anti-idling ordinance and by encouraging the use of low or no emissions vehicles for municipal and school purposes. Efforts to minimize traffic flow problem areas and encourage clean operating businesses and industries should continue. These are the most effective ways in which the Town can do its share to improve local air quality.

The Town should also monitor other potential air pollution sources located outside of town that could affect Southbury's air quality.



*Bald eagles are attracted to the Housatonic River near the Shepaug Dam*



## 2012 Southbury Plan of Conservation and Development

Together, Maps 4, 5, and 6 are the Natural Resources and Water Quality Plans. These maps indicate areas that contain sensitive resources which warrant protection. The surface and ground water plans further indicate those areas that require careful consideration to ensure that surface water and our drinking water quality is protected and improved upon.



*The Housatonic River near Kettletown State Park (photo by Carol Haskins, Pomperaug River Watershed Coalition Outreach Director)*

### **Map 4 - Natural Resources Plan**

Resources for Preservation – Resources so important to environmental quality, public health or character that alterations should be avoided to the extent feasible.

Resources for Conservation – Resources with important functions that can be maintained while compatible development takes place if such development occurs in an environmentally sensitive way.

### **Map 5 - Water Quality Plan – Surface Water**

Continue to Protect – Classified as AA or A by CTDEEP. Goal is to maintain high water quality.

Restore – Classified as B by CTDEEP. Goal is to improve water quality.

### **Map 6 - Water Quality Plan – Ground Water**

Protection Level 1 – Water quality is of utmost importance because these are community or public water supplies (aquifer protection zone and areas of high groundwater availability)

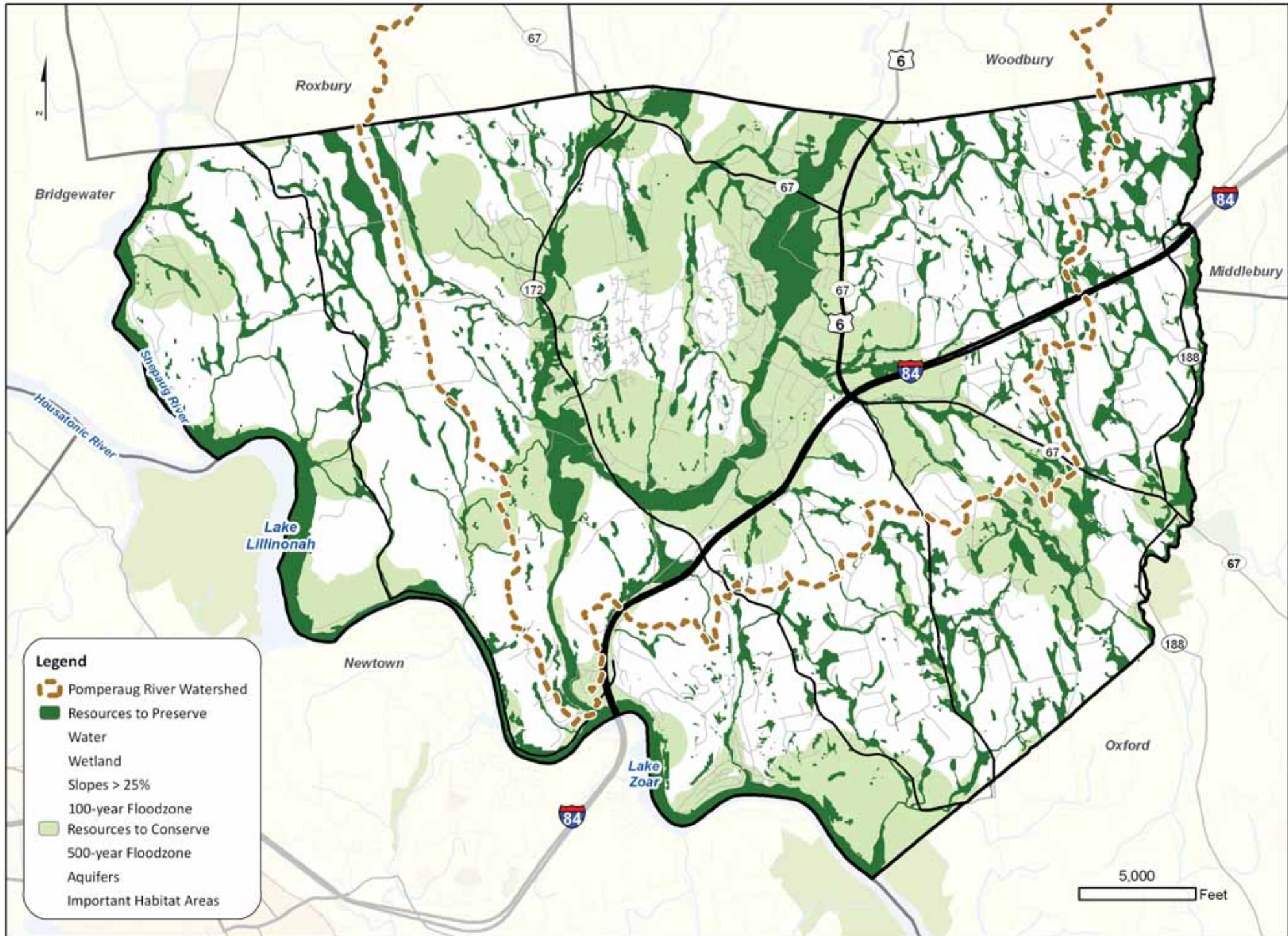
Protection Level 2 – Water quality is important because the land is located within the Pomperaug River Watershed.

Protection Level 3 – Water quality is important for individual wells.

Restore / Improve – Identified by CTDEEP as areas that might not meet AA or A standard.

# Map 4 - Natural Resources Plan

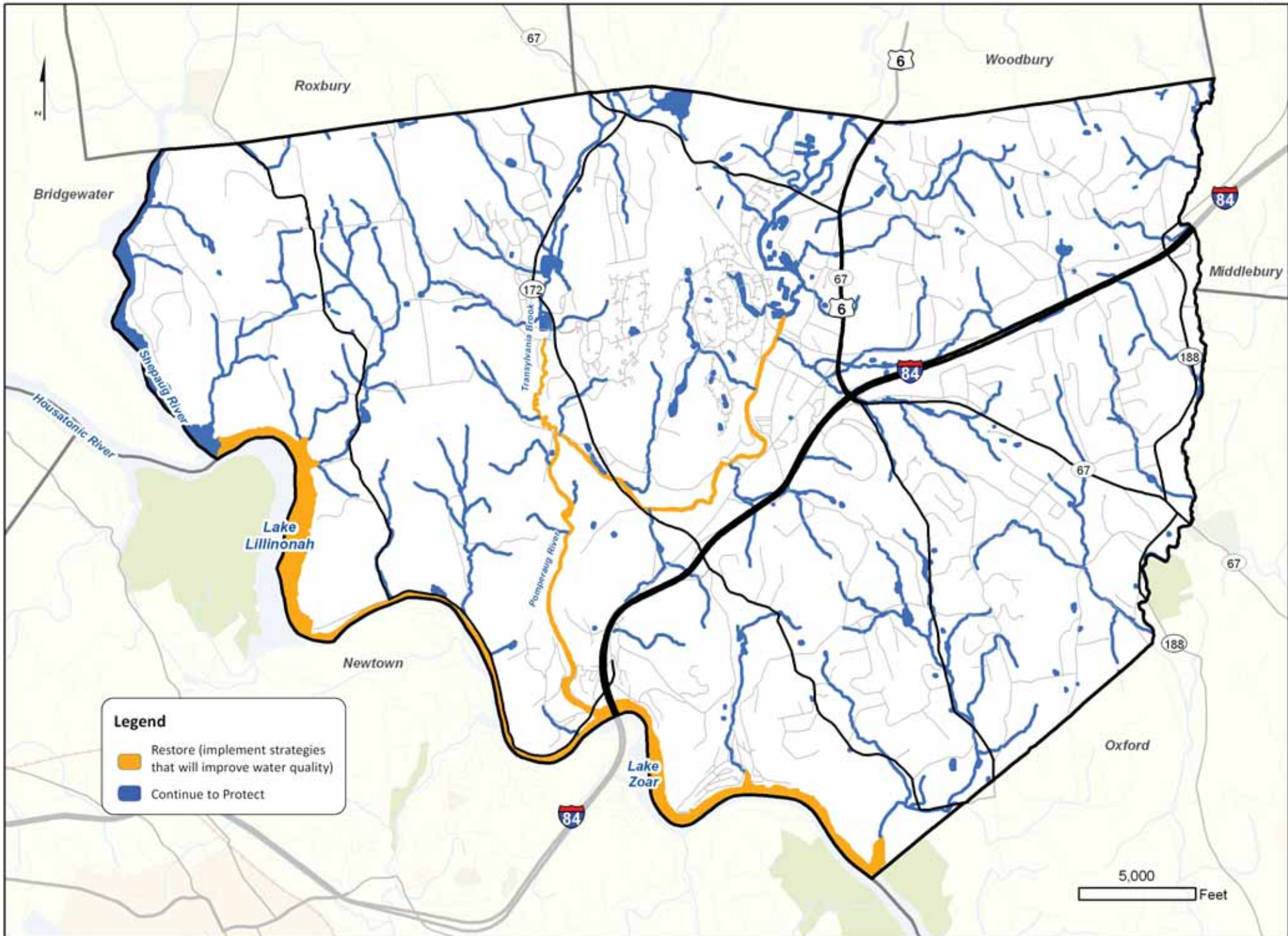
Town of Southbury, CT





# Map 5 - Water Quality Plan - Surface

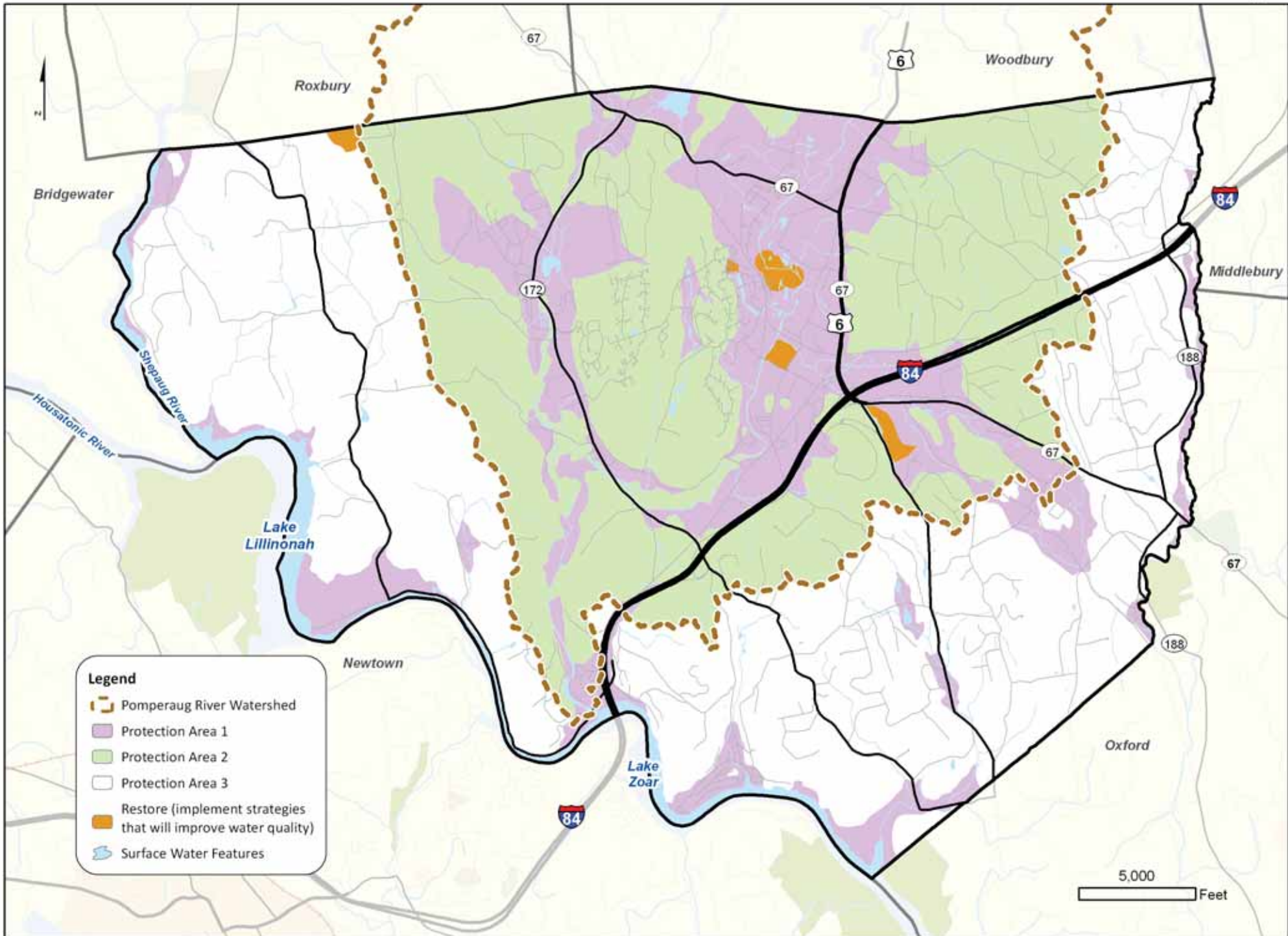
Town of Southbury, CT





# Map 6 - Water Quality Plan - Ground

Town of Southbury, CT



## Natural Resources Program

### Goals

Maintenance of reasonable and high standards of quality for the natural and built environment, tailored to Southbury but to no less than state and federal criteria, for purposes of protection of the public health and safety, the general welfare and conservation of the scenic and special character of the Town.

Primary reliance on the natural drainage system for storm water runoff in order to avoid costly constructed systems.

Reduced risks to life and property by avoidance of construction in and occupancy of flood hazard areas and areas potentially impacted by water during extreme weather and high flow conditions.

### Policies

- A. Update regulations to employ best practices for protecting natural resources.
- B. Review each significant development project with regard to impacts (beneficial and adverse) upon the environment, achieving mitigation of adverse impacts and a reasonable balance among environmental, and to a lesser degree, social and economic values.



## 2012 Southbury Plan of Conservation and Development

### Program Steps

1. Develop local standards and criteria for protection of the environment where appropriate to supplement state and federal criteria and necessary to carry out a special local responsibility.
2. Adjust local land use development criteria to fit the natural capacity of the land, recognizing both opportunities where there are slight limitations and constraints, and where there are moderate to severe limitations. This should include consideration of density standards consistent with goals of the Plan.
3. Continue pre-application meetings to review ecologically sensitive areas and other areas of concern so that the applicant can address them prior to submission of a formal application.
4. Continue to require erosion and sedimentation control measures for all projects involving a land disturbance of ½ acre or greater.
5. Identify areas prone to drainage problems and consider decreasing the ½ acre threshold for erosion and sediment review in these areas.
6. Continue to ensure that mining and excavations do not impact natural resources.
7. Incorporate Low Impact Development (LID) techniques into land use regulations and town projects.
8. Conduct drainage studies of flood prone locations and of local areas, such as Main Street South, where land is committed to more intensive building development.
9. Continue to implement the Town's 2009 Natural Hazard Pre-Disaster Mitigation Plan.
10. Continue strict administration of flood plain management ordinances and regulations and incorporate additional measures as necessary.
11. Continue careful administration of the wetlands and watercourse regulatory program.
12. Require the identification of unique wildlife habitat areas on site plans.
13. Encourage developers to incorporate habitat-friendly design elements.
14. Consider adopting a residential fuel tank ordinance to protect ground water supplies.
15. Consider adopting regulations and standards to minimize degradation of water quality from non-point discharges.
16. Encourage residents and businesses to minimize the pollution potential from pesticides, fertilizers, household hazardous wastes, medical wastes (adhere to the Federal waste disposal program) and other pollutants.
17. Endorse clean commercial and industrial economic uses to lessen development impacts on air quality.
18. Identify preferred and allowable clean commercial and industrial economic uses.
19. Identify and minimize traffic congestion to help improve local air quality.

# Pomperaug Aquifer

# 7

## Overview

Aquifers are saturated geologic formations that can yield a sufficient quantity of water to serve as private and public water supplies. The Pomperaug Aquifer is a major source of water for the residents and businesses of Southbury and the region.

Protecting water quality and quantity are important goals for Southbury and the region. Specifically, it is important to:

- Protect the aquifer from contamination through appropriate regulations.
- Properly manage the water from the aquifer so that it may continue to supply adequate amounts and a safe quality of water to those within the river watershed area.
- Manage the withdrawal of water from the aquifer so that the flow of rivers and streams dependent upon the aquifer is not reduced from present levels in order to maintain their environmental integrity.
- Analyze river and stream water flow and availability under most likely and worst case conditions.



*Pomperaug River*

Map 6 - Ground Water Quality Plan on p. 6-8 depicts the extent of the aquifer and its watershed.

## Inventory and Assessment

### Regional Nature of Aquifer

The Pomperaug Aquifer is the largest and probably the most important natural resource in the Town. Drinking water in Southbury is supplied solely from groundwater - by individual on-site wells and by water distribution systems relying upon wells. The Pomperaug Aquifer is a stratified drift aquifer consisting of gravel and sand with a high transmissivity rate. The aquifer system consists of the entire Pomperaug River Watershed which feeds surface and groundwater. The supply of water in the stratified drift is recharged from rainfall, groundwater flow, and from surface watercourses.

The Pomperaug River Watershed is 90 square miles and extends over eight towns: Bethlehem, Middlebury, Morris, Roxbury, Southbury, Washington, Watertown, and Woodbury. Southbury, Bethlehem, and Woodbury make up 83% of the total watershed area.

The usability and quality of the aquifer are determined by all of the communities in the watershed. The size of the watershed and the numerous communities within the recharge area make the future quality and usability of the aquifer a regional responsibility. The regional issues within the watershed relate to population, avoidance of contaminants and pollutants, development, and withdrawal rates.

### Water Quality

Increases in development will increase the amount of pollutants that can harm the quality of the aquifer. A stratified drift aquifer is highly susceptible to pollution.

Salts and chemicals discharged to the surface of or into the highly permeable drift layer (and adjacent secondary layers) can impair or preclude use of the resource for years, making a low salt usage standard important. Other potential sources of contamination are chemical or petroleum discharges from industrial or commercial operations. In addition, nitrates and phosphates in effluent from septic systems, if discharged in excessive amounts (more than 400 gallons/acre/day) to the primary aquifer layer, can degrade the system and are a health hazard.

There is no simple method of repair to remove contaminants, making prevention the most important strategy for protecting the aquifer's water quality. The Connecticut Department of Energy and Environmental Protection (CTDEEP), the Pomperaug Regional Health District, the Southbury Water Pollution Control Authority, the Connecticut Department of Transportation (ConnDOT) and the Pomperaug River Watershed Coalition all have roles in the protection of the aquifer.

### Water Quantity

The Pomperaug Aquifer serves both human's and nature's needs. We draw drinking water from the aquifer, and the aquifer supplements the flow of brooks, streams, and rivers during times of low rainfall. The habitat for fish and other aquatic species are kept intact with the help of the supplemental water provided by the aquifer. Increases in the population mean more water will be taken from the aquifer for residential and business needs.

Additional studies and monitoring are needed to develop a water budget that reasonably addresses drinking water and environmental needs. The Pomperaug River Watershed Coalition has developed tools, such as a model drought ordinance, to help protect and manage water quantity. Water conservation and the re-use of water ("gray water") can also play important roles in protecting water supplies. Finally, increasing storm water infiltration (such as Low Impact Development techniques) can help recharge the aquifer.

The Connecticut Water Company (CWC) received permission to interconnect its system with the City of Waterbury's water system, allowing for the transfer of 0.30 mgd (million gallons per day). The purpose, as stated in the July 2010 diversion permit application, is to provide water to the communities served by the Heritage Village Water Company (HVWC) - Southbury, Middlebury and Oxford. Some of the water from the new interconnection will be transferred to the HVWC. CWC policy is that this interconnection will decrease Middlebury's and Oxford's reliance on the Pomperaug Aquifer. However, this conclusion assumes that the HVWC will not seek new customers.

Implications from the new Waterbury interconnection should be monitored. In addition to Oxford, the Watertown Fire District and United Water Company also divert water from the Pomperaug River watershed. Diversion of water reduces the recharge of groundwater and can lead to capacity reductions of the aquifer. A water budget should be developed to consider the safe level of diversions for the Pomperaug Aquifer, especially under drought conditions.

While water quality can be monitored and assessed, it is more difficult to accurately assess future availability of an adequate amount of water. Because of the uncertainty as to whether the aquifer can meet future demand (see "Recent Studies" description on p. 7-4) and whether the new interconnection will indeed reduce reliance on the aquifer, it is critical to continue to preserve the quality of the water supply, carefully allocate it using conservative assumptions, and monitor and limit additional withdrawals as required. Further studies to determine capacity of the aquifer and on-going monitoring of withdrawals are necessary. Southbury should remain involved in regional and state discussions regarding water withdrawal amounts and allocations.



### Recent Studies on the Pomperaug Aquifer

In 2010, the United States Geological Survey (USGS) published "Estimation of the Effects of Land Use and Groundwater Withdrawals on Stream Flow for the Pomperaug River, Connecticut." Highlights of this study, which apply to the full watershed are:

- The majority of stream flow is fed from groundwater under natural conditions. As development increases, flow from surface water becomes the dominant source of stream water. This makes addressing water quality of runoff throughout the watershed even more critical.
- Future development under current zoning could decrease the lowest flows in the River by as much as ten percent (i.e., even less water flows during dryer times).
- For the watershed as a whole, increasing groundwater withdrawals have the potential for causing greater overall reductions in flow compared to increased development and impervious surfaces.

The "Pomperaug Water Allocation Planning Study (PWAPs) - White Paper," prepared by Pomperaug River Watershed Coalition in 2009, notes that:

"Hydrological models developed by the United States Geologic Survey (USGS) show that the average annual precipitation of recent years will provide sufficient water to meet the needs of the population as well as to maintain adequate flow in the rivers through 2050.... Although, at face value, there seems to be enough water for all needs, history, recent events and future projections for the region indicate otherwise."



Researchers studying pharmaceuticals in the Pomperaug River in Southbury (photo by Carol Haskins, Pomperaug River Watershed Coalition Outreach Director)



Measuring stream velocity of the Pomperaug River in Southbury (photo by Carol Haskins, Pomperaug River Watershed Coalition Outreach Director)

## Pomperaug Aquifer Program

### Goals

Conservative development and use of the Pomperaug Aquifer for the benefit of residents of Southbury and other towns within the recharge watershed.

Protection of the quality of water in the Aquifer to assure long-term usability.

Management of the quantity of water in the Aquifer, including the amount that is exported from the Aquifer watershed, such that sufficient supply within Southbury is available over the long term.

### Policies

- A. Maintain continuous review of all development projects occurring on or near the primary and secondary recharge layers of the Aquifer for avoidance of sources of pollution.
- B. Avoid an average daily rate of septic tank effluent discharge to the primary recharge area in excess of 400 gallons per acre per day.
- C. Cooperate with water companies and other towns in the Pomperaug Watershed Aquifer recharge and watershed area in the sound management and use of the resource.
- D. Preclude introduction of any major non-residential water user that would usurp supply needed by current and future residents.

- E. Reduce water use through conservation and re-use.
- F. To help recharge the aquifer encourage landowners to increase the amount of storm water infiltration and work with applicants for new development to design their sites for maximum infiltration.
- G. Remain engaged in the activities of the Pomperaug River Watershed Coalition, the Southbury Water Pollution Control Authority, the Heritage Village Water Company and state regulatory agencies.

### Program Steps

1. Identify types of land uses and building occupancies that pose a possible compromise to the quality of the Pomperaug Aquifer with a view to regulating or prohibiting such uses and occupancies.
2. Review the potential benefits of changes to road and curbing standards with a goal of reducing the amount and concentration of storm water runoff.
3. Maintain a land use and water quality monitoring program, for existing uses and changes in occupancy, with regard to potential sources of toxic and hazardous substances that could degrade or contaminate the Aquifer.
4. Work with appropriate state agencies and local representatives to state government with a view: (a) to recognizing local, long term water supply needs, (b) maintaining the recharge versus draw balance in the Aquifer, and (c) limiting and budgeting the export of water from the aquifer recharge area.

## 2012 Southbury Plan of Conservation and Development

5. Work directly with the active organizations, i.e., Pomperaug River Watershed Coalition, the Pomperaug District Department of Health, and Water Pollution Control Authority, to help monitor and protect water quality.
6. Use available mapping technology and data to monitor harmful uses within both the watershed and the sensitive aquifer primary recharge areas.
7. Encourage residents and businesses to conserve water.
8. Promote the recycling of water (use of “gray water”), where allowed by the State.
9. Adopt a drought ordinance.
10. Annually review aquifer withdrawal data and participate in permit reviews.
11. Stay involved in regional discussions on prioritizing water uses and encourage the creation of a regional water allocation plan.



*Pomperaug River*

# Open Space & Greenways

# 8

## Overview

The essential and desirable character of Southbury is founded on open space. Southbury's open areas and farms reflect the Town's rural and country background. The community character of Southbury depends on the green areas surrounding residential neighborhoods and providing a buffer from more developed parts of the Town. Large spaces kept open or used for passive and active recreation are integral to the overall nature of the Town. Farms also provide an open feel to the landscape (and are discussed in more detail in Chapter 5).

Open space provides additional benefits to the community. It shapes development patterns by preserving land for parks and other recreational uses. It complements and can be used to expand the existing park system and provides greenways between town parks and individual neighborhoods. It conserves natural areas and animal habitats by protecting forests, wetlands, watercourses and water supply areas. It can protect public welfare by providing flood water storage. Preservation of open land enhances air quality by allowing for natural filtration. Open space provides fiscal and economic benefits to the community by limiting intense development of land.

For all these reasons, preserving open space is an imperative goal for Southbury and an essential component of this Plan.

Survey Results	
The Town should do more to preserve undeveloped land as open space	
Agree	77%
Disagree	15%
The Town should buy open space land even if it means that taxes will be raised to pay for it:	
Agree	42%
Disagree	51%
The Town should develop more trails:	
Agree	65%
Disagree	18%

**Protected Open Space:** Land that is permanently protected from development.

**Managed or Perceived Open Space:** Land that functions as open space today, but could be developed or used for another purpose in the future.

**Greenway:** A corridor of undeveloped land, often intended to preserve natural features, provide linear trails, and / or connect destinations.



## Inventory and Assessment

Of the 25,600 acres of land in Southbury, 17% is permanently preserved as open space. Another one percent of land is considered Managed or Perceived open space, which currently provides open space benefits, but could one day be developed (it does not include vacant land intended for development).

### Protected Open Space

	Acres
Town of Southbury	1,241
State of Connecticut	1,148
Southbury Land Trust	787
Private Open Space	637
Conservation Easements	458
<b>Total Acres*</b>	<b>4,271</b>
<b>% of Land in Southbury</b>	<b>17%</b>

### Managed / Perceived Open Space (unprotected)\*\*

	Acres
Golf Courses	236
Cemeteries	18
Wildlife and Game Preserve	96
<b>Total Acres*</b>	<b>350</b>
<b>% of Land in Southbury</b>	<b>1%</b>

\*Does not include vacant land owned by Town, State, or private land that may be used in the future for community facilities or private development.

\*\*Acreages here may differ than those presented earlier since these acreages are derived from more accurate data sources.

