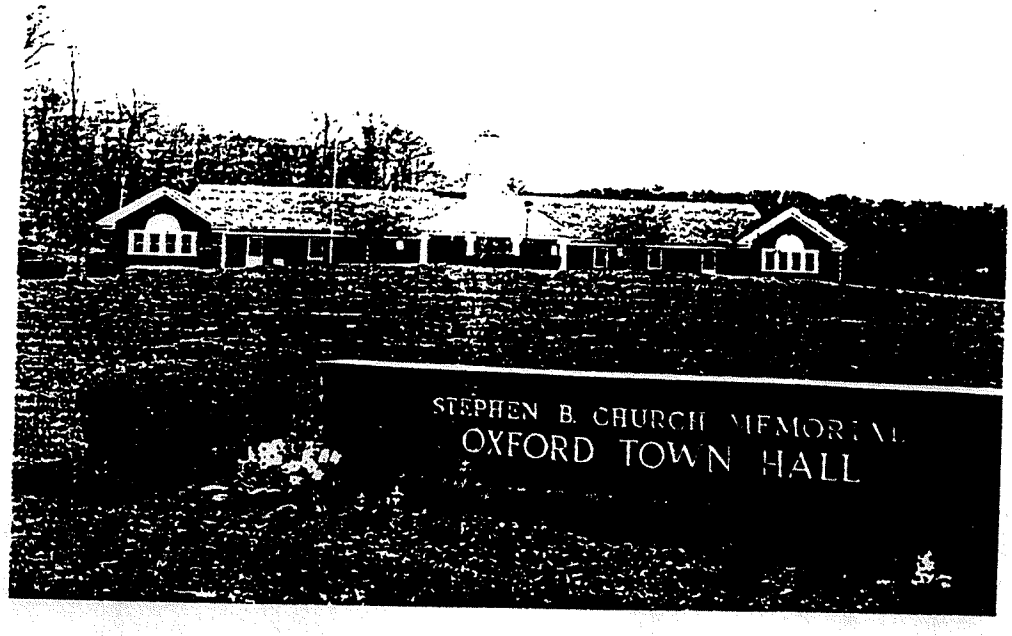
1991

PLAN OF

DEVELOPMENT



OXFORD, CT

PLAN OF DEVELOPMENT

FOR

OXFORD, CONNECTICUT

Adopted

April 4, 1991

BASIC STUDIES

Oxford, Connecticut

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ACKNOWLEDGMENTS

- The Board of Selectmen are to be commended for their assistance during the planning process.

  Raymond Drapko, First Selectman
  Chris Jaran, Selectman
  John Montefalco, Selectman

- Members of the Oxford Planning and Zoning Commission and its Plan of Development subcommittee have worked diligently on the preparation of this Plan.

- Oxford Planning and Zoning Commission members include:

  Nancy Clark, Chairman
  Wayne Johnson, Secretary
  Robert Wilcock
  Steven Daninhirsch
  James Leach
  David McKane
  John Hoffer
  Robert Lynch
  John Tuz

The citizens of Oxford who contributed to the process in any of the several public sessions or by submission of the questionnaire were also an integral part of the planning process.

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INTRODUCTION

OXFORD PLAN OF DEVELOPMENT

This plan of development is a guide for assessing the various alternatives for the physical growth and development of the Town. The plan examines historical and existing land uses in order to make projections regarding the future needs of the Town.

State statutes (CGS Sec.8-23) outline the requirements for a plan of development. In general, though a plan must address the Planning Commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial and industrial and other uses. In addition, the plan should address infrastructure, housing, environmental, and economic concerns. The plan should be designed to reflect not only the views and opinions of residents of the municipality, but also the relevant facts as demonstrated by the research used in compiling the plan. In addition, demonstration of adherence to sound planning principals and the relevant existing legislation will be found in the plan of development.

In this plan some sections contain a series of recommendations from which the final course of action is derived. The intent is to provide a broad basis for discussion and analysis of the issues. The final course of action will be a dynamic one that may change from time to time depending on various circumstances. This Plan, its guidelines, policies, goals and recommendations provide Oxford with the method of pursuing the best plan for achieving its long term goals.

BASIC STUDIES

Oxford, Connecticut

I. THE REGION

Geography

Geographically, Oxford is located adjacent to and north of the Housatonic River. The River constitutes the westerly border of Oxford. The River is Oxford's most distinct boundary and separates it from Newtown, Monroe and Shelton to its south. To the northwest is Southbury. Middlebury lies to the north. Oxford's eastern and southeastern borders are shared with Naugatuck, Beacon Falls and Seymour, respectively.