This Plan supports the long range goal of preserving 25% of Southbury’s land as permanent open space by the year 2025. Future open space acquisitions should focus on preserving those areas with important natural features that warrant protection, preserve lands that add to overall town character, enhance, or add to the existing open space network.

Residents overwhelmingly support continued efforts, however support lessens if it may mean an increase in taxes to preserve the land. It is important to remember that this survey question was asked during an economic downturn and the question did not elaborate on longer-term fiscal benefits of open space acquisition. The Town should provide information to residents about the environmental, aesthetic and financial benefits of open space.



Platt Farm open space

## 2012 Southbury Plan of Conservation and Development

When acquisition opportunities arise, often a community must act quickly to purchase land. This makes it important to have funding available for purchases. In some cases, it might be more appropriate for other entities to acquire the land for open space. Thus the Town should also continue to support open space preservation efforts by others, such as the Southbury Land Trust. There may also be times where techniques other than a town purchase (e.g., conservation easements) can meet open space preservation goals.

In addition, the Town should review the long term prospects of Managed Open Space. While it is reasonable to presume that uses such as golf courses will remain as such over the next ten to 20 years, communities have seen golf courses turned into residential development. The underlying zoning could be examined.

### Greenways

Greenways are an important coordinating element for the open space plan by interconnecting conservation, open space and recreation areas. In addition to adding to Southbury's character, greenways can:

- Enhance the value of existing open space areas.
- Provide new opportunities for recreational use.
- Contribute to the enjoyment and quality of life for residents.
- Provide environmental benefits such as protection of water bodies and wildlife corridors.

Portions of a greenway might consist of paths that can be used for walking, cycling, cross-country skiing, or horseback riding. This would increase the accessibility of the entire open space system to the Town's residents and greatly add to its recreation use.

The Planning Commission considers the creation of greenways along the Pomperaug River and the Housatonic River as major elements in the open space plan.

### Maintenance of Existing Open Space

Finally, open space must be properly managed to ensure that the land meets its intended function, whether for passive recreation, scenic value, wildlife habitat, or other functions. It is important for the Town to continue to designate funding for the maintenance of open space. But often additional resources are needed. Many communities have successfully maintained open space with volunteer "friends of" groups which can fundraise, promote the Town's open space, and provide hands-on maintenance.



*The Larkin Bridle Trail in Southbury*

## 2012 Southbury Plan of Conservation and Development

### Public Act 490

The Public Act 490 (PA-490) program allows a town to assess land based upon its current use, i.e., as farm, forest, or open space land. This reduces the assessment of the property as well as the resulting tax burden for a ten year period. By reducing the cost of land ownership, the program helps alleviate short-term development pressure. Despite the reduction in taxes, municipalities receive long term fiscal benefits by this program since such undeveloped land provides more in taxes than it receives in services.

The PA-490 program does not permanently preserve open space. The landowner can develop after the ten year period rather than renew the reduced tax assessment or can even develop the land during the ten year period by paying a penalty. Rather, PA-490 promotes land ownership strategies that enhance the perception of open space in Southbury. It also “buys time” for public and private entities to develop and implement strategies for purchasing key properties to be preserved as open space.

A POCD must outline eligibility for the PA-490 open space program. Southbury’s open space assessment criteria apply to all parcels and tracts of land in the Town that are subject to property taxation, except that the following properties are not eligible:

1. Land located in a Residential/Corporate Park, Business, Designed Business, Marine Business, Industrial or Public Utility District on the Zoning Map of the Town of Southbury.
2. Land located in any other District on the Zoning Map wherein the primary permitted use is for commercial or

industrial purposes, but not including as an exception land therein that may be classified as farm or forest land.

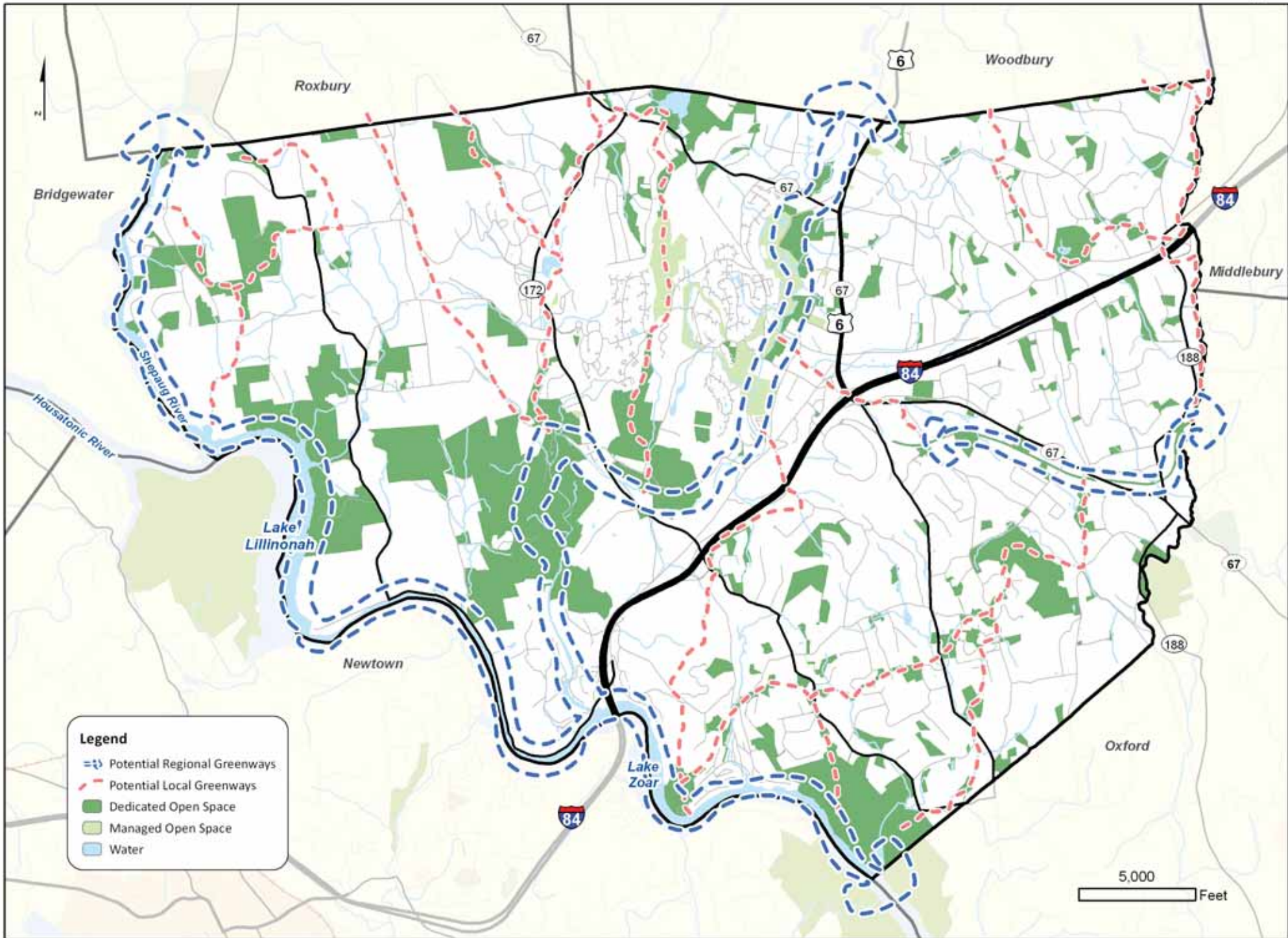
3. Any lot or parcel of land located in a Residence R-30A District on said Zoning Map and occupied in any part for multiple dwelling purposes.
4. All building lots and portions of building lots shown on an approved Record Subdivision Map that are less than 1.5 times the minimum lot area required under the Zoning Regulations of the Town of Southbury for the District where the lot is located.
5. Any other lot, parcel or tract containing more than one dwelling unit which is less than 1.5 times the minimum area required under the Zoning Regulations of the Town of Southbury for the District where the parcel or tract is located.
6. Any other lot, parcel or tract, or portion thereof, containing building development or non-open space usage, such as but not limited to commercial development outside of business and industrial districts, authorized earth removal operations and public utility substations.

These criteria are a continuation of the criteria adopted in the 1976 Plan of Development.



# Map 7 - Open Space and Greenway Plan

Town of Southbury, CT





## Open Space Program

### Goals

Preserve 25% of Southbury's land as permanent open space by the year 2025.

Conserve existing open space areas that are vital for open space functions supported by the community and sites and areas that support the appearance and theme of an open land, rural community.

Continue to create an open space network in which individual parcels of open space, greenbelts, trails and natural areas collectively form a cohesive green system.

Continue the system of stewardship of town owned open space which includes monitoring, observation of boundaries, and maintenance as appropriate.

Refer to p. 5-8 for goals, policies and program steps related to farmland.

### Policies

- A. Build public support for continued open space preservation and acquisition.
- B. Consider alternative forms and patterns of development to protect natural and scenic resources.
- C. Give priority consideration to acquiring land that (1) protects an aquifer, (2) contains a scenic ridge top, hillside or view from road, (3) protects a river or significant stream, (4) preserves farmland, (5) protects historic or archeological areas, (6) preserves land suitable for active and passive forms of recreation, or (7) preserves significant wildlife habitat.
- D. Purchase open space tracts that link existing open space areas in order to create greenways capable of providing a greater variety of active and passive use opportunities for the Town's residents.
- E. Work to permanently preserve "perceived" open space in perpetuity.
- F. Utilize greenways as a means of conserving rural scenery along roadways.
- G. Utilize greenways as a means of interrupting continuous patterns of development.
- H. Provide resources to maintain open space and encourage public stewardship.

## 2012 Southbury Plan of Conservation and Development

### Program Steps

1. Conserve open space areas so as to meet and exceed the goal of 25% by 2025.
2. Continue research, based on the recommendations of the Southbury Rural Preservation Advisory Committee, to prioritize open space locations.
3. Continue to designate a minimum of 15% open space in all subdivisions or collect funds where dedication is not possible.
4. Promote and inform residents about the economic long-term benefit of open space in addition to the other basic reasons for open space preservation.
5. Assure that the Town maintains and consistently contributes to a dedicated open space fund.
6. Monitor and annually report on the use of open space funds.
7. Support increasing municipal funds for open space acquisition.
8. Continue to pursue other open space preservation techniques such as “rights of first refusal” for significant parcels, purchase of development rights (especially for agricultural uses), and cooperative efforts with other organizations.
9. Support and encourage other organizations seeking to preserve and protect open space and the surrounding area including Southbury Land Trust, State of Connecticut, and Pomperaug River Watershed Coalition.
10. Determine appropriate zoning for areas that provide open space benefits but are not protected open space (i.e., the “perceived” open space).
11. Support and encourage the creation of greenways along the Pomperaug River and Housatonic River.
12. Create an inventory of existing trails and establish a system of monitoring and maintenance as a necessary key element in connecting open space and recreation areas into an integrated system.
13. Continue to work with the State of Connecticut to develop public trails on their lands in Southbury.
14. Promote “friends-of” groups or other volunteer groups to be active stewards of open space and publically recognize their accomplishments.
15. Maintain the Public Act 490 program.
16. Educate property owners as to their eligibility for PA-490 designation, a town tax incentive program, which can detain the flow of open land into the development market.



# Historic Resources

# 9

## Overview

Historic preservation aims to protect, rehabilitate, and restore historically and culturally significant resources. Past efforts and results have shown that this is an important priority for the community.

Southbury's efforts to preserve its past are visible and many areas with historical significance have been preserved. Maintaining these culturally and visually significant areas adds to the distinctive character of the Town and provides a source of community pride.



*Russian Village*



*South Britain*

### Survey Results

The Town is doing enough to protect historic resources in town:

Agree	76%
Disagree	8%

The Town should expand the existing local historic districts:

Agree	38%
Disagree	32%

The Town should create additional local historic districts:

Agree	30%
Disagree	37%



## Inventory and Assessment

The following table lists historic resources in Southbury that have a Local, State or National Historic Designation. They are also identified on Map 8 - Historic Resources Plan.

### Historic Districts

	National*	State**	Local
Southbury Training School	✓	✓	
Russian Village	✓	✓	
Historic District 1 (Main St. North)	✓	✓	✓
Historic District 2 (South Britain)		✓	✓
South Britain (National designation)	✓	✓	
Hurley Road	✓	✓	
Sanford Road	✓	✓	

### Historic Places

	National*	State**
Bullet Hill School	✓	
Aaron Bronson House	✓	
Bronson Lovdal Farm		✓
Wheeler House	✓	
William Hurd House	✓	
Plaster House	✓	
Hawley-Ludorf Farm		✓
Reuben Curtiss House	✓	
Nutting Borge House		✓

\*As listed in the National Register of Historic Places.

\*\* As listed on the State Register of Historic Places.

### What do Historic Designations Mean?

Listing on the National and State Registers generally provides recognition and some limited protection. The National and State Designations affect activities involving federal and / or state funding and may prevent unreasonable destruction of important resources.

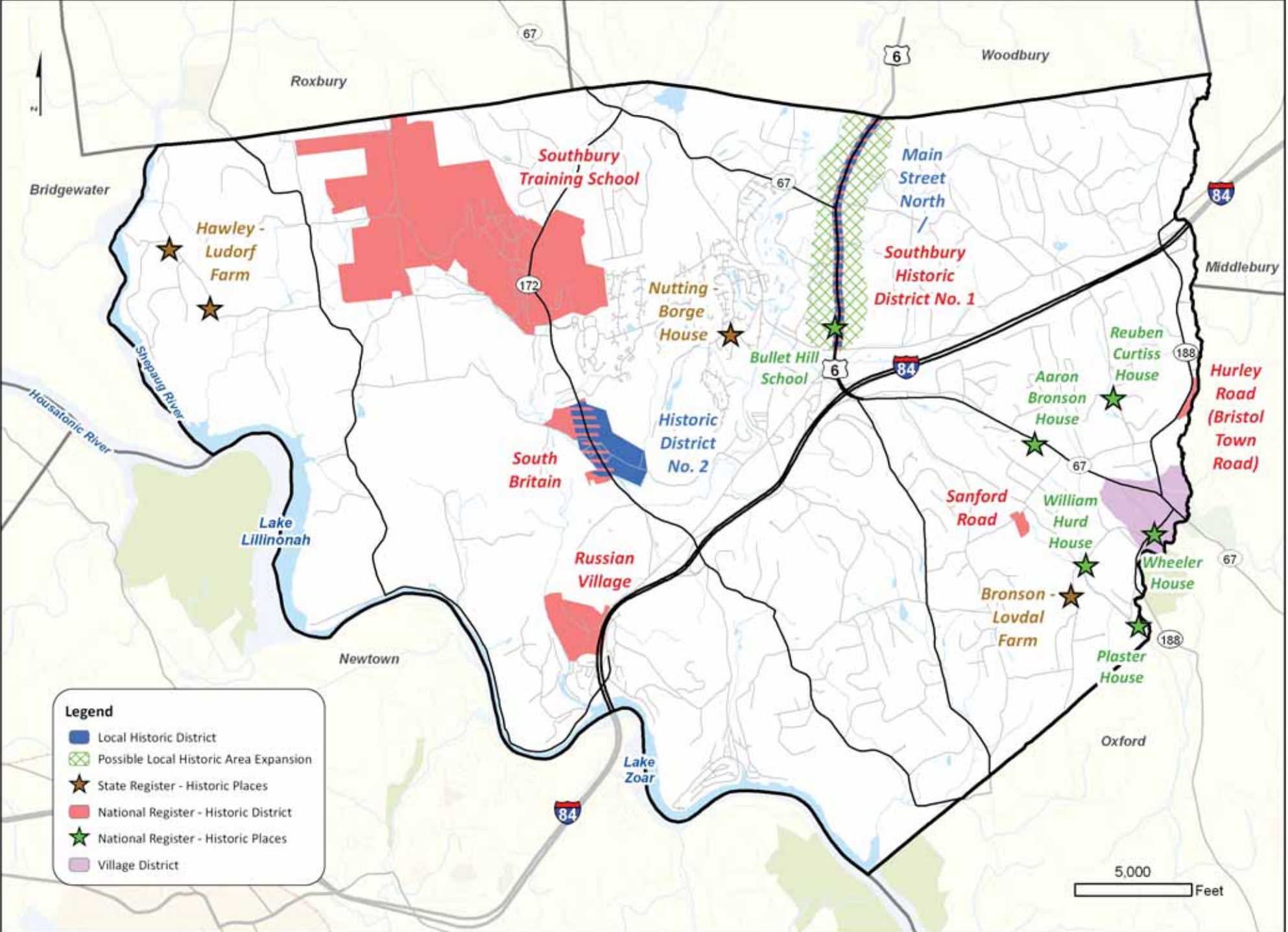
Pursuant to the Connecticut Environmental Policy Act, citizens can intervene in the proposed demolition of structures listed on the National Register of Historic Places.

Local historic district designations afford the highest level of protection. The local historic district commission is given the authority to regulate the construction and demolition of structures and the alteration of architectural features.

Southbury uses a number of techniques to protect historic resources, including the establishment of historic districts and village districts, adopting a demolition delay ordinance, and providing adaptive reuse incentives. The table on p. 9-4 elaborates on these and other effective techniques for preserving Southbury's historic resources.

# Map 8 - Historic Resources Plan

Town of Southbury, CT



2012 Southbury Plan of Conservation and Development

**Historic Preservation Techniques**

Technique	Benefits	Constraints
Ownership by Government or Historic Preservation Entity	Provides strongest protection. Can allow for public use (e.g., museum, events, etc).	Requires public funds for acquisition and maintenance.
Responsible Private Ownership or Stewardship	Does not require public funding. Keeps structure in active use.	Relies upon the private property owner for upkeep with little if any town control. Likely no public access.
National Register of Historic Places	Recognized by most people. Can increase pride and property values. Establishes eligibility for some state and federal programs. May prevent unreasonable destruction.	Largely ceremonial. Provides little direct protection.
State Register of Historic Places	Recognized by some people. Can increase pride and property values. May prevent unreasonable destruction.	Largely ceremonial. Provides little direct protection.
Local Historic Districts	Can provide significant protection. Requires consensus of property owners. Specific regulations govern development, changes to structures.	Regulatory program that can create controversy at time of adoption or for specific proposals. It may place land use decisions in the hands of a non-land use planning entity.
Village Districts	Can provide significant protection. A zoning commission can establish specific regulations. Does not require consensus of landowners to adopt zone.	May be most appropriate in business areas only. Requires commission to get involved in aesthetic issues.
Adaptive Reuse / Use Incentives	Keeps resources in private ownership and in active use.	May not be appropriate in all areas. Delicate balance of incentive versus public benefit.
Demolition Delay	Allows time to investigate alternatives to demolition or to document structure prior to demolition.	Town and historic preservationists must be prepared to act during the delay or else the delay may be viewed as unwarranted.

While ownership by government or a historic preservation entity provides the strongest level of protection, ownership is often not practical or desirable for many reasons. Private owners can face many challenges to maintaining a historic building, whether used for a home or office. In fact, Southbury has seen some of its older buildings fall into disrepair.

Challenges include the expense of making repairs and updating structures to meet modern needs. Incentives (such as tax abatements or zoning relief) can make it more attractive and viable to own and maintain historic buildings. An initial approach, especially for properties in disrepair, might be for the Town or Historical Society to reach out to the owners to hear first-hand about their challenges.

Public education plays an important role for any technique to be successful and have public support. Education includes inventorying and promoting the historic buildings and structures in Southbury and educating owners of historic resources about preservation options, techniques and resources.

## Historic Resources Program

### Goals

Identify and conserve buildings, landscapes, and places of historic significance for the purpose of promoting the educational, cultural, economic and general welfare of the Town and supporting the character of Southbury as a whole.

Encourage and support all proposals and efforts to preserve historic sites and structures, especially in historic districts, including the Southbury Training School.



*South Britain Historic District*

### Policies

- A. Promote responsible ownership and stewardship of historic buildings.
- B. Encourage educational programs that explain the important contributions made by historic buildings and sites.
- C. Encourage educational programs that explain ways to preserve historic buildings and sites.
- D. Encourage nomination of local sites for the National Register of Historic Places and the State Register of Historic Places.
- E. Encourage formation of new local historic districts and expansion of existing districts where there is a consensus among property owners.
- F. Encourage and support the identification and preservation of historical trees in the community by the Historical Tree Committee.
- G. Encourage designating roads with historical significance as scenic roads.



## 2012 Southbury Plan of Conservation and Development

### Program Steps

1. Continue to survey, identify and research Southbury's historic and cultural resources, including buildings and places of historic interest which reflect the Town's heritage. Update the Cultural Resources Inventory.
2. Support activities and programs that conserve historic resources and make wise use of existing buildings and sites.
3. Support the expansion of or designation of new Historic Districts, including the expansion of the boundaries for Historic District Number 1 that may provide further support for conservation of the Bullet Hill-White Oaks area.
4. Consider establishing a "Local Register of Historic Places."
5. Consider adopting additional Village Districts (as authorized by Public Act 00-145) where desirable to protect historic resources.
6. Continue to provide incentives and adopt new incentives to retain significant historical structures, including adaptive reuse where appropriate.
7. Assist the owners of historic buildings with finding funding for improvements and restoration.
8. Maintain the Demolition Delay Ordinance as a technique to investigate alternatives to demolition and update the ordinance as needed to enhance protection. Consider increasing the delay to up to 180 days.
9. Monitor the condition of those historic resources that have fallen into disrepair and establish communication with the owners to discuss options.
10. Consider adopting a blight ordinance.
11. Review the impact of each development project upon the integrity of historic buildings, places, trees, and areas.
12. Strongly support at the national, state and local levels further protection of the Southbury Training School through historic preservation methods.

# Community Structure

# 10

## Overview

“Community Structure” refers to the physical organization of Southbury. Community Structure:

- Influences how people perceive and understand the community.
- Enhances community character.
- Contributes to a community’s unique identity.
- Helps guide land use regulations and decisions.

People identify most strongly with areas that have a “sense of place;” one knows when they have arrived in the “place.” Often these areas are “nodes” – distinct areas with notable character such as villages and town centers.

Southbury’s structure is depicted on Map 9 - Community Structure Plan on p. 10-3.



*Town Center*

## Inventory and Assessment

Like many communities, prominent components of Southbury's structure were established hundreds of years ago, with historic settlements resulting in what one would call a village or node today (i.e., South Britain and Southford).

The development of Heritage Village in the late 1960s enhanced Southbury's structure by adding a village green and a mixture of uses around or near the green. This created a distinct and identifiable node or "place" that people recognized then and today as "Heritage Village."

More recently, through planning, the Town has ensured that its core commercial area (Main Street South) has developed in a manner that creates a distinct sense of place. Despite the presence of "chain" establishments, the streetscape, architecture, and arrangement of buildings are uniquely Southbury.

This sense of structure and place should be preserved and enhanced as the community continues to grow. The Town has employed tools such as Historic District designations and the adoption of a Village District to help protect the appearance of some of Southbury's nodes. Other protection measures include design review, zoning patterns that support appropriate village style development, and careful review of any proposed upgrades or improvements to roads in these special areas. Many of the policies and program steps contained throughout this Plan will help preserve Southbury's community structure.

Gateways into Southbury are often the first impression that people have of the community. It is important that the Town's gateways are maintained, are attractive and convey a positive image of the community.



*South Britain – a "Village Node"*

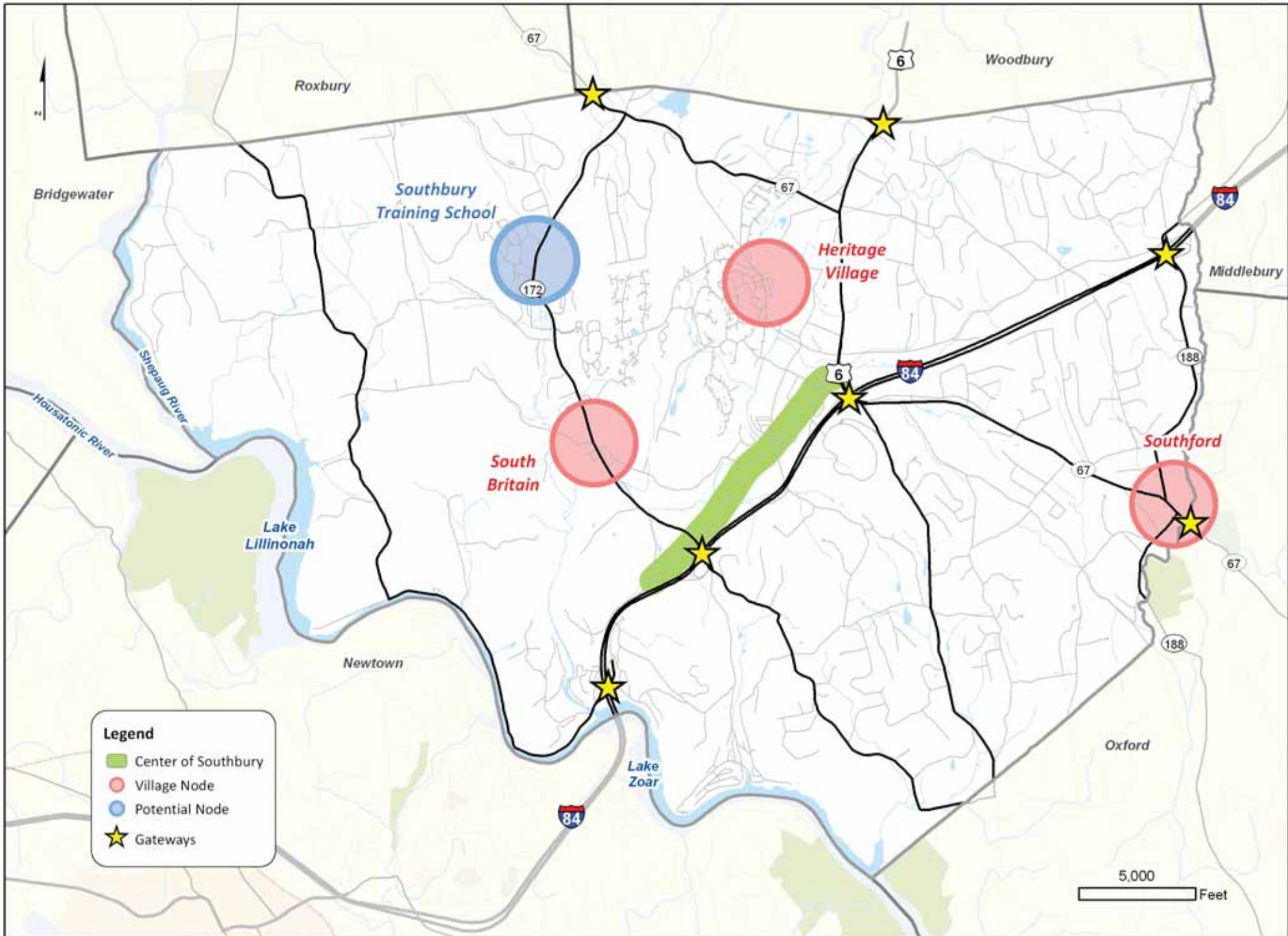


*Main Street South – the "Center of Southbury"*



# Map 9 - Community Structure Plan

Town of Southbury, CT





## Community Structure Program

### Goals

Preserve and enhance the sense of place in the Town Center and in our villages which make Southbury a unique community.

Maintain the current pattern of development with core villages and outlying rural neighborhoods.

### Policies

- A. Maintain Southbury Center and the Heritage “Village Green” as the Center of the community.
- B. Preserve the village and historic nature of South Britain and Southford.
- C. Ensure that community gateways convey Southbury’s character.

### Program Steps

1. Implement the plans for Southbury Center, Southford, and Strongtown and update as needed (see Chapter 11 for details).
2. Look for opportunities to provide welcome signs at gateways, as appropriate.
3. Exit 14 Gateway:



- Preserve the appearance by ensuring that development at this highly visible location adds to the gateway impression.
- Encourage the buffering of the commuter parking lot.

## 2012 Southbury Plan of Conservation and Development

### 4. Exit 15 Gateway:



- Maintain and enhance the landscaped center island.
- Coordinate with ConnDOT to ensure that interstate signage and plantings are compatible.
- Encourage improvements to the appearance of Southbury Plaza as viewed from I-84 and the exit ramp.
- Encourage the buffering of the commuter parking lot.

### 5. Exit 16 Gateway:



- Improve plantings, berms and buffering as viewed from I-84.
- Encourage improvements to the back sides of businesses that can be seen from this gateway.

## 2012 Southbury Plan of Conservation and Development

### 6. Route 6 Gateway from Woodbury:



- Maintain the existing historic and country feel of the area.
- Monitor proposed developments in Woodbury that might impact the gateway.

### 7. For the Route 67 Gateway from Oxford, encourage the improvement of the overall appearance as one enters Southbury by:



- Implementing the recommendations in the 2006 Plan of Conservation and Development for Southford.
- Adding buffering and improving plantings.

# Special Places

# 11

## Overview

Certain areas in Southbury require additional attention because of their role in Community Structure (see Chapter 10) or because the pressures faced in the future require well thought out strategies. This Chapter summarizes plans prepared for these special places and outlines goals, policies and program steps to protect and enhance:

- Southbury Training School property
- Southbury Center
- Southford
- South Britain
- Strongtown



*Southbury Training School*



## Southbury Training School

The future of the Southbury Training School and grounds is a delicate yet important issue that the Town must begin to plan for. Building the school, which houses individuals with developmental disabilities on over 1,600 acres, began in the 1930s. At its peak it was home to approximately 1,800 residents. In the 1980s, the State stopped accepting new residents and today a few hundred remain, according to state officials. The site includes over one hundred buildings, with many closed and more are intended to be closed in the next few years.

The grounds cover six percent of total land in Southbury. The rolling hills, open farmland and historic buildings provide a unique setting in Southbury. In fact, the School is listed as a historic district on the National Register of Historic Places. Changes on this site will greatly affect the Town particularly in terms of town character and impact to infrastructure (roads, sewer, water, etc.).

This Plan does not take a position on whether the school should close. The Town is very sensitive to the fact that the School has been home to its residents for many years and that the State expects to continue to provide a home here for the current residents into the foreseeable future. However the State and Town must begin preparing for the eventual closure and the State has taken some initial steps. The School had provided its own fire and ambulance services and sewage treatment but has begun to transfer some of these responsibilities to the Town.

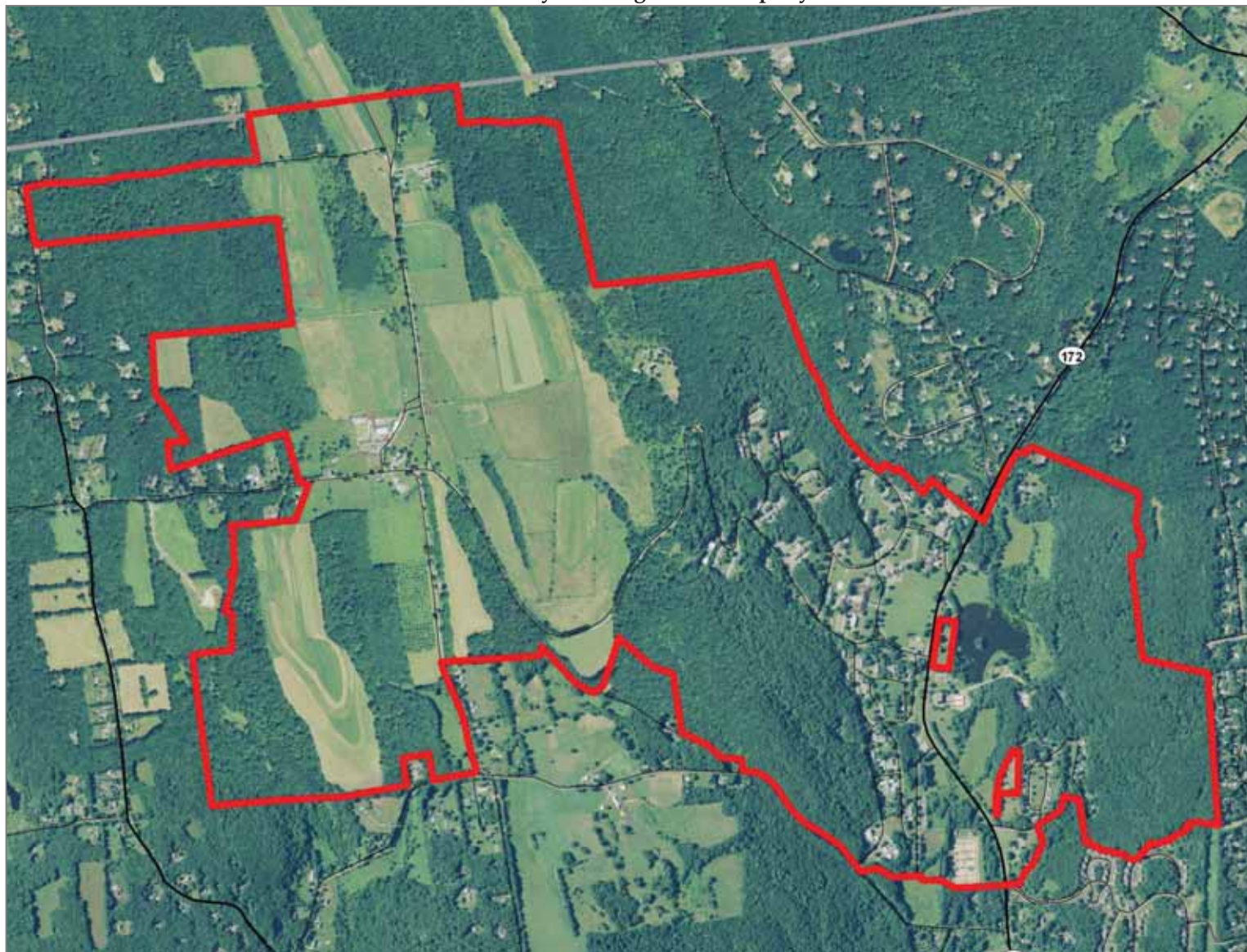
When state land is disposed of, other state agencies have the right of first refusal, followed by the Town. If neither the State nor the Town wish to obtain the land, the site can be sold to a private entity. The land is currently zoned for R-60 and R-80 (houses on 1.5 to two acre lots). If sold to a private entity, the Town could see a large number of houses built here.

Preparation for the future of the site is three-fold: developing the organizational capacity so that the Town can be actively involved in planning for the future of the site; developing a vision and plan for desirable uses; and updating zoning to reflect the vision.

An independent committee could focus on the future of the site and provide continuity as there may be turnover in commission members, elected officials, and others over the decade. A more detailed study of the land, its development capacity and community input would be needed to articulate a specific vision for the future use of this land.

Discussions among Southbury Land Trust leadership, our local Representatives, and Connecticut Department of Agriculture are focused on preserving a substantial portion of the approximately 1,100 acres not being used by the School. Preservation of this land will be consistent with the Plan's goals to preserve farmland and other open space, support local agriculture, and maintain Southbury's rural character and therefore is of the highest priority. Additional study can help determine desirable uses for the remaining built portion.

**Southbury Training School Property**



## 2012 Southbury Plan of Conservation and Development

### Goals

Take a pro-active approach in working with the State and residents so that the future use of the Southbury Training School is in the best interest of the Town.

Ensure that the future use of the land and buildings at the Southbury Training School will reflect the Town's character, help meet community needs, provide community amenities and preserve the site's agricultural and natural and historic resources.

### Policies

- A. Preserve approximately 1,100 acres of the site for agriculture and open space.
- B. Ensure that the Town is a part of all discussions and decisions by the State about the future use and disposition of the land at the Southbury Training School.
- C. Involve Southbury residents in planning for the future of the Southbury Training School.
- D. Identify and plan for the re-use of all built portions of the site, rather than react to proposals by the State or others.

### Program Steps

1. Work with partners, including the Southbury Land Trust and other organizations, the State, and legislators to obtain permanent protection of approximately 1,100 acres for agriculture and open space.
2. Establish an independent committee including representation from local boards and commissions and the community, with support from the Town's state legislators.
3. Obtain community input to articulate a specific vision for future uses including open space, agriculture, and desirable uses for the remaining site, buildings, and infrastructure.
4. Undertake a study to determine favorable uses for the built portion of the site. The study might examine the re-use potential of existing buildings, identify most desirable uses, examine utility capacity, outline fiscal considerations, and provide recommendations on how to proceed.
5. Update zoning to reflect the results of the study.



## Southbury Center: Main Street South and Heritage Village Green

Southbury Center includes Main Street South and the Heritage Village Green area, which collectively serve as Southbury's "Town Center." Since most civic and commercial services are found in this area, Southbury Center plays an important role for virtually all town residents.

Three plans have been prepared for this area:

- Streetscape Plan for Main Street South (which includes the Main Street South Planning Guidelines), 1990
- Southbury Center Plan (Main Street South and Heritage Village Green), 1994
- Main Street South Corridor Management Plan, 2002

These Plans are incorporated by reference in this POCD and are summarized here.



*Heritage Village Green.*



*Main Street South, looking west*



## 2012 Southbury Plan of Conservation and Development

The 1990 Streetscape Plan for Main Street South focused on the area from Garage Road to the Ichabod Road Bridge over I-84. The Plan includes a detailed Streetscape Plan addressing the appropriate treatment of the right-of-way and the frontage portions of the lots abutting the right-of-way.

The 1994 Southbury Center Plan provides detailed guidance on land use, circulation, building development, site design, landscaping, streetscapes and other facets. The Plan applies to three subareas:

- Main Street South from Route 67 to Route 172.
- Heritage Village Green retail and commercial area.
- Bullet Hill - White Oak area.

The Plan also includes very detailed guidelines for site layout for Main Street South.

These Plans contain guidelines and principles that are still relevant 20 plus years later. In light of recent development trends and patterns, the current design standards should be reviewed. As new site plans are proposed for development on Main Street South and any other commercial or industrial zones, the guidelines and standards that identify preferred location and visibility of parking should be reviewed and refreshed as appropriate to reduce the visibility of vehicles that could detract from the overall site appearance and efficiency of vehicle and pedestrian flow on site.

The more recent Corridor Management Plan recommends specific roadway and streetscape improvements. The Town should continue to implement the recommendations as funding allows.

### Goals

Maintain the Southbury Center Area as a civic and business hub, while preserving the area's character and natural features, enhancing the appearance of the streetscape, landscape and buildings, and expanding safe pedestrian opportunities.

### Policies

- A. Preserve the wooded hillsides that constitute the horizon line enclosing the Southbury Center Area.
- B. Utilize land in the area so as to conserve important natural features and their useful natural functions.
- C. Avoid expansion of the commercial zones beyond existing boundaries.
- D. Avoid a concentration of development that would result in environmental or aesthetic degradation.
- E. Preserve the historic resources within the area.
- F. Provide for the proper location of land uses such that their spatial relationship promotes (i) compatibility among differing uses, (ii) efficiency in regards to infrastructure and traffic movement, (iii) ample space for expansion, and (iv) overall design goals for the Center Area.
- G. Provide for economic development that is of an appropriate scale to the Town and neighboring towns while ensuring that town services are not over-burdened and the Center Goals are not compromised.

## 2012 Southbury Plan of Conservation and Development

- H. Continue development of this area as the primary location of Southbury's community and cultural facilities and services so that there is a common and convenient center of activity for support of the community as a whole.
- I. For Heritage Village Green, encourage:
- Maintenance of the area for the comfort and convenience of the neighborhood residents and visitors.
  - Retention of the size and scope of the Green and enhance it as an open space and managed landscape.
  - That when changes occur, they are compatible with the natural environment and the unique, low-key and non-intensive character of this residential community.
- J. Provide a safe environment for pedestrians and bicyclists, with attention to traffic control and pedestrian crossings.
- K. Continue to implement the policies in the Plans related to aesthetics (signs, architecture, etc.)

### **Program Steps**

1. Continue to implement the Plans for this area.
2. Consider updating the Plans to account for new development, infrastructure improvements and other changes over the last 20 years. Rethink the placement and visibility of parking areas.
3. Encourage landowners to undertake aesthetic improvements.
4. Ensure that actions by the Town are consistent with the Goals and Policies (e.g., road improvements, sidewalk installations, new or expanded facilities).
5. Maintain the streetscape, including sidewalks and crosswalks, for aesthetics and for pedestrian safety.

## Southford

Historically, Southford was a crossroads where the railroad and a regional road met. In fact, the area had been referred to as “Southford Crossing.” Today, Southford is a node – a neighborhood village providing small scale commercial services to the community and neighboring Oxford. Adjacent residential areas also are considered to be part of Southford. Southford serves as a gateway, meaning its character and appearance provide an introduction to Southbury.

The 2006 Plan of Conservation and Development for Southford aims to “optimize the limited land area, protect the environment and best serve the needs of the surrounding residents and the workforce...”

Since adoption of the 2006 Plan the Town has implemented a key recommendation – zoning Southford as a Village District. The Village District zone allows the design of buildings and other features in the public view to be regulated.



*Southford Village*



*Southford Village*

**Goals**

Maintain Southford as a low-intensity village which provides convenient commercial services.

Preserve the natural and historic features that contribute to the rural village nature of Southford.

**Policies**

- A. Function as a limited, convenience-retail and commercial service location for the local residential population.
- B. Protect the traffic capacity on the state highways so as not to impede on the general circulation of the road network.
- C. Improve and maintain the rural character of the area through streetscape designs and building enhancements.
- D. Preserve significant historic structures.
- E. Require site development that is appropriate for Southford relative to (i) intensity of development, (ii) proper buffer from residential locations, (iii) adequate infrastructure, (iv) preservation and improvement of landscaping, and (v) signage and illumination.
- F. Maintain the residential neighborhoods in Southford and do not expand the commercial zone.

**Program Steps**

1. Maintain the Village District designation for Southford.
2. Implement the development standards, traffic management techniques, aesthetic improvements and other recommendations identified in the Southford POCD.
3. Encourage existing businesses to upgrade sites, landscaping, and parking areas.
4. Review and enhance buffering, lighting and visibility standards to maintain the quality of life in adjacent residential neighborhoods.
5. When ConnDOT plans improvements to Route 67, encourage improvements that enhance the village nature of Southford.



## South Britain

South Britain's historic nature has been recognized through its designations as both a local and national historic district (see Chapter 9). A former factory, general store, church, and notable houses are among the historic treasures found today in South Britain.

The character of this area could change drastically through demolition or substantial modifications to those historic buildings that contribute to the area's character and by roadway "improvements" that eliminate those features that create a village atmosphere.

As discussed in Chapter 9, the most effective way to preserve historic buildings is to ensure that the buildings are viable to live in and / or conduct business in. The Town currently allows for adaptive reuse and should continue to do so. The local historic district designation also affords great protection in that modifications to buildings must be approved.

The State Department of Transportation (ConnDOT) ultimately decides upon improvements to the road and right-of-way. As indicated in Chapter 15, the Town can work with ConnDOT to ensure that if improvements are necessary in this area, the improvements are reflective of the historic and village nature of South Britain.



*Historic buildings, located close to the road create a village feel in South Britain*

**Goals**

Preserve the rural and historic fabric of South Britain.

**Policies**

- A. Continue to preserve the historic buildings in South Britain.
- B. Ensure that new development fits the area's village fabric.
- C. Ensure that road improvements do not detract from the historic character of South Britain.

**Program Steps**

- 1. Maintain the local South Britain Historic District No. 2 (see Chapter 9).
- 2. Support the expansion of Historic District No. 2.
- 3. As appropriate, allow for limited adaptive re-use of older buildings (e.g. allowing offices in houses).
- 4. Encourage or require new buildings to follow the setback patterns of neighboring buildings.
- 5. Encourage ConnDOT to avoid widening the road in South Britain.

## Strongtown

This highly visible part of Southbury has been feeling the influence of economic development forces in neighboring communities. To prepare for the future of this area, the Planning Commission adopted the 1998 Comprehensive Plan for Exit 16 / Strongtown.

The Central Naugatuck Valley Regional Plan of Conservation and Development identifies the larger area Exit 16 area in Oxford and Middlebury as a “Major Economic Area” due to the presence of the Waterbury - Oxford Airport and the intent by Oxford and Middlebury to encourage additional business development here. The 2007 Oxford POCD calls for additional development and states that it may require improvements to Route 188 and the interchange to accommodate such development.

The Strongtown Plan aims to protect nearby residential areas and minimize potential impacts (particularly traffic and aesthetic impacts, including visibility from I-84).

Strongtown Area, from 1998 Plan



**Goals**

Maintain Strongtown as a gateway to Southbury.

Plan for and manage potential impacts in Strongtown due to development pressures.

**Policies**

- A. Establish high quality appearance at all sites, especially as viewed when entering Southbury on Interstate 84.
- B. Do not endorse a scope of activity beyond existing road, sewer and water capacities.
- C. Provide a reasonable use of land.

**Program Steps**

- 1. Use the 1998 Plan for Strongtown as a policy guide for this area.
- 2. Update the Plan to address changes and to reassess regional impacts to this area.
- 3. Continue to monitor proposed development in neighboring communities and assess potential impacts to Strongtown.
- 4. Encourage roadway improvements to address safety concerns, as needed.





# Housing & Residential Strategies

# 12

## Overview

Southbury provides an array of housing types for people of all ages in a “country” residential setting. The pattern, location, and density of residential development are shaped by zoning, environmental constraints, and the extent of water and sewer infrastructure.

With 89% of land in Southbury zoned for residential uses, housing will continue to play a strong role in defining Southbury’s character. Housing growth is expected to continue due to Southbury’s attractive setting and the quality of the Region 15 school system. It is the intent to continue to provide a range of housing types, consistent with environmental and infrastructure capabilities, while retaining town character.



*Houses in Southbury*

## Inventory and Assessment

### Housing Types and Patterns

Southbury has a diverse housing stock with single-family houses, condominiums, elderly housing, multi-family age restricted units, multi-family units, assisted living units, accessory apartments and multi-family life care facilities.

Southbury’s residential development patterns consists of:

- Single-family houses, usually older, on large lots, some that are remnants of former farms (typical of Main Street North, the Purchase and South Britain).
- Houses in pre-zoning subdivisions with small lots, most intended originally for seasonal occupancy (Lakeside, Oakdale Manor, Fish Rock, Berkshire Estates, Cedarland).
- Houses in subdivisions developed in the 1960's and later, typically with one acre to one and one half acre lots (typical of Sunset Subdivision, and Alexandra Estates).
- Scattered two-family houses, apartments accessory to houses and farms, and apartments above retail.
- Heritage Village, an age-restricted community and award winning design, Heritage Circle and Heritage Crest, all multi-family, condominium dwellings, located on East Hill Road and North Poverty Road.
- Other groups of multi-family dwellings, condominium owned (Greenhouse Condominiums, Far View Commons, Winding Brook and Old Field).

- Housing units with varying degrees of support services, (the Hearth of Southbury, Water Mark at East Hill, Pomperaug Woods).

Together, these “communities” help to define Southbury. In addition, these housing types and communities help to meet needs for a range of income and age segments.

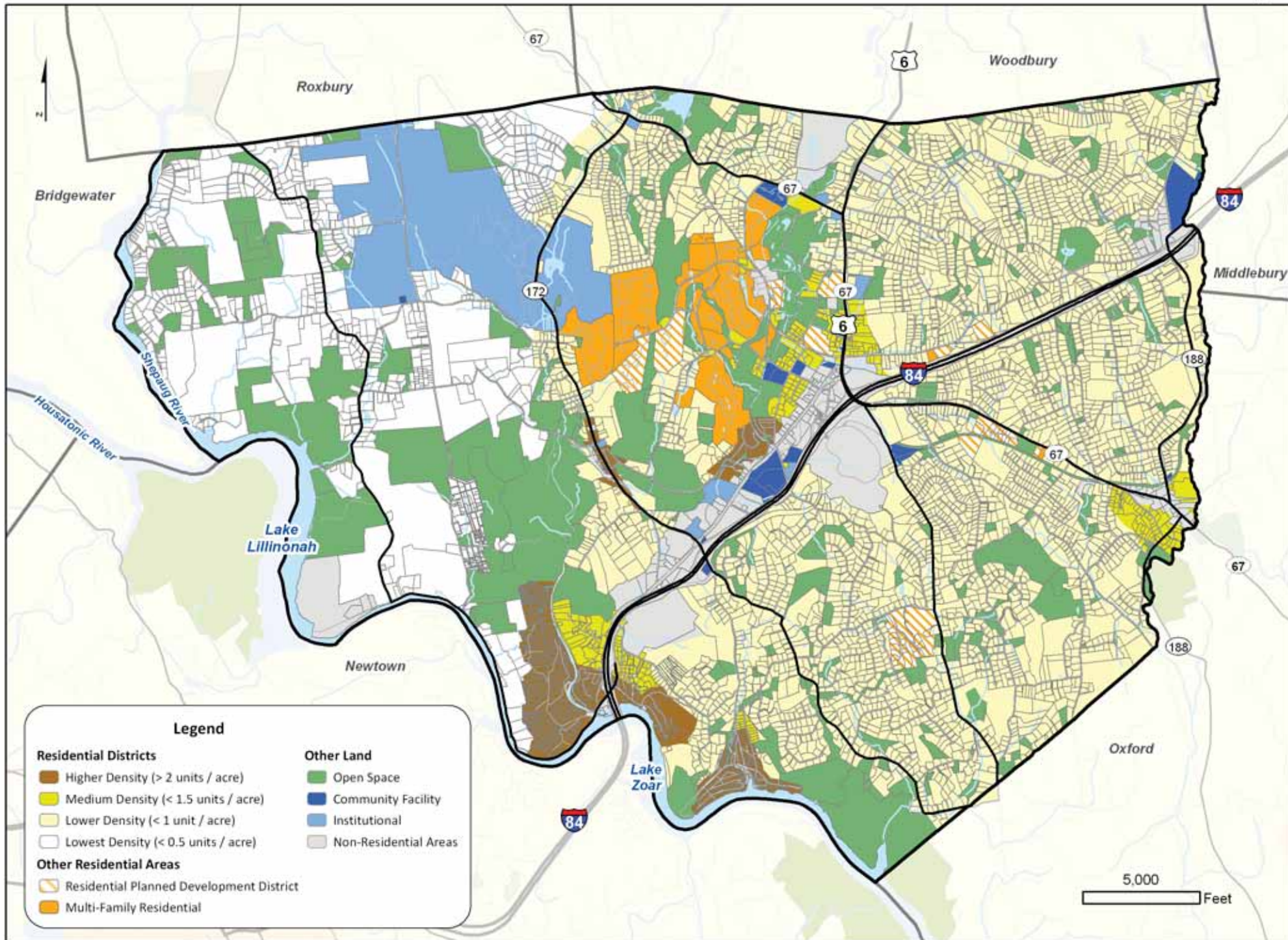
According to the survey, residents predominantly feel that Southbury has the right amount of most housing types, although a noticeable percentage felt there were too few empty nester opportunities. Senior Services staff have identified a need for additional elderly housing, especially rental opportunities, and has been exploring possible locations.

<b>Survey Results</b>			
Is there too many, too few, or the right amount in town today of:			
<u>Single-Family Houses</u>		<u>Apartments</u>	
Too many	13%	Too many	11%
About right	78%	About right	45%
Too few	4%	Too few	23%
<u>Condominiums</u>		<u>Elderly Housing</u>	
Too many	22%	Too many	19%
About right	61%	About right	57%
Too few	9%	Too few	17%
<u>Assisted Living Housing</u>		<u>Empty Nester Housing</u>	
Too many	13%	Too many	5%
About right	64%	About right	35%
Too few	12%	Too few	40%



# Map 10 - Housing and Residential Areas Plan

Town of Southbury, CT





## 2012 Southbury Plan of Conservation and Development

It is anticipated that future residential development will predominantly be single-family houses. However, there may be additional opportunities for other housing types, provided the location, massing, design, and site occupancy support the single-family, country, and scenic character of the Town. Alternatives to single-family houses may be particularly important to meet the needs of young adults and empty nesters.

### Current Inventory, Capacity and Build-Out

Using local permit data, there are an estimated 8,679 housing units in Southbury (see table). Over the last ten years, approximately 730 new housing units were built, or around 73 per year. Of the 730 new units, 81% were single-family houses, 14% were condominiums, and 4% were duplexes or accessory apartments.

If this trend continues, Southbury’s housing stock could reach 9,400 by 2022. Using the same distribution of building type as the past decade might mean the growth would be:

- 590 new single-family houses (consuming 810 to 1,080 acres depending on zone they occur in).
- 102 new condominiums.
- 30 new duplexes or accessory apartments.

**Housing Unit Estimates, Southbury, 2011**

Local Housing Data	Number	% of Total
<b>Single-Family</b>	<b>4,396</b>	<b>51%</b>
<b>Duplexes and Accessory Apartments</b>	<b>536</b>	<b>6%</b>
<b>Multi-Family Total</b>	<b>3,157</b>	<b>36%</b>
Heritage Village	2,580	
Heritage Circle	89	
Heritage Center (PDD #17)	68	
Heritage Crest (PDD #4)	100	
Far View Commons (PDD # 5)	79	
Greenhouse Condominiums (PDD # 2)	24	
Old Field (PDD #7)	51	
Traditions	150	
Winding Brook (PDD #16)	16	
<b>Elderly Housing Total</b>	<b>88</b>	<b>1%</b>
Grace Meadows	48	
Grace Meadows, phase 2	18	
Grace Meadows, phase 3	22	
<b>Assisted Living / Life Care Total</b>	<b>502</b>	<b>6%</b>
The Water Mark at East Hill (PDD #3)	204	
Pomperaug Woods (PDD #6)	178	
The Hearth of Southbury (PDD #15)	120	
<b>TOTAL</b>	<b>8,679</b>	

In addition, short and long term care facilities provide care of residents of the Town and region: White Oak Manor, the Lutheran Home, and River Glen.

## 2012 Southbury Plan of Conservation and Development

The amount of land consumed by new single-family houses could alter the Town's character and affect natural resources. As in the past Plans, it is the intention of this Plan to continue to consider alternative patterns that can help preserve Southbury as a scenic country town. Alternatives are:

- An apartment accessory to a single-family house, which can provide a less expensive dwelling while maintaining single-family house appearance.
- Cluster forms of subdivision, with dwellings detached or attached (see Appendix A for detailed explanation). This pattern may reduce the cost and can, in the right place, better preserve the scenic values and natural features of the Town. The survey responses did not support a cluster pattern however, possibly because residents are not familiar with the concept.
- Multi-family dwellings (condominium or rental), which can provide lesser cost dwellings. The location, density, manner of design and number must be controlled to complement the character of the Town and the integrity of established neighborhoods (see Appendix B for details).
- Apartments located above retail establishments, which have little impact to residential neighborhoods.

With Heritage Village, Southbury has a large number of age-restricted housing units. To encourage age-diversity and the integration of ages within new neighborhoods, additional privately developed age restricted developments are prohibited.

The Goals, Policies, and Program Steps are directed at finding the right balance between meeting the housing needs of the Town and preserving its character. Additionally, Appendices A and B provide design, locational, and procedural guidance on multi-family and cluster developments. These technical supplements shall guide future cluster and multi-family developments.



*Multi-family housing in Southbury (Heritage Village)*

## Housing and Residential Strategies Program

### Goals

Assure continuation of Southbury as a “country” residential town characterized by single-family houses on individual lots, with basic water supply and sewage disposal provided by on-lot systems.

Maintain a balance of housing opportunities.

### Policies

- A. Establish a pattern and density of residential development that maintains the rural and scenic character of Southbury and clearly does not exceed the on-site carrying capacity for water supply and sewage disposal.
- B. Continue to prohibit the further development of age restricted (over 55) housing other than non-profit, subsidized units for elderly Southbury residents.
- C. Continue to encourage and facilitate the provision of apartments accessory to single-family dwellings and apartments above retail establishments when on-site water supply and sewage disposal are certified as sufficient and the appearance of a single-family premises is maintained.
- D. Confirm that “life care” or long term care type facilities, if any, are appropriate in Southbury only as an adjunct to the extent of existing age-restricted housing.

- E. Recognize that by the year 2022 some 730 dwellings or housing units may be constructed based on projected population growth, and of that number:
  - Some may appropriately occur in cluster type subdivisions for the purpose of maintaining the appearance of the Town as a rural area.
  - Subject to periodic review, up to 30% or 220 may occur as units in those clusters or in groups of multi-family dwellings for the purpose of maintaining a balance of housing opportunity, reflecting family size, income and needs of young families, single persons and single parent households, which balance is reasonable if spread out over the planning period.
- F. Consider alternative forms of residential development in clusters of single-family or attached units when all of the following are met:
  - There are clear community advantages of conserving prime farmland, sites of critical environmental concern, or scenic landscape apparent along public streets.
  - There is assured provision for water supply and sewage disposal that precludes any likelihood of need for central public systems, and in this regard community systems of water supply and sewage disposal are to be avoided.

## 2012 Southbury Plan of Conservation and Development

- The number of dwelling units does not exceed the number that could be achieved by a non-clustered layout.
  - Groups of clustered dwelling units do not become a pattern or concentration of development along a public street.
- G. Consider multi-family dwellings (non-age restricted), in number not to exceed 220, to the year 2022, when all of the following are met:
- Site design and architecture are consistent with the appearance of the single-family and rural character of the Town.
  - Dwellings occur in small, separated groups so as to avoid a mass of buildings and so that groups of dwellings do not become a pattern or concentration of development along a public street.
  - Sites are not within or in sharp contrast to established single-family house neighborhoods and buildings and parking areas are buffered.
  - There is assured provision for water supply and sewage disposal that precludes any likelihood of need for central public systems, and in this regard community systems of water supply and sewage disposal are to be avoided.
  - Density of units on a site does not exceed its development capacity, the rural character of the
- Town and neighborhood are maintained and in any event there is at least 15,000 square feet of site area per unit.
- H. Prevent intensification of use in pre-zoning subdivisions of small lots near Lake Zoar and in other locations where road access is substandard and central water supply or sewage disposal could become a necessity, and work toward the re-assembly of lots and redesign of subdivision to current standards.
- I. Recognize the importance of Heritage Village, the Village Green commercial area and the neighborhood for the numbers of families involved, the high quality of building and site design, and the comfort and convenience desired by its residents, and institute land use measures appropriate to assure the long term quality, desirability and value of the neighborhood.

### Program Steps

1. Monitor trends, as compiled by others, in housing development in Southbury and neighboring towns, with particular regard to cost, family composition, and the type and amount of land that is utilized.
2. Continue to support a variety of means that may lower or mitigate rising housing costs, with regard to modified road and subdivision standards and manufactured residential dwellings.
3. Determine tools appropriate for Southbury that might help preserve existing housing units that are “naturally” affordable.



## 2012 Southbury Plan of Conservation and Development

4. Study locations in the Town with regard to soils, slopes, access, utilities, scenic landscape, and forest and farm conditions with a view to:
  - Identifying locations where a cluster approach to residential development may conserve scenic, environmental, farm and forest areas.
  - Identifying locations where multifamily dwellings may be sited in a manner consistent with neighborhoods while maintaining the rural character of the Town.
  - Maintaining housing densities consistent with slopes, soils, and other natural constraints.
5. Update zoning and use other mechanisms for determining the location and standards for residential clusters and multi-family dwellings with predetermined criteria and guidelines.
6. Continue to use Appendix A: Technical Supplement 1 to evaluate and encourage proposals for cluster housing when it meets the criteria defined in this Plan.
7. Continue to use Appendix B: Technical Supplement 2 to evaluate and consider proposals for multi-family housing when it meets the criteria defined in this Plan.

# Economic Development

# 13

## Overview

Southbury’s location on Interstate 84 makes it a highly visible and convenient location for various types of commercial development. Business and economic development serves both the Town and neighboring communities. The combination of retail, office, medical, and manufacturing uses satisfies consumer needs, health needs, and employment. Businesses also add to the tax base, supporting quality services such as education, fire and police, community facilities, and recreational opportunities.

Residents appreciate that they can meet many of their needs within the Town and generally feel that there is an appropriate balance of various types of businesses. The survey showed a strong indication that residents would like to see additional entertainment or cultural facilities in Southbury.

Maintaining a mix of high quality retail, office, and other commercial uses that provide for a strong tax base is an important element of the Plan. Equally important is maintaining the scale and country feel of Southbury as growth occurs.

<b>Survey Results</b>			
Is there too many, too few, or the right amount in Town today of:			
<u>Retail Stores</u>		<u>Small Business Offices</u>	
Too many	10%	Too many	12%
About right	67%	About right	68%
Too few	22%	Too few	10%
<u>Research &amp; Development Firms</u>		<u>Light Industrial / Manufacturing</u>	
Too many	3%	Too many	6%
About right	34%	About right	46%
Too few	33%	Too few	29%
<u>Corporate Offices</u>		<u>Medical Offices</u>	
Too many	7%	Too many	8%
About right	48%	About right	79%
Too few	29%	Too few	10%
<u>Entertainment / Cultural Facilities</u>			
Too many	1%		
About right	20%		
Too few	75%		

## Inventory and Assessment

The Town had the foresight to set aside land within strategic highway corridors as primary areas for economic development. This policy has taken advantage of the access and visibility afforded by these locations. Additionally, it has facilitated the necessary separation from residential areas and thus minimized potential land-use conflicts.

Currently, there are 856 acres zoned for business uses, including the mixed residential / corporate office development. As noted in Chapter 3, Conditions and Trends, almost 13% of the tax base is derived from commercial and public utility uses. This is a higher percentage than neighboring towns but lower than that of the State overall (17%). To alleviate the tax burden on residences and to provide services that residents desire, the Town should continue to build its commercial tax base.

There is still vacant land for new development and empty building space within existing business zones. As such, there is general agreement in the community that Southbury has an adequate amount of land zoned for business development and should focus on attracting businesses to empty buildings and vacant business parcels that can support development. Over the planning period, increasing the amount of land zoned for business should be avoided.



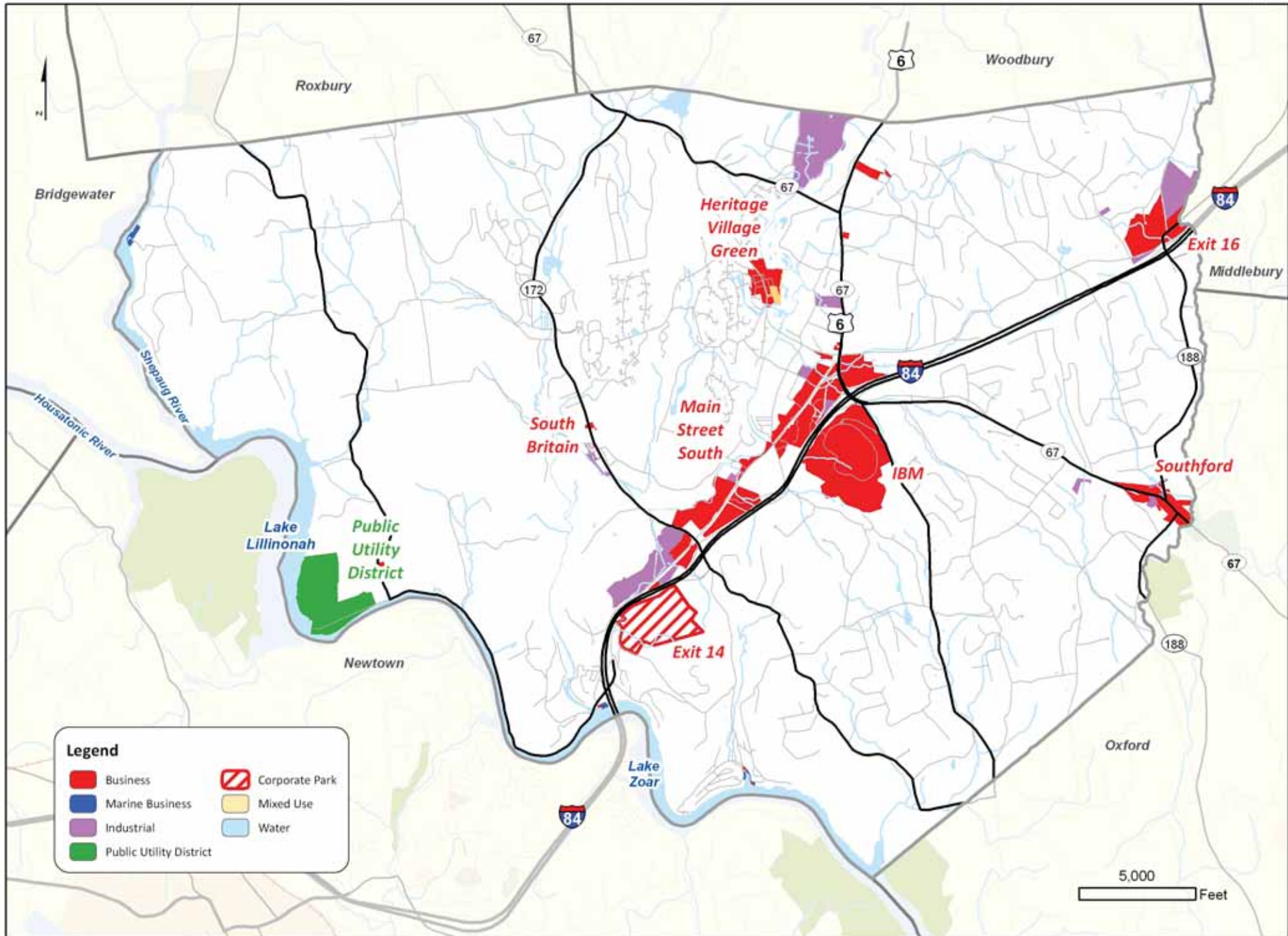
*IBM's 1 million square feet of office space greatly contributes to the tax base*



*Vizada is a major satellite telecommunications facility*

# Map 11 - Business and Economic Development Areas Plan

Town of Southbury, CT





## 2012 Southbury Plan of Conservation and Development

The following key business development considerations factor into this Plan:

- Main Street South will continue to be the focal point for business development and additional development is anticipated. As discussed in Chapter 11, Special Places, the Commission should ensure that new development is attractive, site layouts comply with guidelines, the streetscape is enhanced, and traffic congestion is minimized.
- Over the past 25 years, no other development has had as much impact on Southbury's tax base as the development of the IBM corporate center. Recently however, IBM has downsized operations in Southbury and it is possible that this may continue. It will be important for the Town to stay apprised of potential changes and support the re-use of vacant buildings and space for corporate use.
- The Town-owned Corporate Park parcel remains a key economic development opportunity. It is highly visible and has excellent access to I-84. Since the land is owned by the Town, the Town has control in ensuring that its use, intensity of development, and appearance are beneficial to the Town and meet the goals in this Plan. It will be important to engage the community when evaluating possibilities or proposals for the site.

The overall goals that were outlined when the land was purchased remain relevant. The intent of this land is to increase Southbury's tax base and enhance economic opportunities, while holding future development to high design standards due to the property's visibility.

Buildings should be low-profile and site layout should preserve the ridgeline. Careful attention must be paid to access management to avoid traffic and safety issues.

Appropriate uses include campus-style offices and corporate headquarters. Housing and large scale retail are not appropriate uses for this property.



*Looking toward Corporate parcel*

## 2012 Southbury Plan of Conservation and Development

- The appearance of commercial areas and sites will remain important. Virtually all land for commercial and economic development is at the front door of the Town:
  - At the I-84 Exit 14 and Exit 15 gateways.
  - Along Main Street South; in the center of Southford and South Britain.
  - At Exit 16 near the Pomperaug High School campus.

These locations are highly visible and are a strong component of the character of the Town.

Economic development sites can be attractive and can have quality architecture, good land planning and landscaping and tasteful signage and lighting. In fact, making sites attractive becomes a necessity if overall goals and policies for community character are to be achieved.

Not all local commerce and essential services are easily made aesthetically pleasing. Gas stations, repair garages, contractors' yards and building material storage operations are land uses which present significant aesthetic challenges. While these are to be accommodated in the local economy, site location and sight mitigation measures must be carefully considered to reduce aesthetic impacts. In addition, existing businesses can be encouraged to upgrade their appearance.

- The current regulations and special area plans help to create visually pleasing development, ensure that residual effects (e.g., traffic, noise, lighting, parking) do not harm the surrounding areas, and help protect existing natural features. The specific findings and recommendations of each of the Plans – Southbury Center, Southford, and Strongtown – have helped Southbury guide economic development in a manner compatible with the character of the Town. Reliance upon these Plans and future studies can help to maintain the current scale of the economic development and prevent the Town from becoming a major regional retail destination. Findings and strategies for business development in these special areas were outlined in Chapter 11, Special Places.



*Landscaping helps create an attractive setting on Main Street South*

## Economic Development Program

### Goals

Provide for economic development that also supports in an advantageous manner a sound property tax base as the resident population grows and local government service needs and desires emerge.

Provide for the best use of commercial and economic development sites already designated and in a manner that supports the country town character of Southbury, recognizes the proximity of the highway system character of most locations, avoids congestion in the streets, and avoids other adverse impacts upon the community.

Maintain commercial and industrial zone patterns "as is." Do not change boundaries for the foreseeable future.

Provide a wide range of goods and services desired by residents and which encourage residents to trade in Town.

Avoid the occurrence of a regional center for shopping, while recognizing that small-scale inter-town trade with neighboring towns will occur.

### Policies

- A. Encourage new retail, office and services that are especially useful and desired by residents.
- B. Encourage upgrading of existing commercial buildings and sites that have been developed in the past and where visual appearance and lighting can be improved.

- C. Encourage the re-use of vacant buildings.
- D. Consider corporate and administrative offices and research and development firms as an alternative type of "industry" that can, with proper scope, location and design, be compatible with other goals and policies for the Town.
- E. Review with care each project site development with regard to quality of design, compatibility with the character of the Town, long term durability, and potential adverse impacts to include traffic congestion.
- F. Recognize that commercial and economic development areas should not develop all at once or too fast in hasty speculation, but should be planned and developed over a long period of time as the community in general grows and can support new construction.
- G. Assure that no economic sector development occurs which will necessitate a public sanitary sewer system, draw excessive quantities from ground or public water supplies, or exceed the capacity of land and drainage systems at the site.
- H. Provide for alternative home businesses when consistent with existing residential character.

## 2012 Southbury Plan of Conservation and Development

### Program Steps

1. Monitor trends in commercial and economic development within Southbury and in neighboring communities with a view to metering the rate of growth to the capacity of local resources, especially as regards cumulative traffic generation and the capacity of streets.
2. Review and update standards for the best use of pre-designated commercial and economic development sites, implementing quality design criteria (for buildings, site, landscaping, signs, parking and lighting) through zoning and other design review techniques.
3. Continue to encourage appropriate business development at the Corporate Park, as outlined in this Plan.
4. Monitor the status of business use at the IBM site, begin to explore re-use opportunities, and support continued office or corporate use.
5. Explore policies that can spur the re-use of vacant buildings.
6. Develop quantitative tools and techniques for economic development projects of major scope that provide visibility into the impact of economic growth upon housing, traffic, town services and the overall town infrastructure.
7. Encourage the private sector to provide arts, entertainment, and cultural uses in Southbury.
8. Coordinate economic development initiatives with planning goals in advance of initial discussions with developers.
9. Ensure the Town has a clear economic development mission and the resources and tools to achieve economic development goals.





# Community Facilities & Services

# 14

## Overview

Community services and facilities include such governmental functions as education, public works, public safety, and recreational services. Some Southbury services are staffed by volunteers (e.g., fire protection, ambulance services, and boards and commissions). Such services contribute significantly to Southbury’s community character and its quality of life. The survey results indicate that residents are very satisfied with recreational opportunities, senior services and the library.

Community facilities do more than provide government administration. Their look and scale contribute to community character. Their location helps to reinforce the “Town Center” and other civic nodes and activity areas. Lastly, the nature of government operation (e.g., volunteerism) contributes to a small town quality cited by many residents as an attractive reason for living in Southbury.

Some services are provided regionally. The District Department of Health provides local public health services, while the Pomperaug Regional 15 School System provides public education.

This POCD reviews the Town's facilities to ensure they are appropriately located and sized to meet community needs during the planning period and beyond. As with the 2002 Plan, a review of community facilities and analysis of likely demographic changes indicate no significant services clearly missing. The Town should continue to anticipate and plan for updated facilities, new facilities and new or expanded programs based on changing needs and demands (such as a new Department of Public Works [DPW] facility).

Survey Results			
The Town’s recreation fields are adequate:		The Town’s senior services are adequate:	
Agree: 79%		Agree: 77%	
Disagree: 10%		Disagree: 7%	
The Town’s recreation facilities are adequate:		The Town’s library is adequate:	
Agree: 70%		Agree: 96%	
Disagree: 20%		Disagree: 3%	

## Inventory and Assessment

### Town Government Center

The Town Government Center is a large civic node located on Main Street South. It includes the Town Hall, Police Station, Senior Center, Parks and Recreation, Fire Station, DPW and two schools. The appearance of the buildings and the activity generated in this area contribute to the character of this area.

Over the long term, the Town should maintain the pattern of red brick buildings, landscaping, drives and walks in a way that creates a uniform civic identity. This design should be encouraged as nearby development occurs. The Town should continue to hold, or encourage others to hold, community events in this area. Events reinforce the Town Government Center area as a civic node and community gathering place.

### Town Hall

The Southbury Town Hall, which is located at the focal point of the Government Center quadrangle, houses a majority of the administrative offices and community meeting rooms. A number of departments have identified a need for more space (especially for storage) and upgraded technology and communication capabilities. To the extent allowed by the State's laws, digital storage could be pursued to help reduce space needs.

It is anticipated that these needs could be met with the existing space at Town Hall.

### Public Works

The Public Works Department and Town Highway Garage are located on Peter Road. This site houses highway maintenance equipment, Parks and Recreation Department equipment, road sand and salt storage. There is an additional property of approximately eight acres directly across Peter Road from the highway garage that is used for outdoor storage. The current facility and property is not adequate in size, configuration (i.e., being bisected by a road), and lack of indoor storage space. At the very least, indoor storage space is needed for equipment and salt and to meet the State's requirements for washing. Longer term, the Town should seek a new location that can meet needs. This type of government function does not need to be centrally located and due to the nature of activities, should not be located immediately adjacent to residences. One possibility is to locate Public Works on Kettle-town Road, next to the transfer station. If relocated, this land would open up for other expanded or new town services. There is adequate space to meet needs for solid waste over the planning period.



*Public Works Department*

### **Fire, Ambulance, and Emergency Shelters**

Fire suppression services in Southbury are provided by the Southbury Volunteer Firemen's Association (SVFA). The Association has just over 100 volunteers and operates from four stations:

- Center Firehouse
- Southford Firehouse
- South Britain Firehouse
- The Purchase Firehouse

The number and location of the fire stations are deemed adequate to meet the needs of the Town through the planning period. In fact, the 2008 Needs Assessment conducted by the SVFA recommended closing the South Britain Firehouse because its coverage is redundant with the other three firehouses.

Future residential development in the Purchase area may necessitate the need for additional equipment. Because many of Southbury's roads are rural and narrow (and the intention is to retain the rural nature of roadways), the 2008 Needs Assessment recommended that new equipment be sized to fit on local roads. In some communities, the reverse occurs: Fire Departments buy equipment that is too large for local roads which can then lead to widening roads to accommodate the equipment.

Unless public water is extended in the future, new development will need to continue to provide cisterns so that a water supply is available for firefighting. The Town may wish to update the Fire Suppression Water Tanks ordinance to ensure that maintenance and responsibilities are clearly delineated and

enforceable and that they are constructed with suitable materials.

Both the Southbury Ambulance Association and SVFA noted the challenge of attracting and retaining volunteers. Towns much larger than Southbury continue to have volunteer emergency services, so it is reasonable to assume that Southbury's volunteer system can remain viable. The Town should find ways to attract and retain volunteers.

Finally, Southbury's emergency shelters are not ideally located. Currently the schools are used, but due to their proximity to I-84, would not be able to provide shelter if certain types of incidents occurred on I-84. The Town should work to identify additional emergency shelters that are located outside of possible hazard zones.



*Center Firehouse*



**Resident State Trooper / Police Department**

The Police Department and Resident State Trooper are located in the Town Hall Annex on the corner of Main Street South and Peter Road. Since the last Plan, the Parks and Recreation Department and the Probate Court (which is now regional) have moved into other town buildings. Therefore it is anticipated that the space needs for the Police Department and Resident State Trooper over the planning period can be met in the Annex.

**Library**

In 2006, the new public library was built. It is expected that this new facility meets library space needs over the planning period, including space for community events and cultural programs.



*The public library*

**Senior Center**

Senior Center staff feels that they have outgrown their facility due to increasing interest in senior programs and the continued increase in the Town’s senior population. Options could be examined over the planning period. Options may include using more space in the current building, expanding on site, or finding a new facility.

**Social Services**

The Town provides space for Social Services at the Senior Center. Social Services is funded independent of the Town’s budget and they expect to continue to rely solely on donations. Two needs were identified: provide space for donated items and provide a secure office in which sensitive client discussions may be held.



*Senior Center, Social Services and Parks and Recreation*

### Educational Facilities

The education facilities in Southbury are part of the Pomperaug Region 15 School District. The district encompasses Southbury and Middlebury. There are seven schools in the Region, with four in Southbury and three in Middlebury. The Board of Education offices are located in Middlebury.

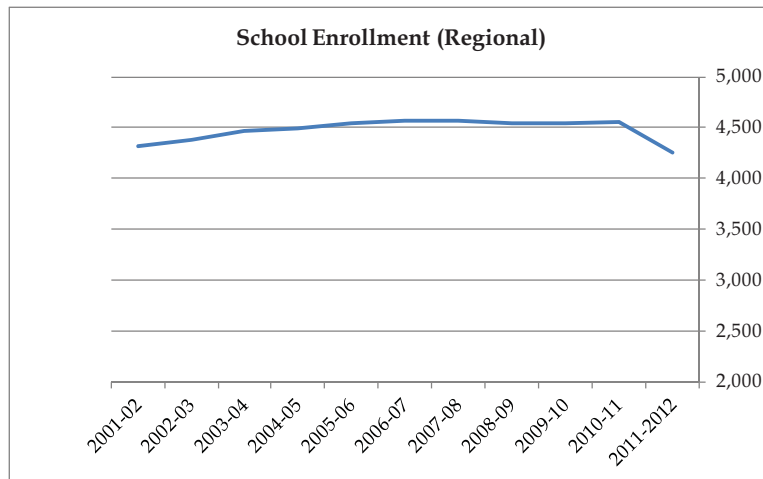
Southbury:

- Gainfield Elementary
- Pomperaug Elementary
- Rochambeau Middle
- Pomperaug Regional High

Middlebury:

- Long Meadow Elementary
- Middlebury Elementary
- Memorial Middle

Enrollment has been declining over the last three years. Additional space needs should be carefully evaluated.



*Pomperaug Regional High School*



*Rochambeau Middle School*

**Parks and Recreation Department and Recreation Facilities**

The Town Parks and Recreation Commission oversees a system of parks and an active recreation program. The Department now shares the former library building with the Senior Center. Given the aging population and increasing popularity of senior programming, the joint use of the current facility might not be optimal over the long term.

Future needs identified by the Parks and Recreation Department include a new or renovated town pool and continued upkeep of properties and facilities. The Department would also like the Town to consider an indoor sports complex to reduce dependency on school facilities for indoor recreation.



Settlers Park

**Active Recreation – Public and Private\***

Facility	Acres	Description
Ballantine Park	24.8	Softball, horseshoe, bocce, shuffleboard, tennis, basketball, sand volleyball, children’s play area, swimming pool, picnic area
Community Park	14.3	Softball, baseball, soccer, football, tennis, basketball, activity field
Ewald Park	9.0	Baseball, soccer, walking, fitness track
Seman Park	24.8	Soccer facilities
Town Beach (Lake Zoar)	1.0	Swimming, boat parking, picnic facilities, children’s play area, volleyball court, and horseshoe pits
Cedarland Park	1.3	Basketball, children’s play area, picnic area
Lakeside Park	1.1	Children’s play area, picnic area
Gordon Schielke Park	36.0	Future active recreation
Golf Courses (private)	235.9	Heritage Village, Pomperaug and Gainfield Golf Courses
Settlers Park	68.2	Soccer, baseball, softball, play area, walking trails, hiking trails
Dog Park	15.0	Private land.
<b>TOTAL</b>	<b>432</b>	

\*Only town-owned active recreation facilities are depicted on Map 12 - Community Facilities Plan.

2012 Southbury Plan of Conservation and Development

Passive Recreation – Public and Private\*

Facility	Acres	Description
Lake Lillinonah Boat Launch	3	Boat launch
Hidden Pond Park	58.3	Hiking trail, cross country skiing trails
George Bennett Park	4.8	Fishing, picnic areas
Janie Pierce Park	60.5	Nature trails, fishing, picnic areas
Platt Park	135.34	Hiking, cross country skiing trails, picnic areas
Platt Farm	109.76	Hiking, cross country skiing trails, picnic areas
Bent of the River	556.3	National Audubon Society's environmental studies center
Larkins State Bridle Trail	37.6	Horseback riding, jogging, hiking, and cross country skiing trails (Southbury portion)
Southford Falls State Park	25.3	Fishing, picnicking, hiking, ice skating, cross country skiing, sledding, historic tours
Heritage Village Nature Preserve	95.9	Game Preserve
Lake Zoar Boat Launch	51.8	Boat launch and state trails and park land
McMillen Park	12.8	Nature trails
Hinman Park	21.1	Nature trails
Little York Park	13.8	Nature trails, scenic views
Bates Rock Ridge	22.0	Walking trail, views of Southbury
Paradise Hill (Bassett)	112.8	Walking trails
Ivers Nature Preserve	66.7	Walking trails

Facility	Acres	Description
Kettletown State Park	327.1	Camping, hiking, picnicking, swimming, and winter sports (604 total acres between Oxford and Southbury)
George C. Waldo State Park	147.7	Hiking, fishing, picnicking, youth group camping and bow hunting
Koons Preserve	39.9	Hiking
Philips Farm	97	Hiking
Lovdal Farm	49.4	Hiking
Other	1,594.18	Town, Land Trust, Private
<b>TOTAL</b>	<b>3,643.08</b>	

\*Only town-owned passive recreation facilities are depicted on Map 12 - Community Facilities Plan on page 14-8.

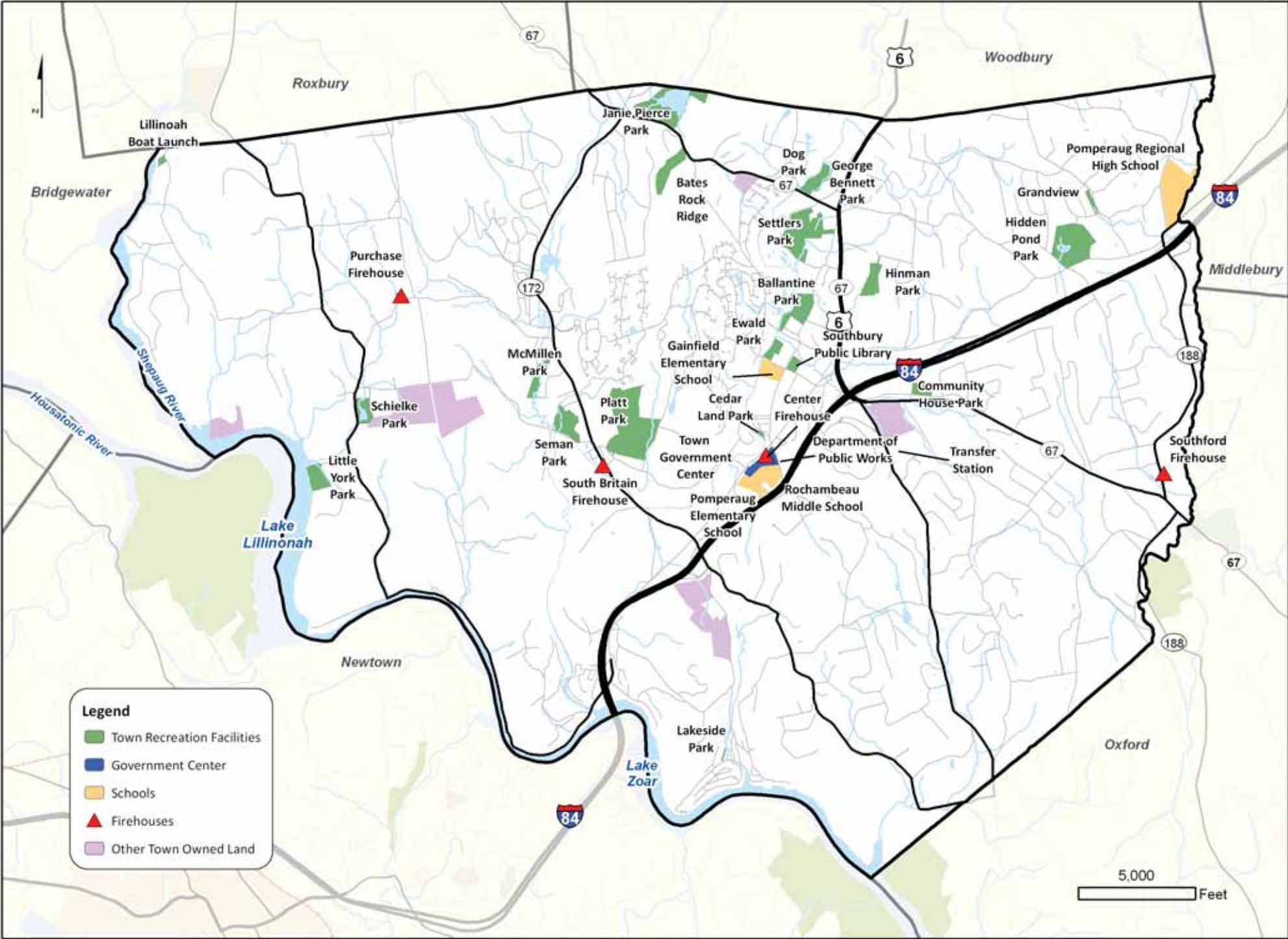


*Bent of the River*



# Map 12 - Community Facilities Plan

Town of Southbury, CT



## Program

### Goals

Efficiently provide community facilities and town services that meet documented needs, enhance and protect health and safety, and add to the Town's quality of life.

The manner in which services are provided, the type and nature of community facilities, and the appearance of town facilities should support Southbury's small town, rural character.

### Policies

- A. Provide, improve, expand, and maintain needed community services and facilities when financial and public support is apparent.
  - B. Ensure our community buildings and facilities provide services that are efficient in terms of use of space and energy use.
  - C. Coordinate capital projects with planning goals.
  - D. When new facilities are necessary, address the appropriate location of facilities based on:
    - Nature of the function.
    - Convenience for use.
    - Impact on land and neighborhoods.
    - Scale and appearance.
  - E. Be mindful of the importance of a strong local property tax base for local choice and excellence of public services.
  - F. Be proactive in securing land (or land banking) for long term future municipal needs for building of new community facilities and active and passive recreation.
  - G. Encourage the provision of community cultural facilities.
  - H. Encourage volunteerism and participation in both public and private community services.
  - I. Recognize and encourage civic groups and committees that study and address the needs of the Town in planning for future facilities.
  - J. Ensure that the location of and operation of new community facilities and recreation facilities do not impact adjacent residential areas.
  - K. Seek regional opportunities for meeting community facility needs, such as by seeking grants for regional cooperation.
- Consistency with the character of the Town.
  - Long term and short term needs.
  - Coordination with other goals and policies.

## 2012 Southbury Plan of Conservation and Development

### Program Steps

1. Use technology to help meet functional and spatial needs of departments.
2. Aim to meet municipal space needs through the repurposing and reconfiguration of existing town-owned buildings.
3. Continue to make existing town buildings more energy-efficient and ensure that new town buildings meet or exceed prevailing energy conservation standards.
4. If warranted by growth in the area, consider including funding for space and equipment for the Purchase Fire House in the Capital Improvement Budget to ensure it is available in a timely manner.
5. Establish a new site for the DPW in order to free up the current site for a more appropriate use and to meet the department's space needs.
6. In light of decreasing enrollments, carefully evaluate additional space needs for the Region 15 School District.
7. Investigate establishment of a new Community Center for all ages.
8. Encourage the establishment of cultural facilities by the public, non-profit or private sectors.
9. Consider establishing a Commission for the Arts.
10. Continue efforts to preserve and expand the amount of land for passive recreational use through appropriate means.
11. Interconnect passive recreation areas (and other areas) with a network of trails and greenways and use this philosophy to guide land acquisition efforts.
12. Encourage new equipment purchases to be suitable for existing roads to avoid later widening roads to fit equipment.
13. Maintain appropriate building architecture and design for the Town Government Center.
14. Develop a program of incentives to keep volunteerism at levels sufficient for the needs of the Town and for the fire and ambulance associations to function.
15. Determine overall standards for minimizing impacts to residential areas from active recreation areas.
16. Continue to balance the need for the recreation opportunities of residents with preserving the residential character of adjacent neighborhoods.
17. Improve water-based facilities and activities, including the Town Beach, boat launches, and pool.



*Southbury DPW plowing roads*

# Circulation

# 15

## Overview

The transportation network in Southbury consists of a regional network (Interstate and state roads), an intra-town network (town roads), private roads, individual access ways to public and private properties, sidewalks, walking paths and bikeways. The overall goal of the network is to permit the safe and efficient movement of people and goods.

Alternative transportation options (e.g., walking, public transit) expand mobility options for residents or workers who do not have a car or are unable to drive. This is particularly important for communities with a large senior population. Provision of walking trails and bikeways also promotes a more healthful lifestyle.

The transportation system should complement Southbury's character as a residential community. Overall, the circulation plan is designed to encourage, support, and serve the current and desired future land use pattern for Southbury.

### Survey Results

Traffic congestion is a problem on major roads:

Agree: 54%  
Disagree: 42%

The Town should create / improve road connections:

Agree: 51%  
Disagree: 36%

The Town should construct more sidewalks:

Agree: 51%  
Disagree: 41%

The Town should construct bikeways

Agree: 58%  
Disagree: 30%



## Inventory and Assessment

### Roads

Southbury's road system is directed at serving the traveling public such that:

- Congestion is controlled to the extent possible on our roads.
- All areas of the Town can be accessed in a safe and reasonable manner.

Recognition is also given to the influence of Interstate 84 and its role in attracting traffic through Southbury for access to neighboring towns and the larger region. Such "through" traffic is inevitable in Southbury. Channeling and directing this traffic in a manner that does not impact residential neighborhoods is an important goal of the Plan. Improvements to local roads as well as on-going monitoring and improvements to arterial and collector streets will be required to enable the transportation network to function in a safe and efficient manner.

Roughly 27 miles of roads in Southbury, including I-84, are maintained by the State. The State determines when improvements are to be made and the types of improvements for state roads. This Plan includes policies regarding those roads with the intent of informing and influencing state decisions about these roads (see Context Sensitive approach on p. 15-4).

The Town maintains approximately 123 miles of improved roads and 10 miles of dirt roads. As discussed in Chapter 5, Community Character, dirt roads are integral elements of the

Town's rural charm. The Town should explore ways to maintain dirt roads while meeting access and emergency needs.

There are a number of privately owned roads that are maintained by the residents served by those roads. It is intended that these will remain private roads during this ten year planning period.

For both state-owned and town-maintained roads, the Town should ensure that when improvements are made, the improvements complement the character of the immediate area and that all users, including pedestrians and bicyclists, are considered in the design.

The operating capacity of a road segment is evaluated on a scale of A through F, also known as the Level of Service (LOS). The acceptable LOS is "C" for most arterials and intersections, and "B" for primary and secondary collectors. If the segment or intersection is operating at a level lower than the designated LOS, congestion begins to occur. Maintaining the specified LOS should be the standard for the circulation network.

There is a caveat to this approach. LOS focuses solely on one mode of transportation (vehicles) and is only concerned with how much delay vehicles will experience. It does not account for the needs of pedestrians and bicycles (in fact, signalized crosswalks could lower a LOS since vehicles are delayed). Techniques to improve LOS or maintain LOS might also be at odds with other community goals. For example, widening roads to add travel lanes or turning lanes would improve LOS but might impact the character of the immediate area. LOS should be one of many considerations when evaluating development.

## 2012 Southbury Plan of Conservation and Development

The Town should continue to monitor congestion points and work with the State and COGCNV to address congestion while respecting the character of the area.

Cul-de-sacs are to be avoided wherever possible in order to support the need for a well-balanced, evenly distributed load of traffic on the road network. Extensive creation of cul-de-sac roads will lead to a higher traffic burden on the roads that feed cul-de-sacs, and in the long run, could result in having to increase capacity of the roads that feed cul-de-sacs. Avoidance of cul-de-sacs also supports better emergency access and more efficient snow removal.

In addition to the above considerations when maintaining and improving Southbury's road network, additional design criteria should guide transportation-related decisions in Southbury:

- **Intersections** - Driveways and street intersections on arterial routes are to be minimized and will require proper spacing, grades and sight distances, and in some cases transition lanes, to achieve free travel on the arterial. Wherever practical, driveways should connect to roads other than arterial; where there is no side road alternative, driveways onto the arterial should be combined to serve more than one property.
- **Frontage Roads** - These should be provided in situations where there would otherwise be multiple commercial and industrial driveways along arterial routes. Frontage roads collect the traffic from separate parcels and join with the arterial at points of best traffic management. In addition, interconnecting private driveways between commercial lots will enable trips from one property to another without using the arterial.
- **Parking** - It is intended that parking and loading and unloading of trucks be located off the right-of-way of any street. Parking and loading spaces are to be designed so that no vehicle must back up within the right-of-way.
- **Access Management** - Access management minimizes curb cuts onto arterial and collector roads. This is achieved with shared driveways and shared parking on commercial sites. Combining access to sites lowers the number of turns on the through streets, lowers the backup from left turns, and can create safer traffic flow.
- **Traffic Calming** - As more congestion occurs on the arterial roadway system, drivers may try to use local roads as short cuts. On residential streets, certain measures can deter traffic from residential areas. These include speed humps, speed dips, minimizing the length of straight road sections, and narrowing the road.
- **Project Plans** - Site development plans and subdivision plans are to conform to and support the circulation system, particularly with regard to safe intersections with arterial and collectors, provision of connecting routes, and avoidance of congestion.
- **Illumination** - New or updated outdoor illumination, including area lighting and signs, shall avoid glare within any street right-of-way, shall avoid any confusion with traffic signals, and shall not be visible from I-84.

**Context Sensitive Approach**

Map 13 - Circulation Plan classifies the Town's roads and incorporates a "context sensitive design" approach by identifying the nature of the areas that roads pass through. Traditional road classifications do not reflect a community's zoning, land use goals, context or community character. Context Sensitive Design balances the purpose of a roadway (e.g., serving the region versus neighborhoods) with the road's setting.

This approach encourages improvements to complement rather than detract from the adjacent area and states explicit purposes for each context area, that in cases, may contradict traditional road classifications. For example, in theory a regional arterial is supposed to give priority to moving traffic over serving abutting land uses. However, villages thrive when cars move slower and businesses can be easily accessed. A context sensitive approach recognizes that in rural areas of a community it is appropriate to prioritize traffic flow on an arterial, but that in a village, that is not the desired approach.

**FUNCTIONAL CLASSIFICATIONS**  
Colors correspond to "Functional Classification" on Map 13

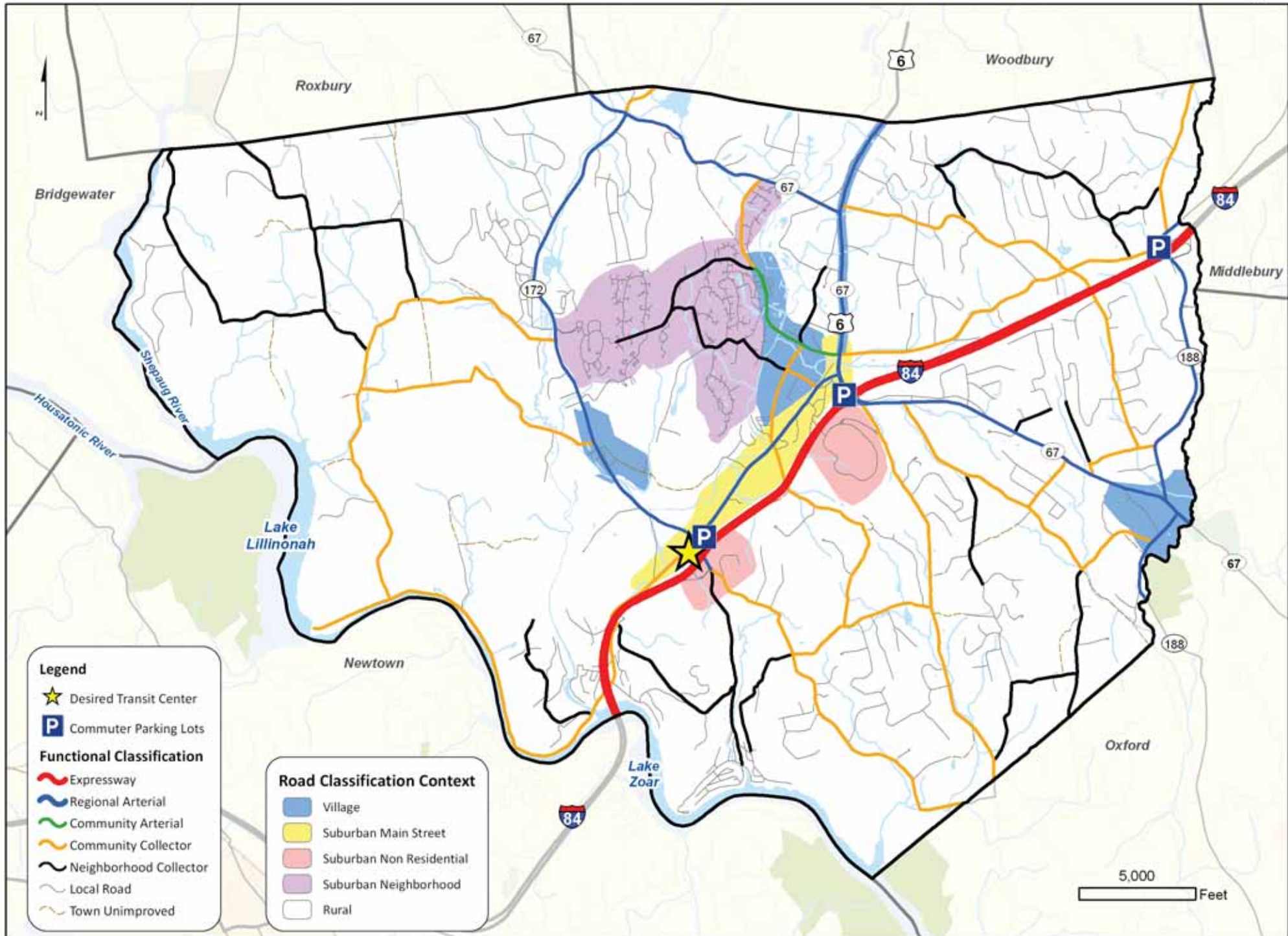
- Expressway** - Controlled access, intended to move large volumes of traffic.
- Regional Arterial** - Intended to carry regional traffic and serve major activity centers. In theory, serving abutting land uses is subordinate to moving traffic.
- Community Arterial** - Interconnects and augments Regional Arterials. Mostly local, but some regional traffic.
- Community Collector** - Collects traffic from local roads and connects with arterials
- Neighborhood Collector** - Collects traffic from a few neighborhoods and connects with arterials.
- Local Road** - Roads with the primary purpose of serving abutting properties with little to no through traffic.

**CONTEXT**  
Colors correspond to "Road Classification Context" on Map 13

- Village** - Distinct node, often with a mix of uses, pedestrian scale, and buildings closer to the street. Serving abutting land uses is important and not subordinate to moving traffic.
- Suburban Main Street** - Corridor with business and community facilities. Careful balance between safe access to properties, pedestrian activity, and moving traffic.
- Suburban Non-Residential** - Location with large economic use, intended to move traffic to and from the use, geared more toward automobiles.
- Suburban Neighborhood** - Higher density residential neighborhood.
- Rural** - Lowest density, roads generally lined by undeveloped land, low density development, forests, farms, or open vistas.

# Map 13 - Circulation Plan

Town of Southbury, CT





### Pedestrian and Bicycle

While a community cannot alter people’s behavior (i.e., make them walk or bike rather than drive), a community can make these modes of transportation more viable by reducing barriers and providing infrastructure. An attractive and functional sidewalk and biking system also supports healthful lifestyles. A majority of survey respondents support the construction of additional sidewalks and bike paths.

Southbury has installed sidewalks in parts of the Town including along Main Street South. An attractive streetscape provides a more comfortable pedestrian environment. The success in Southbury is evident in that one almost always sees people walking on the sidewalks throughout the year.

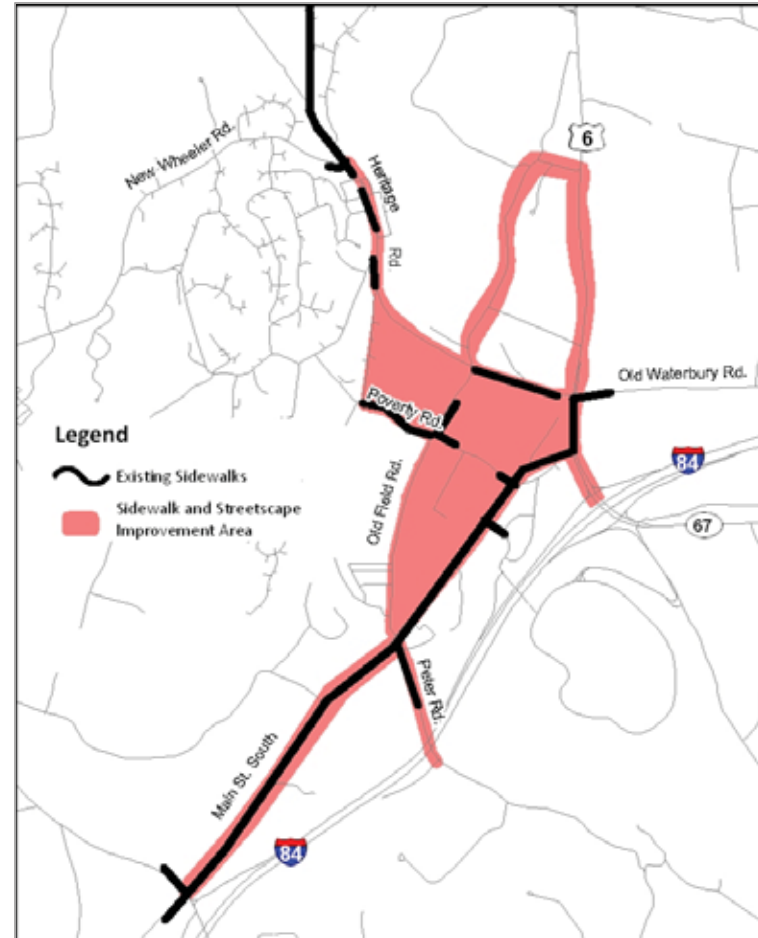
In areas of commercial and institutional development, such as the Town Government Center or retail and office sites along Main Street South, walkways from premises to premises are to be encouraged. The sidewalk network should be extended and upgraded, particularly in priority areas (Map 14 - Sidewalk and Streetscape Improvement Area Plan). Sidewalks should also be provided to serve schools, parks, playgrounds, and other areas of social and community oriented activities.

Since the sidewalks are relatively new, maintenance has not yet been a challenge. The Town should plan for regular maintenance of its sidewalk infrastructure. Crosswalks should be added, clearly marked, and maintained such that drivers are well aware of the potential for pedestrians on or near the crosswalks.

In addition to sidewalks, Southbury has an informal system of trails that are used for walking, bicycling and horseback riding. As the Town continues to develop, extension of these trails can

provide opportunities to interconnect residential areas, parks, open space, and schools. The possibility of bike lanes in the Town Center as well as on other town roads should be evaluated and, if safe and practical, should be added along selected roads.

**Map 14 - Sidewalk and Streetscape Improvement Area Plan**



### **Transit**

Inter-city bus and limousine services are currently available in Southbury, with bus connections to Waterbury, Danbury and New York City. The Travel Center provides convenience to travelers with indoor ticket sales, a waiting area and restrooms. This type of service and facility is to be encouraged but it is not intended that Southbury become a regional bus terminal.

Bus service within Southbury might not be feasible since Southbury's population density is insufficient to support a local bus system.

Transportation services are available for the elderly and disabled residents through multiple services such as taxis and minibus service. Such service is called "paratransit".

### **Car and Van Pools**

Major corporate employers in Connecticut have organized van and car pool systems for employees. These systems may be workable in Southbury. State car pool lots (Commuter Parking) are available at Exits 14, 15 and 16 of I-84.

## Program

### Goals

Provide a transportation system that supports existing and desired land use patterns, is consistent with the character of the Town, and provides for the mobility of residents, workers, and visitors.

Make best and economical use of the existing street and highway system wherever consistent with the plan for the Town while also preserving the scenic character of country roads.

Minimize impacts associated with transportation, such as congestion, pollution and loss of community character.

Encourage alternative transportation such as walking and biking to provide more transportation choices and promote a healthful lifestyle.

### Policies

- A. Recognize that available roads and highways can be used as a tool to guide the pattern and intensity of land development and to manage growth.
- B. Provide easy access to community services and facilities in Southbury.
- C. Assure adequate access for fire, police, ambulance and other emergency services.
- D. Maintain at least a LOS "C" on arterial routes, at all Interstate 84 interchanges, and along the entire length of

Main Street South at any hour and all days of the week. Maintain existing LOS on other routes.

- E. Maintain a LOS "B" in the Heritage Village road network, and other similar neighborhood road networks.
- F. Ensure that the maintenance of LOS goals does not detract from community character nor prevent improvements to other modes of transportation.
- G. Anticipate and monitor existing and potential traffic generators that could impact roads in Southbury, including possible impacts from activities in neighboring towns.
- H. Enhance alternative modes of travel, including:
  - Bus service.
  - Commuter lot enhancements.
  - Sidewalk improvements and extensions.
  - Trails, walking and biking paths, and bike lanes.
- I. Educate and encourage residents to consider the dedication of roads as scenic under the Town Code, Article III: Scenic and Rural Roads.
- J. Protect residential areas from excessive traffic.
- K. Preserve scenic and historic roads.
- L. Recognize and protect the aesthetic value of dirt roads.

## 2012 Southbury Plan of Conservation and Development

### Program Steps

1. Maintain a continuing traffic monitoring and count program, whereby significant changes are identified and LOS is evaluated.
2. Analyze the traffic impact of significant new development projects with regard to convenience and safety of travel, avoidance of congestion and maintenance of LOS classifications, taking into account the project, existing traffic and the traffic generation potential of all other land that may impact the roadway system in the future.
3. Account for and mitigate the impact which traffic capacity improvements may have upon landscaping and appearance along streets and upon the convenience of pedestrian travel.
4. Monitor state highway improvement projects and participate in preliminary planning when there is a potential impact on the Town.
5. Monitor new land uses in adjacent towns in the area of Exit 16 and Strongtown Road regarding traffic impacts.
6. Monitor development of the R-60C zone near Exits 13 and 14, consider the potential impact of future development, and include anticipated travel impact to and from Exits 13 and 14 in future travel analysis. Perform "most likely" and "worst case" development analyses.
7. Continue the policy that no development of buildings and structures is to occur when sole access to the premises would be from a town road or highway identified as "impassable".
8. New subdivision roads and new buildings and structures which are substantial generators of traffic are to connect to state highways or to town roads and highways identified as "Improved" and having pavement and other improvements capable of safely accommodating projected traffic without congestion.
9. Improve road connections especially when new residential development or subdivisions are proposed, where feasible.
10. Update the Main Street South traffic analysis report.
11. Consider enhancements to Main Street South to improve the appearance and calm traffic.
12. Ensure that road improvement projects in the Town Center and in Nodes consider pedestrian and bicyclists needs.
13. Encourage the reestablishment of a Transit Center to provide bus service to out-of-town locations.
14. Continue to extend the sidewalk network in the "Sidewalk and Streetscape Improvement Areas."
15. Upgrade and maintain crosswalks to be more pedestrian-friendly.
16. Monitor the condition of sidewalks and plan for their long-term maintenance.



2012 Southbury Plan of Conservation and Development

17. Look for opportunities to accommodate bicyclists on roads and through the creation of bike paths, such as along old rights-of-way.
18. Look for opportunities to connect destinations with walking and bike paths.



*Crosswalks encourage walking*



*Main Street South*

# Utilities

# 16

## Overview

The utilities within a town support residents, the business community and government functions on a daily basis.

The utilities available within a community can influence the type, location, and density of development. In this regard, water and sewer facilities are especially important. There is general agreement in the community to limit the extension of water and sewer systems so that undesirable growth patterns are not spurred.

There is also a clear desire to conserve energy and explore several appropriate alternative energy options.

### Survey Results

The Town should encourage the following alternative energy sources in Southbury:

#### Solar

Agree: 79%  
Disagree: 10%

#### Fuel Cells

Agree: 52%  
Disagree: 15%

#### Wind

Agree: 58%  
Disagree: 28%

#### Geothermal

Agree: 55%  
Disagree: 13%

## Inventory and Assessment

### Water

Southbury's water supply consists of private on-site wells serving individual homes, and four community systems in which a well, or wells, serves a larger number of people. The community systems in Southbury provide service to populations ranging from a few dozen to thousands. All of these systems, both community and private, depend on drilled wells. The principal water supply source is the Pomperaug Aquifer. These systems are described in more detail and shown on the Map 15 - Water Service Area Plan.

#### Heritage Water Company

Since 1998, the Connecticut Water Company has managed and operated the system. According to 2010 reports by HWCo, they supply water to just under 3,700 in Southbury. As part of its facilities plan, HWCo has outlined desired expansion areas in Southbury. Other longer term needs identified in the facilities plan include additional water storage and pumping facilities. For additional information on recent projects including the Waterbury interconnection, see p. 7-3.

Given the potential significant impact of the HWCo's stated intent for longer term expansion, the Planning Commission should gain detailed insight into HWCo's intent regarding the reasons for the facilities, the planned locations, and the physical bulk and appearance well before any HWCo proposal is brought forward to the Town's land use organizations.

There is a desire by HWCo and local fire officials to expand water service along major roads. The recent Fire Assessment

highlighted that a lack of public water for firefighting results in higher homeowner insurance rates. However, there is also a strong desire in the community to not extend utilities to areas not desired for intense growth. If the Town feels that the provision of public water for firefighting is critical, it will be important to maintain lower density zoning in areas without public water.

The primary source of supply for HWCo is the Pomperaug Aquifer. As noted in Chapter 7 of The Plan, the essential issues related to the aquifer are:

- Limited capacity of the Aquifer under all extreme weather and water demand conditions.
- Impact upon waterway flow conditions.
- Diversions out of the watershed.

Over the planning period, it will be important for the Town to monitor withdrawals from the Aquifer. Furthermore, an overall water budget for the Aquifer needs to be developed so that competing demands can be addressed and the overall integrity of the Aquifer maintained.

#### Southbury Training School

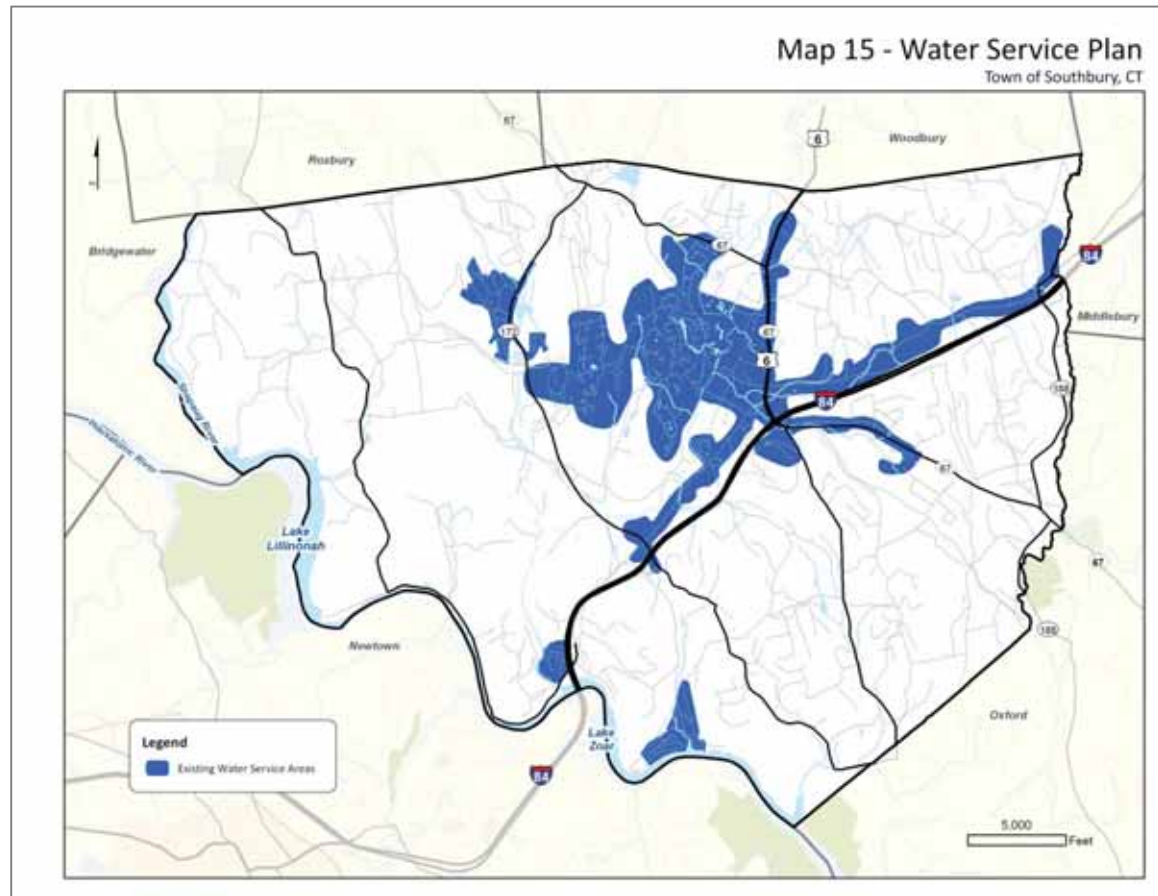
There are approximately 100 water connections at the Southbury Training School, serving the residents. As the number of residents at the School decreases, there will likely be excess water available in the short term. Reduction in the Southbury Training School population must not be used as a rationale to re-allocate the water for export. In the long term, the STS site will require water allocation for whatever uses are finally established. Water must be budgeted for the future uses.

Oakdale Water Association

This systems is very small with service to approximately 30 customers through seven connections. The area served consists of small lots and expansion possibilities are negligible. This Plan assumes that this area will continue to be served by a small community system and that the system is not likely to be expanded.

Lakeside Southbury

The Lakeside System is run by Aquarion Water Company and serves approximately 700 people through around 175 connections. The community system was necessary because of the multitude of small lots and the inability of siting wells on each lot. Although this area has little potential for more residential development, there is potential for more year-round conversion. This Plan assumes that this area will continue to be served by a small community system and that the system is not likely to be expanded.





## Sewer

The treatment and disposal of sewage is needed to protect the quality of the ground and surface water in the community and to protect the public's health. A majority of the sewage disposal in the Town is processed with on-site septic systems. Limited areas are served by community systems which involve a centralized collection and treatment design.

The local Water Pollution Control Authority is charged with designating and delineating areas to be served by a sewer system and areas where sewers are to be avoided. This Plan makes recommendations for sewer service areas, based on land use and environmental considerations.

Southbury has chosen a strategy of relying principally upon on-site septic systems for proper disposal of sewage. Community systems (structured systems) have been approved only where necessary to support a particular land use, and only after a determination that the land use benefited Southbury. There should be no sewer extensions except within a narrow range of conditions as covered above.

Map 16 - Sewer Service Area Plan delineates those areas of Town currently served by sewers. This approach to sewer service areas is consistent with the 2004 Water Pollution Control Plan. The Water Pollution Control Plan delineates Wastewater Management Districts, which require special attention in order to ensure that wastewater disposal issues do not arise. This Plan supports the strategies outlined to prevent and alleviate issues in those districts. In addition, efforts to ensure appropriate maintenance and repairs of individual septic systems will remain important.

### Southbury Training School

It is understood that the Southbury Training School system will eventually connect to the Heritage Village system. The STS had been permitted at 400,000 gpd but as they continue to decrease in size, they have been using 270,000 gpd and expect to decrease further to 180,000 gpd. If the full 400,000 gpd from the STS were to be transferred to the Heritage Village system, there would likely be little if any extra capacity left in the system.

### Heritage Village (HV) Treatment Plant

This community system services Heritage Village and adjacent areas, to include East Hill Woods, Grace Meadows, Heritage Crest, Heritage Circle, Pomperaug Woods, and Traditions. The treated wastewater is discharged to the Pomperaug River. The design flow rate of this system is 780,000 gpd. Daily flows vary between 370,000 and 440,000 gpd.

### International Business Machines (IBM)

The corporate office complex has an engineered sewage disposal system. The system discharges into the Pomperaug River. The system is designed for wastewater flows of 83,000 gpd, and has a current flow rate within the design capacity.

### Middlebury Collection System (Naugatuck Wastewater Treatment Plant)

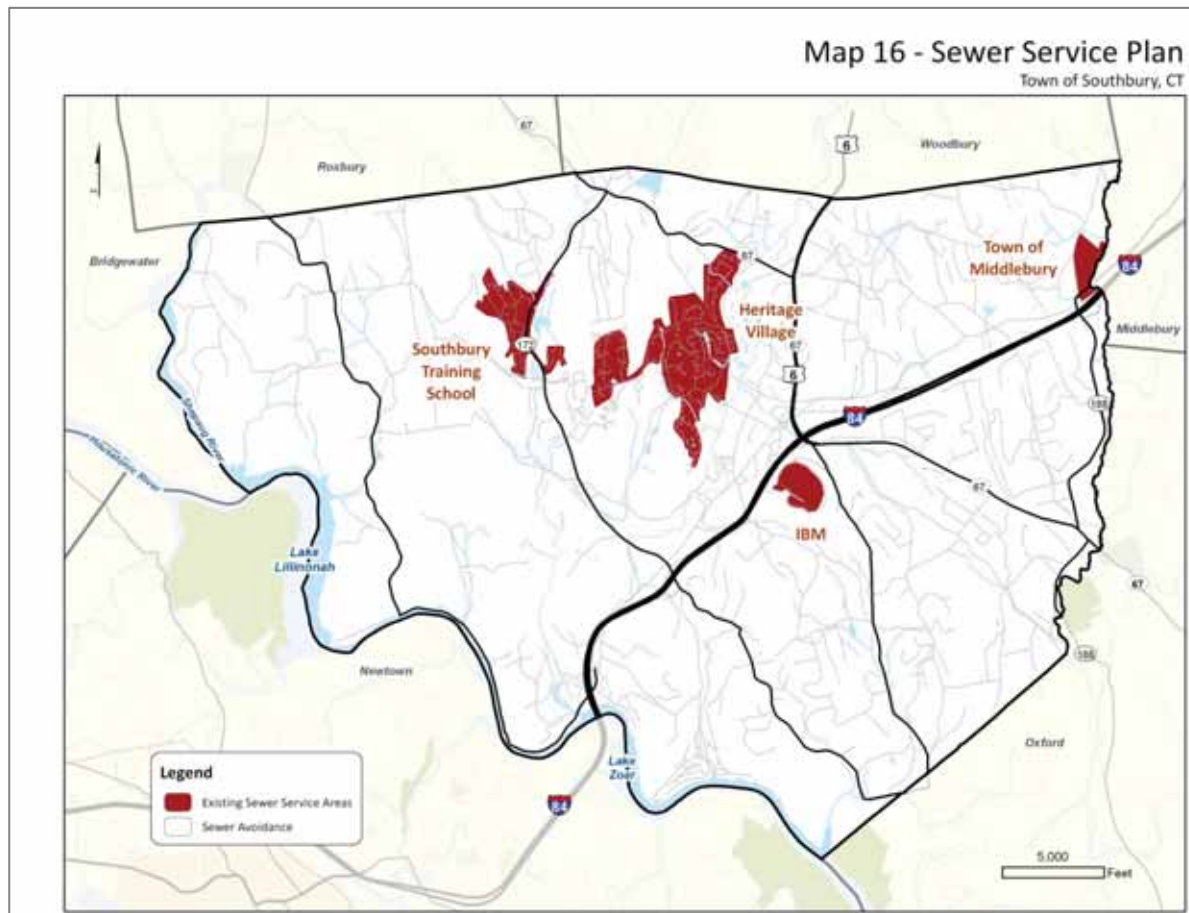
The Regional High School and the Crowne Plaza are served by sewer lines from Middlebury. (Middlebury has an agreement with Naugatuck for sewage disposal at their treatment plant). These properties discharge into a pump station in Middlebury. The pump station is at capacity. Any additional sewer service in this area would require upgrading the pump station.

Old Field Condominiums

This community system consists of four septic fields that serve 48 units in multiple buildings. This system is a site-specific design and has no capacity to serve other properties. The Old Field Condominium Association is charged with operating, maintaining, repairing, and replacing the systems.

Additional Sites

A number of businesses and residential developments also have large on-site septic systems which generate greater than 5,000 gallons per day.



### **Communications Utilities**

Communications have been and continue to advance at a very quick pace. Access to the latest communication technologies and services provides a high quality of life for residents and can help retain and attract businesses that depend upon quick and reliable communication. The provision of land lines and wireless telephone, television and internet services are outside of local control. However, towns can work with providers when they are locating facilities in the community. Highly visible communications facilities, such as towers, communications sheds and attachments to utility poles must be designed and located so as to have minimal visual and aesthetic impact.

### **Electricity and Energy**

Electric service is provided by Connecticut Light and Power (CL&P). CL&P has indicated that they expect they can meet the needs generated by growth in the Town over the next ten years, particularly since most commercial growth would occur in areas served by three-phase distribution (the “backbone” of distribution, according to officials). There are some areas that might require line extensions depending upon the nature of future development (e.g., near Judd Road, and on portions of Old Waterbury Road).

To improve upon electric service and maintain quality service, regular tree trimming should be encouraged while minimizing the visual impacts through careful monitoring of trimming practices. Coordination with electrical power supplier(s) and Southbury DPW must occur prior to cutting and trimming.

Natural gas is provided in limited areas by Yankee Gas. Service runs along Main Street North, Main Street South and South

Britain Road. No major upgrades or extensions are planned. Generally Yankee Gas will extend the gas line as requested and paid for by land owners. Yankee Gas indicated they can meet needs generated by growth in Southbury over the next ten years.

Residents indicated a strong interest in exploring alternative and renewable energy sources in Southbury, such as solar, wind, geothermal and fuel cells. The Town should review its Zoning Regulations and define appropriate design and siting standards to allow appropriate alternative energy sources in Southbury.

The Town can also encourage businesses in the “green energy” sector to locate in Southbury. Having a presence here can raise the visibility of alternative energy options.

Lastly, as discussed in Chapter 14, the Town should continue to make its buildings energy efficient and explore alternative sources for meeting municipal energy needs.

## Program

### Goals

Continue general use of individual on-site wells, supported by proper densities and controls on pollution.

Avoid the extension of the public water supply system within Southbury.

Continue successful operation of the sewer avoidance program.

Allow a wide range of wired and wireless utilities to add technological advances to business areas and community residences while striving to improve the appearance of the community.

Increase access to and use of renewable and alternative energy sources.

Allow for the expansion of natural gas service to allow residents a choice of fuel energy sources.

### Policies

- A. Consider new community water systems as may be justified by the pattern of development when there is a measured and clearly documented adequate supply, professional design and formal management.
- B. Preclude any extension of the structural sewer system (HV and STS) outside the designated service areas.
- C. Consider local area in-ground community systems where necessary to solve existing disposal and water quality problems or to support a desirable pattern of development such as cluster housing.
- D. Limit other structural sewer systems to individually owned projects where the use fits the plan of the Town and is consistent with other goals and policies.
- E. Support the upgrade of communications utilities to help the community advance technologically.
- F. Ensure that wireless communication facilities have low visual impact.
- G. Support the burying of existing and new wired utilities.
- H. Encourage the provision of renewable and alternative energy sources (e.g., solar, wind, fuel cells, geothermal) that are located and designed to be compatible with community character.



## 2012 Southbury Plan of Conservation and Development

### Program Steps

1. Support planning for a well-balanced HWCo system taking into account long-range local needs, safe draw from the Pomperaug Aquifer, and potential development of additional groundwater supply sources.
2. Annually review aquifer withdrawal data and participate in permit reviews. Assure that the usage profiles are consistent with the predicted drawdown rates.
3. Work with appropriate state agencies and local representatives to state government with a view: (1) to recognizing local, long term water supply needs, (2) maintaining the recharge versus draw balance in the Pomperaug Aquifer, and (3) limiting and budgeting the export of water from the Pomperaug Aquifer recharge area.
4. Require full documentation for any newly proposed community water systems to ensure that there will be adequate supplies (including during periods of adverse climate conditions and high draw down from existing and planned water users), appropriate design, evidence of maintenance, and proper operational and fiscal management.
5. Implement the administrative and educational measures necessary to support the sewer avoidance program.
6. Update, as necessary, the Zoning Regulations to reflect the recommendations of the Water Pollution Control Authority's most current "Waste Water Facilities Plan."
7. Establish programs for septic tank surveys and inspections and mandatory septic system pumpouts.
8. Continue to require that new utilities be placed underground.
9. Strive to place existing utilities underground, especially in commercial areas such as the Main Street Center area.
10. Continue with the necessary but limited extent of tree trimming to help maintain community character.
11. Coordinate with electrical providers prior to tree trimming.
12. Review the Zoning Regulations to identify opportunities for renewable energy sources.

# Future Land Use Plan

# 17

## Overview

The recommendations of each of the preceding chapters have been organized to present an overall Future Land Use Plan for Southbury. This section is a reflection of the stated goals, objectives, and recommendations of the Plan, as well as a summation and integration of the various elements of this Plan of Conservation and Development. Essentially, the Future Land Use Plan is a statement of what Southbury should look like as it evolves over the long term.



*Land to preserve.*

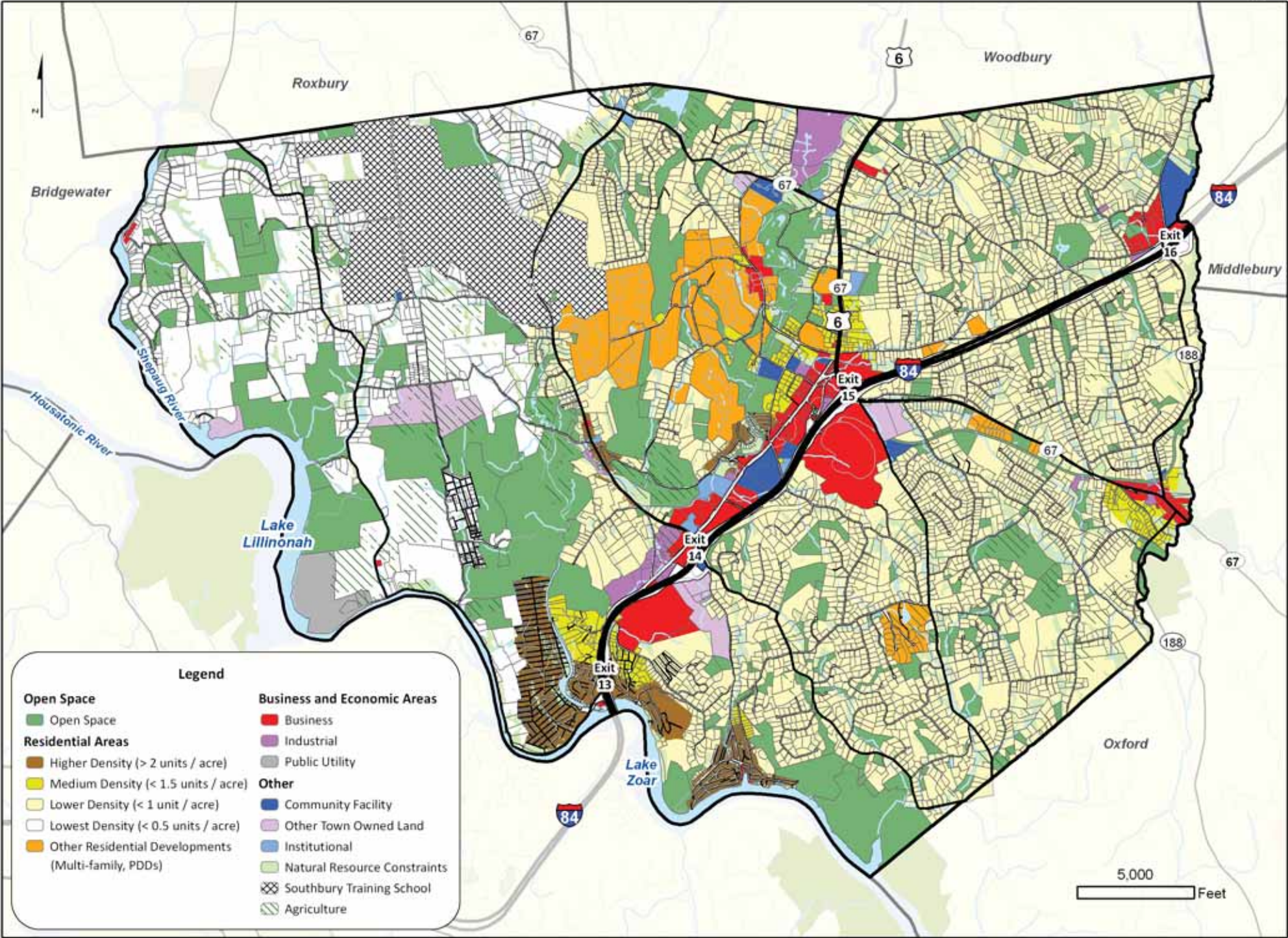
## Description of Future Land Use Categories

Natural Resources and Open Space	
<b>Existing Open Space</b>	Areas that are currently preserved or used for open space purposes or active recreation.
<b>Natural Resource Constraint</b>	Areas with environmental constraints which warrant protection.
Housing and Residential Areas	
<b>Lowest Density</b>	Areas where density less than one half unit per acre would be expected due to sensitive natural resources, infrastructure limitations, or desirable patterns of development.
<b>Low Density</b>	Areas where residential development is expected to occur at a density less than one unit per acre.
<b>Medium Density</b>	Areas where residential development is expected to occur at a density less than two units per acre.
<b>Higher Density</b>	Areas where residential development has occurred at a density of greater than two units per acre.
<b>Other Residential Development</b>	Areas of residential planned development or existing multi-family developments.
Business and Economic Areas	
<b>Business</b>	Areas currently used for or intended for economic development. Refer to Map 11 on page 13-3 for distinctions between business areas.
<b>Industrial</b>	General industrial uses.
<b>Public Utility</b>	Areas used for public energy, electricity and other utilities.
Other Areas	
<b>Community Facilities</b>	Areas that have been developed or are intended to be developed for community facilities (excluding recreation areas).
<b>Institutional</b>	Areas that are developed for institutional uses (non-profit or governmental use other than the Town).
<b>Southbury Training School</b>	Special area that requires additional planning to determine future land uses. Preservation of a substantial portion for open space and farming is desired.



# Map 17 - Future Land Use Plan

Town of Southbury, CT





## Consistency with State and Regional Plans

In accordance with Connecticut General Statutes Section 8-23, the Southbury POCD was compared to the 2008 Central Naugatuck Valley Regional Plan of Conservation and Development. The Statutes also required that the POCD is compared to the State Conservation and Development Policies Plan and State Growth Principles.

As of this writing, the State has issued a draft 2013-2018 Conservation and Development Policies: A Plan for Connecticut. The draft state plan is organized around the State's Growth Management Principles. The State has also prepared a first draft of the Locational Guide Map. However, since the State has emphasized that the map is secondary to the written growth management principles and the map is still being modified, it is not included in this POCD. The Town should continue to review the draft map, provide edits as needed and note inconsistencies.

The State has not yet prepared a map so therefore a map comparison is not provided at this time.

### State Growth Principles

The Southbury POCD has been evaluated for consistency with the six State Growth Principles:

- **Principle 1** - Redevelop and revitalize regional centers and areas with existing or currently planned physical infrastructure.

**Consistent:** The Southbury POCD encourages business development within areas already slated for business

development and supports the reuse of vacant commercial buildings. The POCD supports the continued allowance, through zoning, of apartments above retail thereby allowing some degree of mixed use development. Southbury has limited water and sewer infrastructure and limits the location and extent of development based on infrastructure availability.

- **Principle 2** - Expand housing opportunities and design choices to accommodate a variety of household types of needs.

**Consistent:** Southbury currently offers a wider range of housing types than neighboring communities and the POCD anticipates that Southbury will continue to do so. The POCD also supports the continued allowance of apartments above retail and accessory units.

- **Principle 3** - Concentrate development around transportation nodes and along major transportation corridors to support the viability of transportation options.

**Consistent:** Southbury's development patterns are arranged by and guided by major transportation corridors. The POCD continues this by planning for future development mainly along and near major roads. The POCD also supports expansion of the sidewalk network and creating opportunities for biking around town.

- **Principle 4** - Conserve and restore the natural environment, cultural and historical resources, and traditional rural lands.

**Consistent:** Southbury's natural environment, cultural and historical resources, open space and farms contribute greatly to town character. Residents strongly support continued efforts to preserve and protect these resources, particularly through open space acquisition. The POCD contains numerous goals, policies and steps to protect the Town's natural and built resources.

- **Principle 5** - Protect and ensure the integrity of environmental assets critical to public health and safety.

**Consistent:** The POCD dedicates a separate chapter for protecting the Pomperaug Aquifer since its protection is important to the health of the Town and region. The POCD also addresses minimizing drainage and flooding issues, air quality, and the protection of other environmental assets that contribute to the health and safety of the community.

- **Principle 6** - Promote integrated planning across all levels of government to address issues on a statewide, regional and local basis.

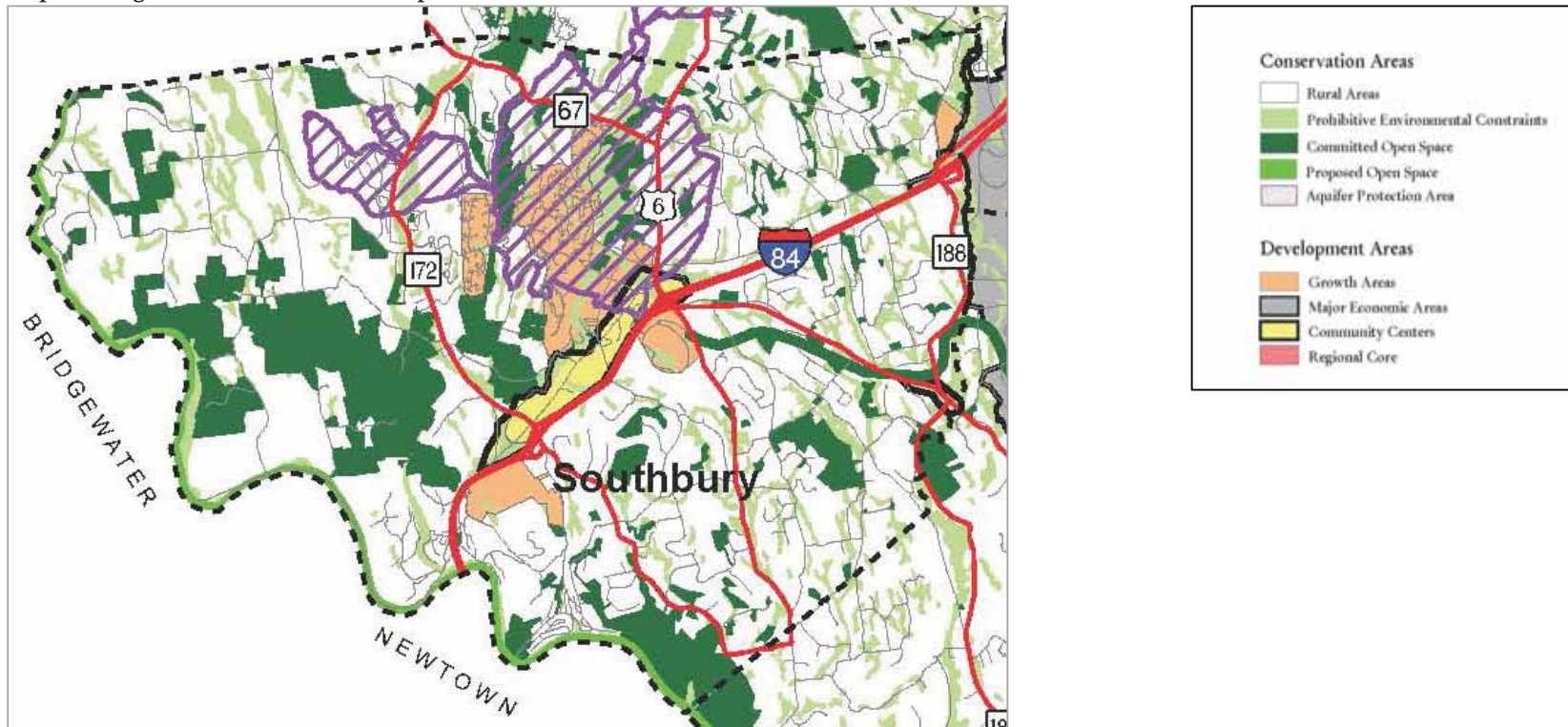
**Consistent:** The POCD acknowledges and promotes coordination with the region, the State, neighboring communities and others such as when protecting drinking water, planning for transportation and in determining the future use of the Southbury Training School, among other issues.

**Regional Plan**

The Southbury POCD is sufficiently consistent with the Regional Plan. However, the Regional Plan does not have a category for small villages or hamlets, such as the existing nodes and potential nodes shown on Southbury’s Community Structure Plan, specifically South Britain and Southford. These are two areas where limited and appropriate development can enhance the village nature of these areas.

The Southbury POCD was also evaluated for consistency with the key policies contained in the regional plan. Only those regional policies which have actions for local implementation are summarized on the next page.

Map 18 – Regional Land Use Plan Excerpt



## 2012 Southbury Plan of Conservation and Development

- **Land Use and Growth Patterns:** Guide the location of growth towards regional centers and areas with infrastructure.

**Consistent:** Southbury's Future Land Use Plan accounts for growth in areas with adequate infrastructure and generally does not support the extension of water and sewer outside of these areas.

- **Natural Resource Conservation:** Protect water resources, related land use intensity to the capability of the land, support efforts to protect natural resources.

**Consistent:** Protecting water quality, especially that of the Pomperaug Aquifer, is a key component of the POCD. Environmental constraints factor into the Future Land Use Plan and supporting policies so that land use types and intensities reflect the capability of the land. The POCD includes policies and steps to protect other natural resources including surface water, habitat, air quality and others.

- **Housing:** Increase opportunities of affordable housing, promote a variety of housing types, promote housing that allows for a variety of transportation types, encourage residential settlement patterns that use existing infrastructure, continue efforts to enhance the character of the community.

**Consistent:** The POCD supports a continued supply of diverse housing types and the allowance of accessory apartments and apartments above retail (i.e., lower cost housing opportunities). The POCD also supports efforts to create additional affordable elderly housing. The POCD proposes extending sidewalks and creating bike

paths, which would provide new transportation options for some neighborhoods. Housing densities indicated on the Future Land Use Plan account for the locations of infrastructure. The POCD includes a full chapter dedicated to preserving community character.

- **Transportation:** Maintain and improve walkways and bikeways, coordinate land use and transportation.

**Consistent:** The POCD promotes the extension and maintenance of the sidewalk network and seeks opportunities for bike trails and lanes. Traffic implications of new development are a strong consideration in the POCD.

- **Open Space:** Protect more open space, coordinate and prioritize open space, use a broad range of tools, preserve open space action areas, critical environmental areas, and areas threatened by development.

**Consistent:** The POCD recommends that the Town preserves 25% of land as open space by 2025. The Future Land Use Plan recommends preserving as open space those areas with natural resources and other areas that meet criteria specified in the POCD.

- **Water Supply & Sewer Service:** Reduce the impacts of sewage discharge, use the infrastructure system to guide growth, carefully manage existing infrastructure.

**Consistent:** The POCD supports maintaining and improving water quality. Southbury has limited water and sewer infrastructure and limits the location and extent of development based on infrastructure availability.





# Conclusion

# 18

Southbury's 2012 Comprehensive Plan of Conservation and Development provides a realistic and detailed vision of how the Town is anticipated to evolve over the next ten years. Our emphasis in this Plan is to continue to protect our natural resources and preserve historic and rural assets while recognizing the need to support high quality economic development in a balanced manner. We appreciate and recognize the depth and thoughtfulness of the responses we received from our citizens via the Town-wide survey, from meetings with Town Boards and elected officials, and from the public meetings held with our residents.

Especially rewarding is the consistency of citizens' responses to similar Planning Commission surveys taken over the past several decades that indicate a clear desire to see Southbury remain on the path of maintaining the small town, rural feel while continuing to provide the right mix of local business and services.

The success of this Plan depends on continual implementation by the Planning Commission, Boards and Commissions, and of course the community at large. Southbury has a consistent history of preparing, adopting, updating, and taking action on the goals and strategies contained in each Comprehensive Plan. Working together, we can preserve the character and quality of life for all citizens.



*Platt Farm on Flood Bridge Road*



*Community gardens at Settlers Park*



# Appendix A: Technical Supplement 1: Criteria for Cluster Residences

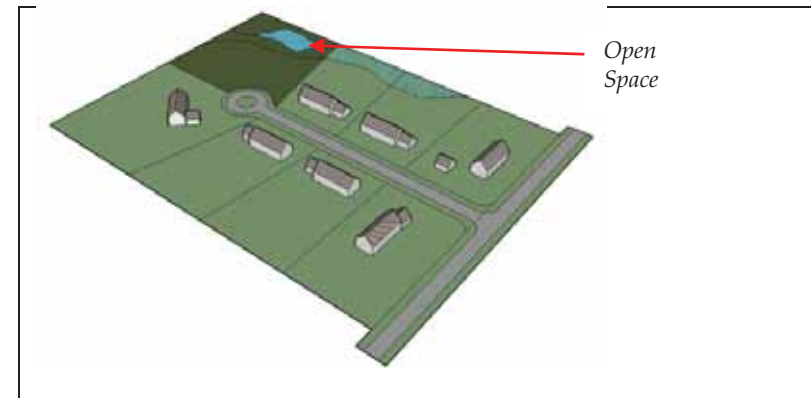
# A

The Plan of Conservation and Development establishes overall goals for community character and housing and incorporates a policy to consider an alternative form of residential development, such as residences in clusters. The Housing and Residential Areas recommendations of the Plan identify "cluster residences" as a useful variation from the typical single-family development of individual lots, 1½ to 3 acres in size.

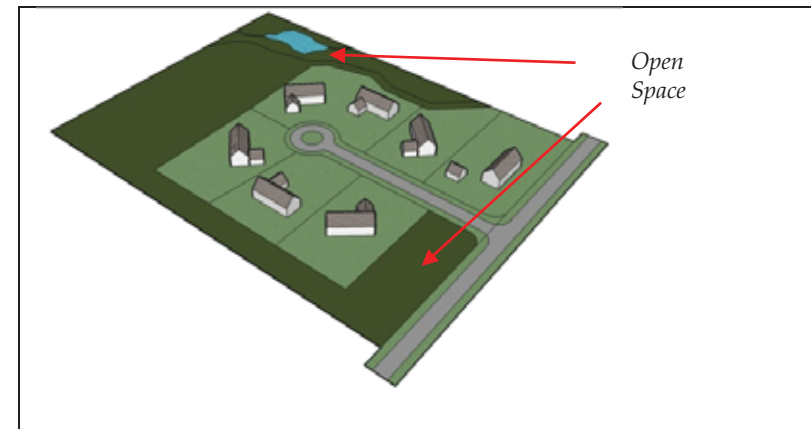
This Technical Supplement 1 defines the nature of cluster residences, identifies the circumstances in which they would be appropriate, and recommends minimum standards and essential procedures under which cluster residences should be considered.

## Definition and Intent

Clustered residential developments are found throughout Connecticut and the Country. The form may be a housing project in an undeveloped section of town, an apartment or condominium on a large tract, or garden apartments with community play areas where land would otherwise have been a checkerboard of streets and houses on small lots. Clustered development is an alternative to the typical pattern and enables dwellings to be arranged in a pattern that preserves more open land, requires less street paving, and provides economies of construction including the extent of utility systems.



*Conventional subdivision – 7 houses*



*Cluster subdivision – 7 houses*



## 2012 Southbury Plan of Conservation and Development

The overall goal of cluster development is to achieve a sense of openness and a rural environment in Southbury.

The predominant residential land use in Southbury is the single-family house on a 1½ to 3 acre lot. This pattern results in ample outdoor space for each family, reasonable spacing between dwellings for comfort and privacy, and a site suitable for a well and septic system. In light of the POCD's goals and policies to conserve the country and scenic character of the Town and to promote continued farming activity, this current pattern of residences spread throughout the Town will not always be desirable.

Cluster residences in Southbury, then, means the grouping of eligible dwelling units:

- Away from the scene of rural views and vistas afforded the public.
- Away from sites and areas of special natural environments.
- Off of productive farmland.

On a tract of land, the grouping of dwellings away from sites and areas of rural value is a variation from the typical subdivision and introduces secondary concerns, such as effect upon the character of the adjacent single-family neighborhood, the bulk of dwellings seen from streets, provision for water supply and sewage disposal and measures for conservation and ownership of open spaces. The cluster pattern is intended to be useful in special cases where circumstances warrant and there are sound solutions for alternative designs. Cluster residences are not intended to be the typical pattern for residential development in Southbury nor a means to achieve maximum

exploitation of property that would otherwise be costly or difficult to develop.

### **Warrant for Cluster Residences**

The land circumstances that bear out the appropriateness of cluster residences consist of the following:

- Scenic areas, views and vistas, as observed from public streets that are Arterial, Primary Collector or Secondary Collector Routes. This may include open fields, farmland or pasture adjacent to the roadway or may be a distant vista.
- Special environments of mature forest growth, wildlife habitat, water bodies and meadows, and historic sites, that otherwise might be degraded by typical subdivision.
- Active, productive farmland that is cultivated or used as pasture in a sufficient economic unit, especially including prime farmland (as defined by the US Department of Agriculture) or Farmland of State-Wide Importance .

Initial consideration of cluster must include an evaluation of and findings of the above circumstances. When these resources exist there is warrant for consideration of the cluster pattern.

As recommended in the Program Steps under the Housing and Residential Areas Program, advance identification of these special circumstances can be made by the Town, community groups and property owners. Scenic areas and vistas can be identified by the public; evaluation of rural

values in particular cases may need assistance from experts in landscape design, soils, agriculture and the environment. The design and management plan for a cluster residence project must clearly and successfully address preservation of the rural values found at the site.

### **Eligible Units for Clustered Dwellings**

Each tract of land can be assumed to have potential for a particular number of single-family dwellings on individual lots. The number will depend upon applicable zoning, size and shape of tract, soil conditions, topography, wetlands and street layout feasibility. It is that practical number of eligible dwelling units that may be grouped away from sites of significant rural value.

The eligible dwellings for a cluster development can consist of:

1. Single-family dwellings fronting on new streets but having lots that are simply smaller than would ordinarily be provided.
2. Single-family dwellings, each with a small plot of land and with access drives and common open areas owned and maintained by an association; the same physical pattern could be achieved by condominium ownership.
3. Attached dwelling units in single ownership and rented, or owned as a co-op or condominium.
4. Some combination of the above.

### **Minimum Standards**

In addition to the types of units eligible for cluster developments, the following standards should be met:

- The total number of dwelling units is not to exceed the number of lots that could reasonably be subdivided for single-family dwellings on the tract.
- In general, a tract size of 25 acres or more is necessary to have a significant conservation achievement but smaller areas along scenic roadsides and around special natural environments could be considered.
- When dwelling units are attached, there should be no more than four units per building. Each unit should have ground level access, and buildings should have architectural features and bulk in harmony with single-family house design.
- Water supply systems are subject to approval by the Health District and under certain conditions by the State.
- Sewage disposal systems are also subject to approval by the Town Director of Health. Community systems will also need Connecticut Department of Energy and Environmental Protection approval plus a management plan approved by the Southbury Water Pollution Control Authority.
- Off site community sewage disposal is not encouraged and not endorsed as a technique to achieve a cluster site development.

## 2012 Southbury Plan of Conservation and Development

- Building setbacks from existing streets and the perimeter of the tract should be greater than required in the applicable zoning district. The extent of setbacks should be adjusted to avoid massing and intrusion effects and will take into account mitigating effects of forest belts and topography.
  - A management plan should address measures for ownership, maintenance and permanent conservation of the rural resource lands being protected. Special measures may be needed with regard to farmland continuance.
  - A residential management plan should address measures for ownership, operation and maintenance of any water supply, sewage disposal, roadways, drainage and common lands and facilities shared among the dwellings.
4. Establishment of a design policy plan for the tract, including:
    - Delineation of preservation areas.
    - The building area and number of units.
    - Access to building area.
    - Tentative location of individual lots, buildings, water supply, sewage disposal and other features.
    - An outline for management of open space, building area and support facilities.
  5. Final design of the cluster residence site, in form similar to a subdivision or site development plan, plus completion of management arrangements for the entire tract.

Under land use regulations, Steps #1 through #4 should be viewed as "legislative" measures and Step #5 as "administrative".

### Procedure

To accommodate cluster residences some modification of the current Southbury land use regulations will be needed. The process of actual project review would involve steps as follows:

1. Determination of eligible dwelling units (potential typical house lots) on the tract under current zoning (this could be limited to a sketch plan process).
2. Identification of the scenic, conservation and farmland resources by site evaluation.
3. Evaluation of land use, landscape and scenic condition of the larger neighborhood around the tract.

# Appendix B: Technical Supplement 2: Criteria for Multi-Family Dwelling Groups

# B

The Plan of Conservation and Development, which establishes overall goals for community character, incorporates a policy to consider multi-family dwelling groups as an alternative form of residential development. The recommendations of Housing and Residential Areas of the Plan identify additional attached dwellings (not age restricted) as a means to provide housing opportunities in Southbury.

The purpose this Technical Supplement 2 is to outline community concerns about attached dwellings, describe desired results and establish minimum standards, location criteria and procedures under which multi-family dwelling groups should be considered.

## Concerns and Parameters

Most multi-family dwellings in Southbury have occurred in relatively small, attractive developments with site layouts that preserve land. Most dwelling units have ground level entrances to the living space.

This pattern is in clear contrast to projects found in other municipalities. New multi-family dwellings seen elsewhere often includes flats in 3-story buildings, long rows of townhouses that form enclosures or are visual barriers, and concentrations of multiple units and parking lots crowded onto a site and as luxury high rise apartments with multi-deck garages. These patterns are not consistent with the theme of a rural and

open appearance for the community and are not appropriate in Southbury.

This Plan of Conservation and Development confirms that Southbury is primarily viewed as a community of single-family houses and as having a country and scenic character. Multi-family dwelling groups must fit and uphold Southbury's basic residential concept and character.

The first priority is that any multi-family dwelling must present an appearance from the street and from the side and back yards that is consistent with the lots and homes in the general area in order to preserve property values.

Secondly, the intent of this Plan is to disperse such housing geographically to avoid a concentration which would alter the traditional residential and rural character of Southbury.

Next, new multi-family dwelling units are likely to be sold or rented at prices less than new single-family dwellings. While lesser cost is a part of the goal of a balance of housing opportunity, less cost expands the market potential. Proposals for attached dwelling projects in unbridled numbers could occur due to Southbury's regional accessibility and would upset the growth management goals of this Plan.



Lastly, sites for multi-family dwelling groups might be served by public water supply but central public sanitary sewers and mechanical treatment plants for new general housing development are not a part of this Plan. Sewage disposal for attached dwellings is to consist of permanent on-site systems that maintain established groundwater quality in regular and drinking water aquifer situations and avoid any foreseeable need for rescue through construction of a central sewer system.

It is, therefore, found that only if all of the following basics are met, multi-family dwelling groups are considered a part of the program for housing in Southbury:

- Multi-family group development is to be phased over a period of time and tested as to the effectiveness of planning and design criteria, and the sum of the number of dwelling units in multi-family groups is not to exceed 220 by the year 2022.
- Multi-family groups are to have a location, massing, design and site occupancy that support the single-family, country and scenic character of the Town.
- Adequate water supply and on-site sewage disposal at conservative standards are to be assured.

Sites for new multi-family dwelling groups are not predetermined on Map 10 - Housing and Residential Areas Plan. It is intended that projects advanced by the market place be tested against the criteria of this Technical Supplement. At 2.9 units per gross acre of prime building land, about 76 acres would be used for 220 attached dwellings by the year 2022.

### **Site and Building Criteria**

A "multi-family dwelling group" is a property with buildings containing two or more dwelling units, driveways, lawns, parking and recreation amenities that are used in common by the occupants. Units may be rentals, condominiums, or cooperative association ownership. Special characteristics for such a group in Southbury are as follows:

1. The number of dwelling units on the site are not to exceed 2.9 per acre after subtraction of the area of all wetlands, water bodies and significant sections of steep slope (grades in excess of 15%). A site may not have the capacity to support that number per acre, or any attached units at all, because of other limitations such as insufficient water supply or sewage disposal resources.
2. Each dwelling unit should have ground level access. There may be building entrances that are common to two or more units. In most cases, the number of dwelling units in a building should not exceed four.
3. Buildings should be a one story or two stories maximum in height with a gable, gambrel or similar pitched roof. The shape and mass of a building referring to the visual effect of height, length and depth in combination with the way roof lines, facade breaks, dormers, windows and other exterior features are handled should be reasonably consistent with the shape and mass of what could be a large single-family house. Obvious sameness of shape from building to building should be avoided. Exterior materials should be wood, brick or stone; indigenous architectural features are preferred depending upon location.

4. From 1.5 to 2.0 parking spaces should be provided for each dwelling unit and located within or adjacent to the unit. Garage parking for at least one car per unit is preferred. Guest parking can be located away from the unit but parking lot type layouts are to be avoided. Garages and parking spaces should not be the main visual presentation for persons off-site or entering the site.
5. Public water supply for the dwelling group is preferred and may be a necessity with on-site sewage disposal. On-site, in ground sewage disposal systems are to meet all State Health and Department of Energy and Environmental Protection standards, and 100% reserve system sites are to be tested and proved. Soil pipes should exit each unit directly to a collection line feeding the disposal system.
6. A variety of dwelling unit types and floor areas should be provided within each dwelling group. Larger groups should include some units with smaller floor area (550 to 750 square feet) and one bedroom, especially suitable for single-person households.
7. The site arrangement of driveways, building placement, parking and grading should take advantage of natural features (mature trees, wooded areas, ground formations) and present a pleasing effect on-site and off-site. Graded, seeded and planted embankments can be used to screen parking areas and garages but total clearing and reshaping of the site is to be avoided. While new landscaping requires care and time to grow, initial plantings should be sufficiently mature to be significant from the start.

#### **Location Criteria**

The key to consistency with the single-family country town and scenic character of Southbury is location in combination with site and building design. The "don'ts" of location and design are to avoid intrusion on established local residential subdivision streets, massing of buildings along street fronts, intrusion upon scenic views from streets and invasion of natural ridgelines that are part of the scenery. These negative features can be avoided by suitable building location, topographic features, landscaping or not building the dwelling group at all. Some particular aspects of location are as follows:

- The dwelling group will need driveway access from a suitable public street or highway. Access should be from an Arterial or Collector Route.
- Sites should accommodate a small number of units, (e.g., four to eight) or less when adjacent to established single-family neighborhoods, so that the site does not dominate the neighborhood nor become the nucleus for a spreading pattern.
- A property may be planned as a combination single-family house subdivision plus multi-family dwelling group.
- Sites on the Pomperaug Aquifer as shown on the Pomperaug Aquifer Protection Areas Map will not meet the sewage discharge limitation policy of this Plan unless specially approved by the State Department of Energy and Environmental Protection as having location and septic system design consistent with drinking water quality standards.

## 2012 Southbury Plan of Conservation and Development

- Multi-family dwelling groups will not be consistent with the Southbury Historic District or any other area that is eligible for designation as a historic district. Such groups may, with colonial design, be a part of the environs of such a district. The Southbury Historic District and environs, however, are largely upon the Pomperaug Aquifer.

### Procedure

The Plan and this Technical Supplement affirm the number of units and minimum design and location criteria that must be imposed in order to maintain Southbury's growth policy and residential and scenic character. The process of actual project review will need to address in a clear and positive way:

- The testing of planning and design criteria and the eligible number of units in the town-wide formula, phased over time to the year 2022 such that not more than 40% of the 220-unit quota is built in any half of a calendar decade.
- Specific site and building design.
- Consistency with location criteria.

The review process will need to involve the participation and understanding of Southbury citizens and two basic steps as follows:

1. Planning: a site evaluation; measurement against established criteria; determination of access; identification of essentials for neighborhood and scenic consistency; proof of water supply, sewage disposal and drainage capability; preliminary plan of the site and

buildings to establish capacity and visual character; and a program for ownership and management.

2. Final Design: the preparation, review and approval of all design details - roadways, buildings, drainage, septic, water supply, landscaping, parking, lighting - for suitability, quality and consistency with criteria and the conclusions of the planning step.

Under land use regulations, Step 1 should be reviewed as a "legislative" or "special use" procedure that must be consistent with the Plan of Conservation and Development and Step 2 as "administrative."

# Appendix C: Community Survey

# C

## Overview

The Town of Southbury mailed community surveys to 8,866 households in June 2011 and asked respondents to return the survey by mid-July. A total of 2,015 surveys were completed and analyzed. This is a response rate of 23%, or a little more than one in five households.

This report provides the results of the survey and compares the demographics of respondents to the Town's demographics (based on available Census data). Because there were so few respondents in the 18 to 25 age range, they are not included in the cross tabulations by age.

Where possible and meaningful, comparisons are made to the 2001 survey, conducted as part of the 2002 Plan.

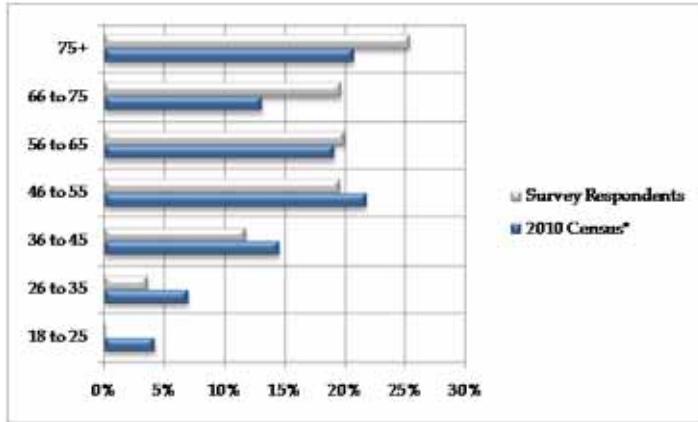
## Key Findings

- Residents are pleased with the overall quality of life in Southbury, more so than in the 2001 survey.
- Residents believe that the Town is doing a good job protecting natural resources, also more so than in 2001.
- While almost 80% of respondents support the preservation of open space, less than half support such efforts if it will increase taxes. There was more support for open space preservation in 2001.
- There is little support for affordable housing or cluster housing in Southbury. It may be useful to determine if there are misconceptions about what these two terms mean.
- Overwhelmingly, respondents feel there are too few entertainment and cultural facilities in Southbury.
- Perceptions of congestion depend upon how long a respondent lived in Southbury. The majority of those who lived in the Town for less than ten years do not believe congestion is an issue. Conversely, the majority of those who lived in the Town longer than ten years do believe that congestion is an issue.
- Support for constructing additional sidewalks varied by which part of Southbury the respondent lives in and how long they lived in the Town. Strongest support is from those who have lived here for less than five years and those who live in Area B (roughly the Heritage Village area).



## Detailed Results

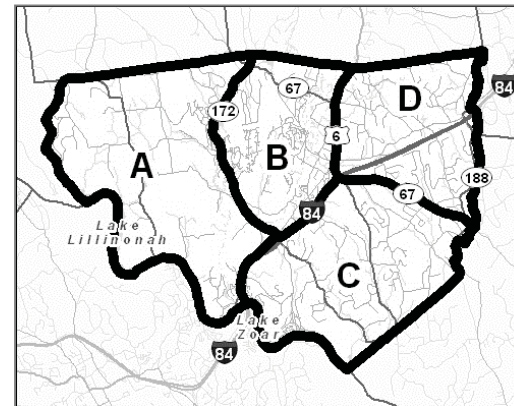
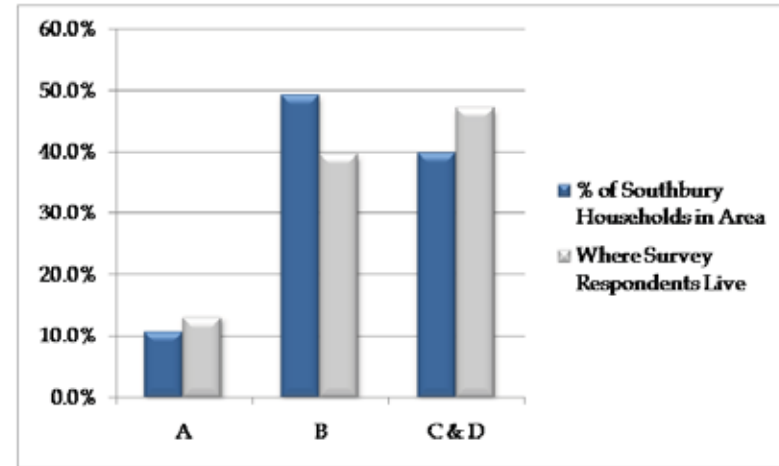
The survey had an over-representation of residents that are age 56 and older and, conversely underrepresented younger households.



\*The Census age groups do not match exactly.

The survey did have good representation from all parts of Southbury. It should be noted though that those who live in the eastern half of the Town were slightly overrepresented while those who live in the Heritage Village area were underrepresented.

Areas C and D were combined here in order to match Census Tract boundaries.



## 2012 Southbury Plan of Conservation and Development

Most (two-thirds) of respondents have lived in Southbury for at least 20 years. (comparable Census data is not available).

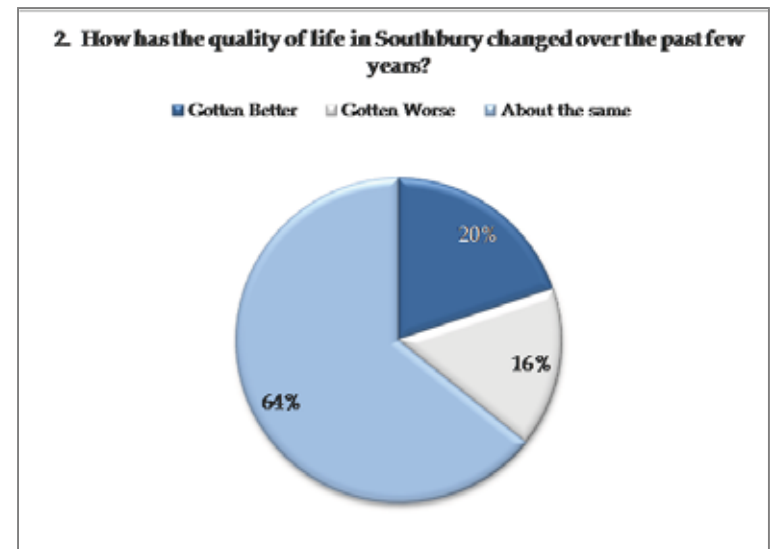
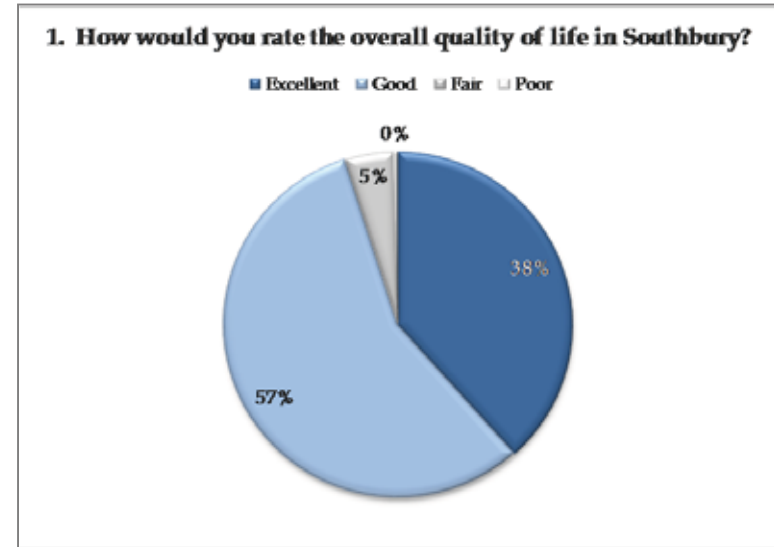
Lived in Southbury for:	
Less than 5 years	13%
5 to 10 years	26%
11 to 20 years	30%
Over 20 years	32%

More than half of respondents have an annual household income between \$50,000 to \$200,000. The survey slightly underrepresented higher and lower incomes when compared to data from the American Community Survey (ACS).

Annual household income:		
	Survey Respondents	Residents (2005/09 ACS)
Less than \$50,000	27%	37%
\$50,000 to \$100,000	35%	26%
\$100,000 to \$200,000	28%	24%
Greater than \$200,000	10%	13%

Respondents are very pleased with the quality of life in Southbury, with 95% rating it as excellent or good. This is a slight improvement from 2001, where 91% felt the quality of life was excellent or good.

Most (84%) also felt that the quality of life over the past few years has changed for the better or stayed the same. This also is an improvement over 2001, where 61% felt similarly.



## 2012 Southbury Plan of Conservation and Development

Residents appreciate the country rural feel with open areas combined with conveniences. (The size of the word in the “word cloud” reflects its frequency in residents’ responses.)

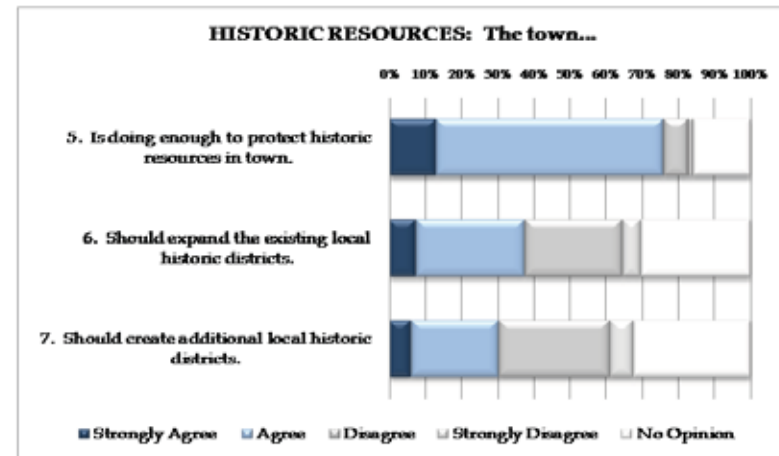
### 3. What makes Southbury special?



### 4. What will be the most important issues facing the Town in the next 10 years?



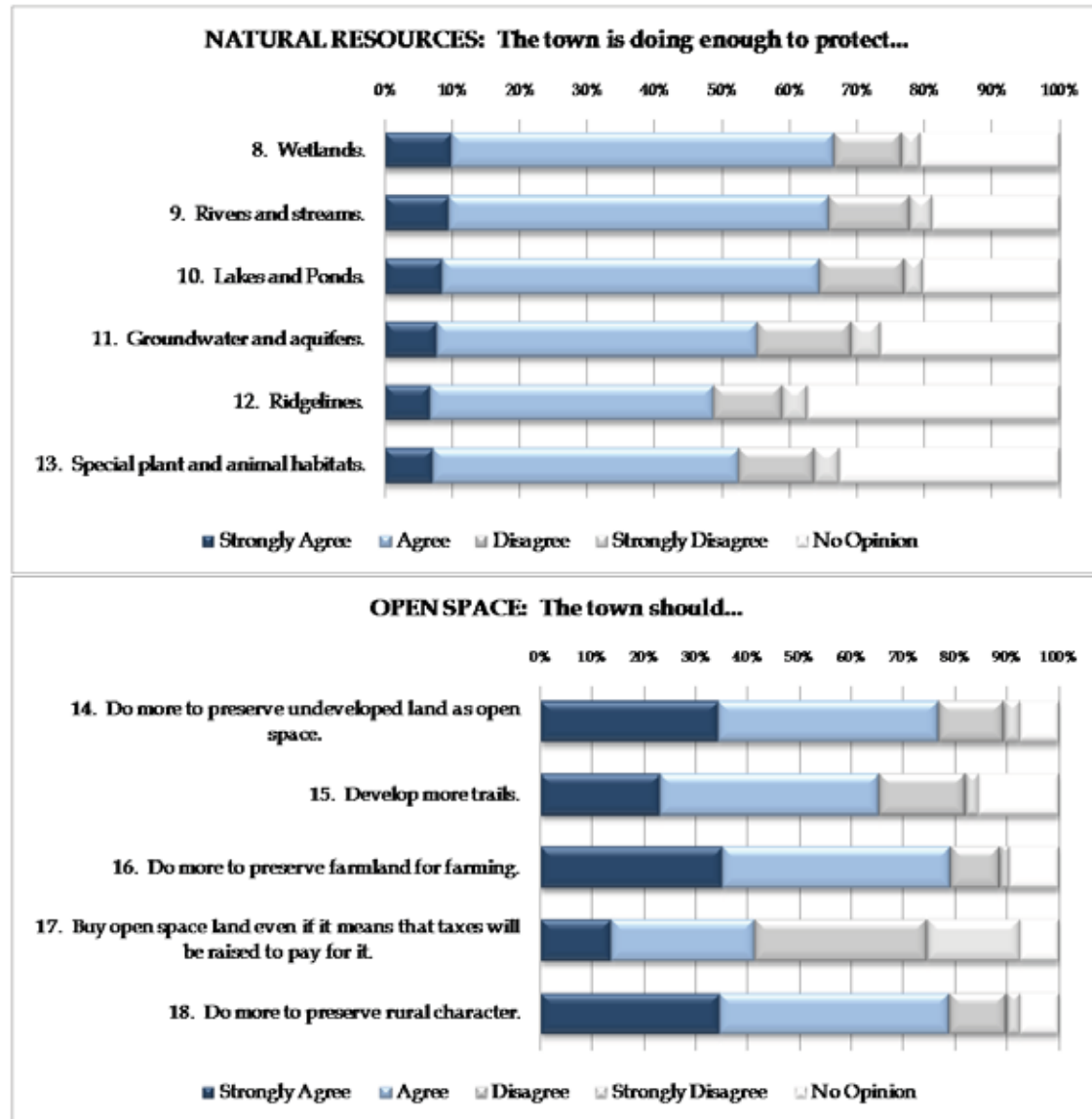
Respondents are overwhelmingly pleased with protection of historic resources (76% agreed that the Town is doing enough today compared to 63% in 2001). Less clear is support for possible strategies to protect historic resources. Results were split, with a large percentage having no opinion. It is unclear if respondents really have no opinion or did not feel that they knew enough to make an assessment. Slightly more respondents in 2001 supported these strategies.



Except for ridgelines, the majority of respondents feel the Town is doing enough to protect most resources. Again, there were high percentages of “no opinion.” For all categories, the percentage that agreed is higher than it was in 2001.

The strongest support is for preserving farmland for farming and preserving rural character. While there is strong support for preserving additional open space, only 42% would support acquisition if it meant taxes might rise. A higher percentage of residents in 2001 supported additional open space preservation (83%) and continued to support it if it meant that taxes would rise (55%).

Age influenced support for trails, though the majority of all age groups agreed that the Town should develop more trails. For the younger ages (ages 26 to 55), support ranged from 73% to 86%. For those over age 55, support dropped to a range of 57% to 62%.

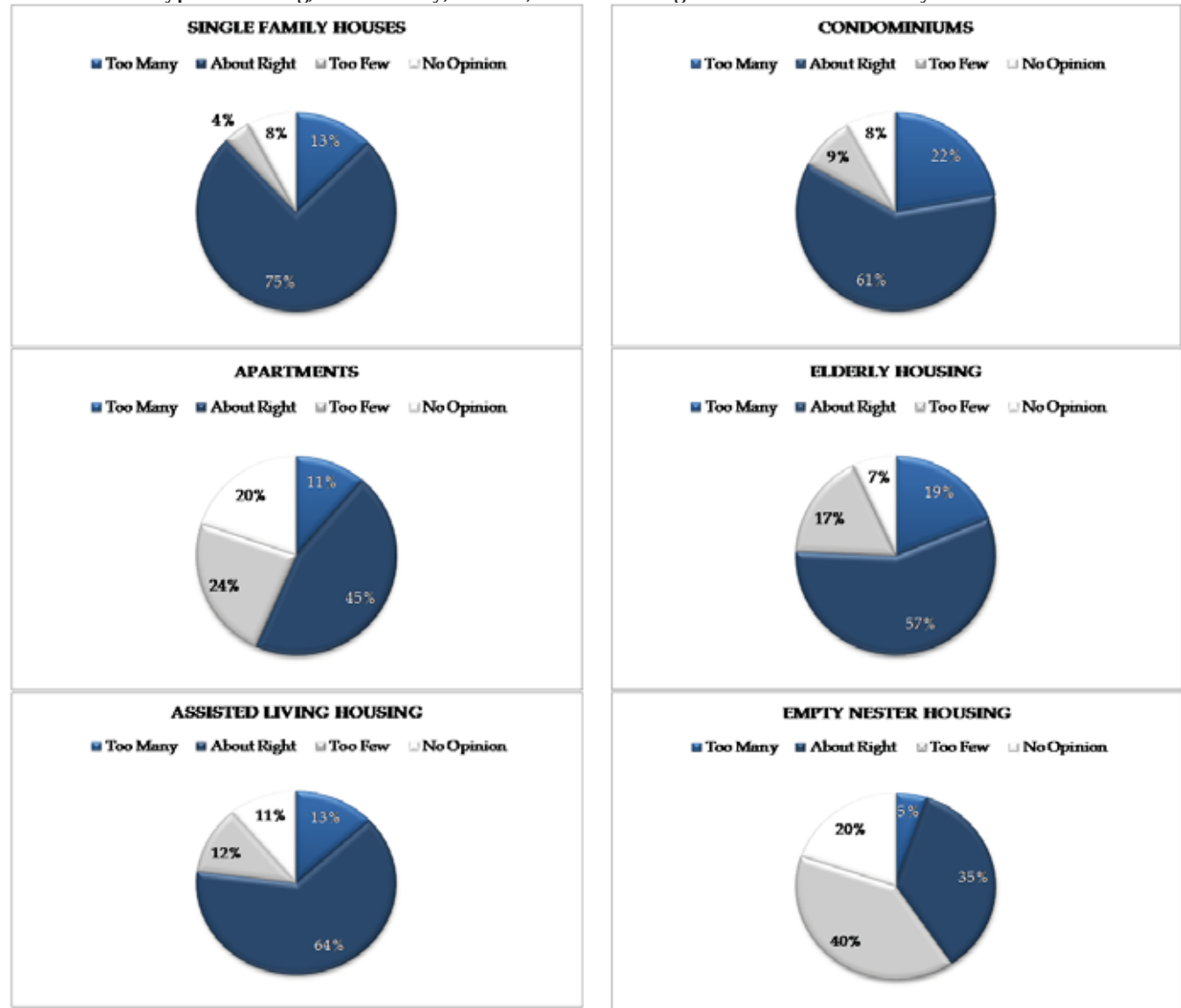




2012 Southbury Plan of Conservation and Development

The majority feel that Southbury has the right amount of single-family houses, condominiums, elderly housing, and assisted living housing. For apartments and empty nester housing, opinions were split – the largest percentage (but less than a majority) felt that there is the right amount of apartments, while the largest percentage (but also less than a majority) felt that there were too few empty nester opportunities. In 2001, more felt that there were too many single-family houses, elderly housing and assisted living than today. Empty nester responses were affected by age: 50% of those ages 56 to 75 felt that there were too few empty nester houses, versus 40% of all respondents. Older residents also were more likely to say that there were too few apartments and elderly housing though it was still less than a majority of the age group.

19-24. For each type of housing, are too many, too few, or about the right amount in Town today.



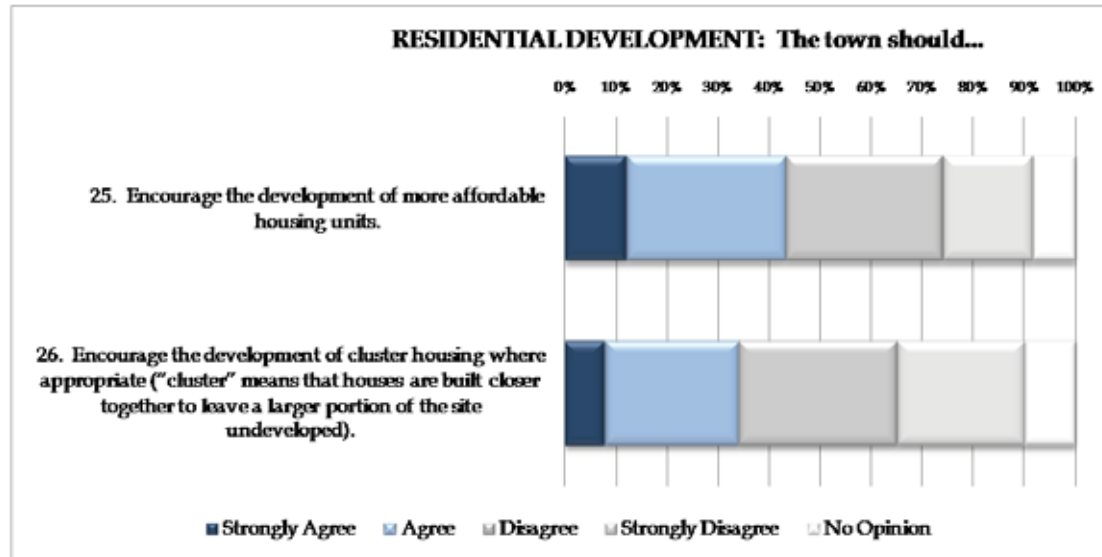
## 2012 Southbury Plan of Conservation and Development

There is little support for encouraging affordable housing in Southbury and less support for cluster housing. However, support for affordable housing has increased since 2001. While just over 40% support it today, only 35% did in 2001.

Support did vary by age – older residents were more likely to support affordable housing: 54% of residents age 75 and over agreed that the Town should encourage more affordable housing, while just under half of those ages 56 to 75 also expressed support. Conversely, only a quarter to a third of younger age groups agreed.

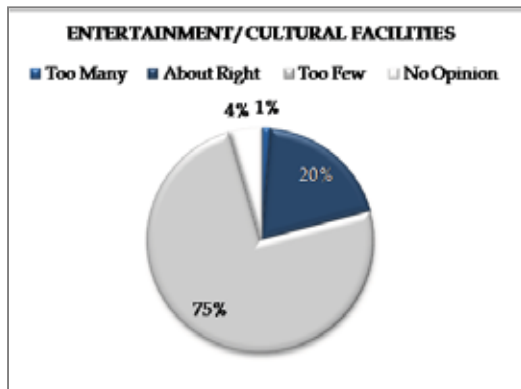
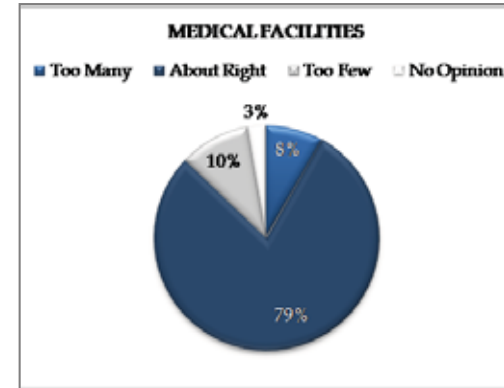
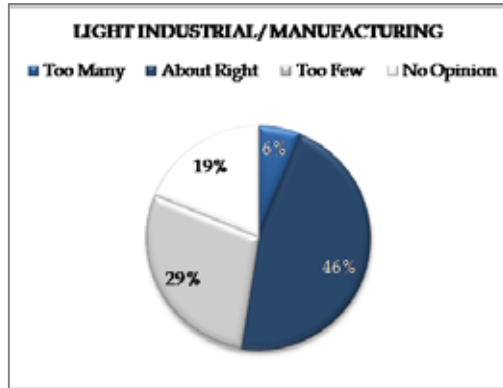
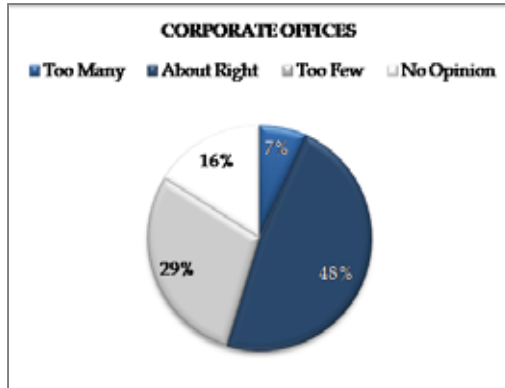
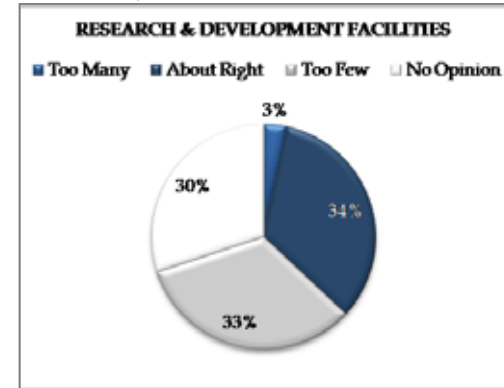
People often have a perception that “affordable housing” equates to low income developments that were more common decades ago, rather than workforce housing for those earning slightly less than the median income. It is important to understand if this perception may have affected the lack of support.

A similar trend occurred for the cluster housing question, with those over age 65 more likely to support (though still less than a majority in the age group).



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27-33. For each type of business, indicate if there are too many, too few, or about the right amount in Town today.



The majority feel there is the right amount of retail, small business offices, and medical facilities in Southbury. An overwhelming majority (75%) feel there are too few entertainment and cultural facilities.

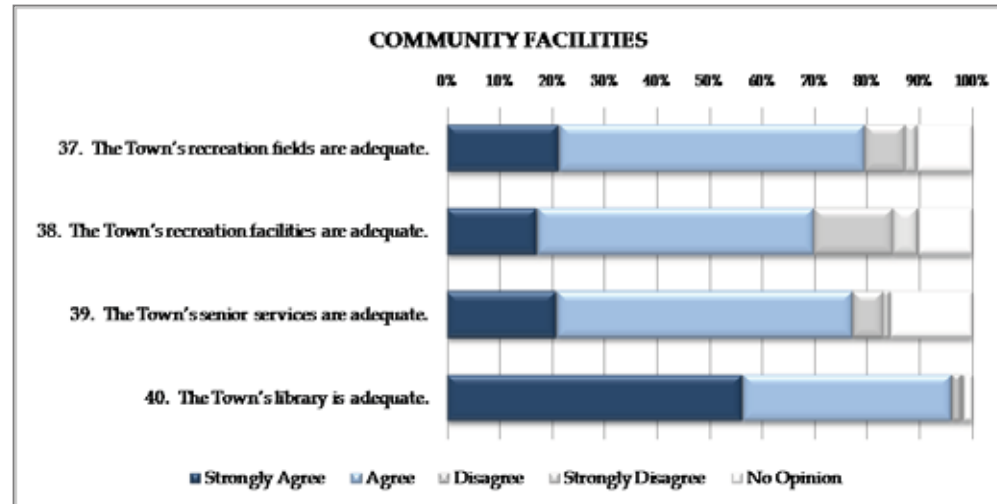
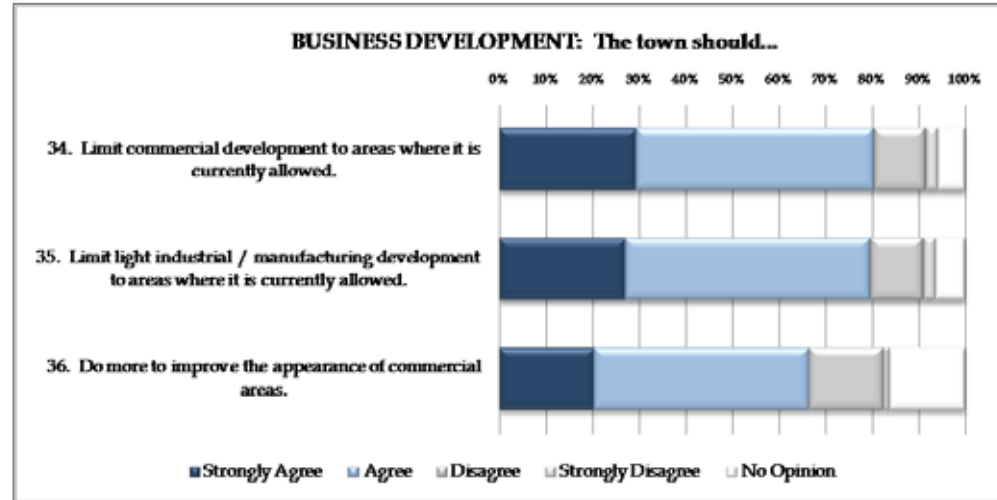
Responses are mixed for other types, with higher percentages of “no opinion.” 58% of those that felt that there are too few industrial and light manufacturing facilities did feel that the Town should limit their location to existing areas zoned for these businesses (see next question). This may indicate that residents support increasing the amount of business development but not its geographic extent.

There is wide-spread agreement to not expand zones for commercial and industrial development and to do more to improve the appearance of business areas.

The majority of respondents are pleased with recreation facilities, senior services and the library, with strongest agreement for the library. A higher percentage of those ages 36 to 55 disagreed that the recreation fields and facilities are adequate. For example, 32% of those ages 36 to 45 disagreed that recreation facilities are adequate, while only 14% to 15% of those over age 56 disagreed. This is expected given the younger age group is more likely to have children who use the facilities.

The highest percentages of “no opinion” for the senior services came from those under age 55.

For all four questions, the percentage of those who agreed is greater today than it was in 2001.



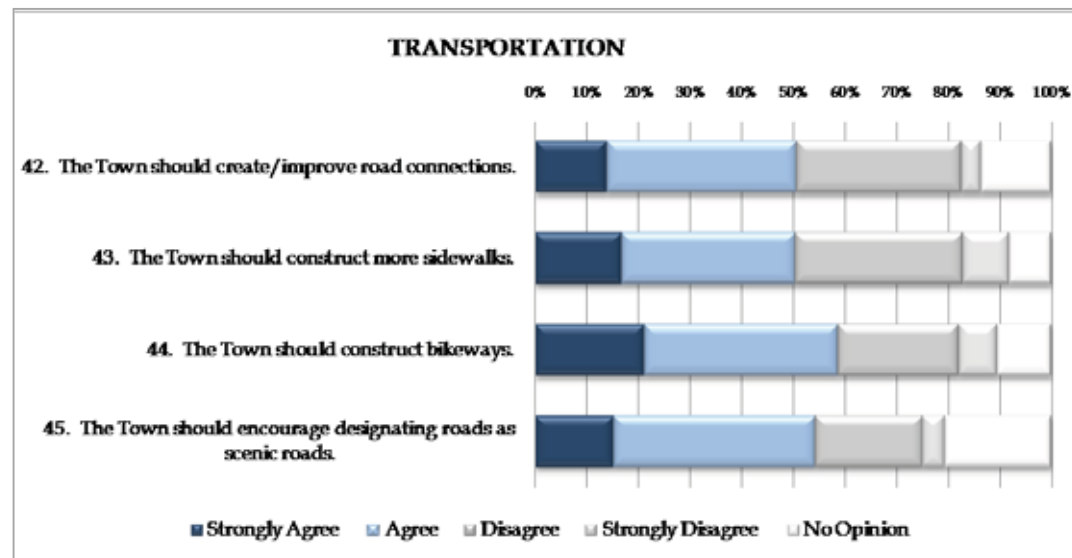
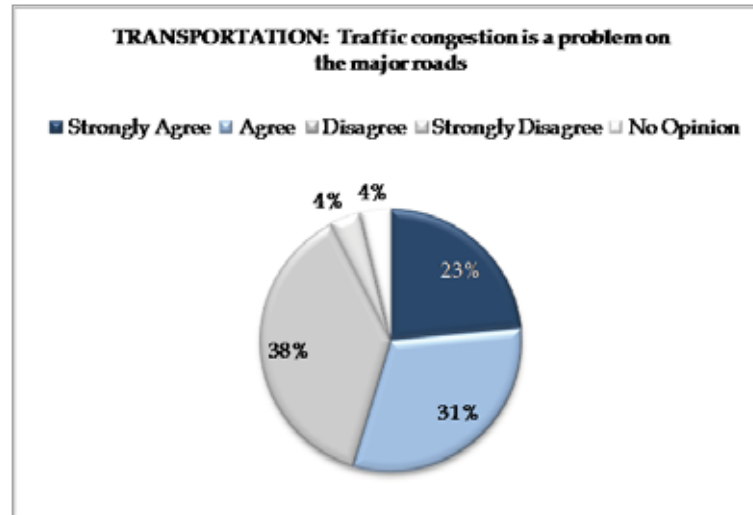


Just over half believe that traffic congestion is a problem. This perception correlated with how long the respondent has lived in Southbury. The majority (57% to 58%) of those who have lived in the Town for ten years or less disagreed that congestion is a problem. Conversely 59% to 70% of those who have lived in the Town longer agreed that congestion is a problem.

Opinions were split over transportation issues. Half of respondents support improved connections, construction of additional sidewalks, and more scenic road designations. Strongest support was for constructing bikeways.

Age and length of time living in Southbury influenced responses. The majority (53 to 56%) of those who have lived in the Town for 11 or more years support improving road connections, while only 43 to 46% of those in the Town ten years or less agreed.

Those who lived in the Town for less than 5 years were more likely to support the construction of more sidewalks (63% agreed) and those who lived in Town over 20 years were more likely to disagree (52% disagreed). 57% of those that live in Area B support more sidewalks, while support dropped to 41% to 51% in the other areas. In terms of bikeway construction, residents age 55 or younger were more supportive (67% to 74% agreed) compared to 49% to 56% of residents over 55 who agreed.



Lastly, the majority of residents support the encouragement of alternative energy sources in Southbury. Solar energy had the strongest support while geothermal and fuel cells had the least. However, the large percentage of “no opinions” for the latter two may indicate the respondents needed additional information on these two alternative energy sources before making an assessment.