Topography

Topographically, Oxford is a series of hills and valleys which tend to run from the northwest to the southeast. Historically this topography has allowed relatively easy travel along the direction of the valleys while making it relatively difficult to travel from the southwest to the northeast. Rugged terrain occupies most of the hills while roadways and streams occupy the valleys. The location of State Routes 34, 188 and 67 are the historic valley travel routes in Oxford.

Regional Associations

Oxford is located in New Haven County. However, the Housatonic River is the northern border of Fairfield County. The Town belongs to the Council of Governments of the Central Naugatuck Valley, but is also affected by the Valley Regional Planning Agency, Greater Bridgeport Regional Planning Agency, and the Housatonic Valley Council of Elected Officials, and their respective towns, especially those that border Oxford.

In several instances during the preparation of this plan, it became clear that for a variety of reasons, Oxford's citizens relate more to the valley towns to the South or to the Southbury area towns to the north. The reasons for this may vary from employment to place of previous residence, or shopping preference. It is important to note that Route 84 on the north and Route 8 to the east are regional, interstate roadways.

Other Plans

While the COGCNV regional plan is the predominant regional plan affecting Oxford, this plan has also taken into account the most recent Connecticut State Policies Plan for Conservation and Development as it may affect Oxford's growth and development in the future.

II. POPULATION

Historically, Oxford's population was closely related to the success of local and regional industry. Today, and for the foreseeable future, this historical trend will re-emerge as a major indicator of local population growth. The reasons for this are discussed in more detail in the various elements of this plan. A glimpse of Oxford's historical population shows the following:

Table 1. Population Data*

Year	Population	Density (Pop/sq.mile)
1950	2,037	62.1
1960	3,292	100.3
1970	4,480	136.6
1980	6,634	202.3
1990	8,554	259.1

* U.S. Census

It is important to understand that the relationship of the components of population growth, (natural increase and migration) remain in essentially the same balance (in 1990) as they were in 1950 and 1960. That is to say that nearly 70% of Oxford's population growth could be attributed to migration. The 1950-1960 migration/growth rate was almost 75% of the total population increase.

Table 2. Regional Historical Population Information*

	1910	1920	1930	1940	1950	1960	1970	1980
Beacon Falls	1,100	1,600	1,700	1,800	2,067	2,886	3,546	3,995
Middlebury	800	1,100	1,450	2,200	3,318	4,785	5,542	5,995
Monroe	1,000	1,200	1,300	1,700	2,892	6,402	12,047	14,010
Naugatuck	12,700	15,050	14,400	15,400	17,455	19,511	23,034	26,456
Newtown	3,000	2,700	2,600	4,050	4,915	8,615	16,942	19,107
Oxford	1,000	1,000	1,100	1,400	2,037	3,292	4,480	6,634
Seymour	4,900	6,750	6,900	6,750	7,832	10,100	12,776	13,434
Shelton	6,600	9,500	10,150	11,000	12,441	17,985	27,165	31,314
Southbury	1,200	1,150	1,100	1,500	2,205	3,264	7,852	14,146

*Source: State Register & CT DOHS

For 1990, the population of the COGCNV towns in the region are Beacon Falls, 5019; Middlebury, 6,095; Naugatuck, 30,326; Oxford, 8,554; Southbury, 15,674.

It is also informative to examine how Oxford's age groups break down in relation to the region and the State. The following table shows these categories as determined by U.S. Census Bureau for the 1980 Census.

Table 3. 1980 Population by Age Group (%)*

Age Group	Children 0-17	Young Workers 18-24	Prime Workers 25-44	Mature Workers 45-64	Retired 65 +
Oxford %	31.9	8.9	34.5	17.6	7.1
CNVR %	27.1	11.0	26.9	21.4	13.6
CT %	26.5	12.4	27.7	21.7	11.7

*Source 1980 U.S. Census. (Note age categories vary slightly)

For the sake of comparison the breakdown from the 1960 Census gives an accurate representation of the changes in these groups in the past twenty (1960 - 1980) years. The only group to increase has been the 25-44 group.

Table 3-A. 1960 Population by Age Group (%)*

Age Group	Children 0-14	Young Workers 15-24	Prime Workers 25-44	Mature Workers 45-64	Retired 65 +
Oxford %	32.4	10.4	28.6	19.8	8.8
CNVR %	29.7	11.7	26.9	21.6	9.9
CT %	29.5	12.0	27.9	21.0	9.6

*Source 1960 U.S. Census

The geographic distribution of the population in Oxford has spread out slightly in the past twenty to thirty years. In the 1965 Plan of Development, population was dispersed with slight concentrations in Riverside and Oxford Center. Today the continued increase in population has been dispersed to areas outside of these and has been located in the subdivisions of the last thirty years throughout Oxford.

The COGCNV has projected that from 1990 to 2010, Oxford will be the fastest growing town in the region. This is a trend that began in the 1980's and is projected to continue for some time to come. The 1990 census bears this projection out.

Table 4. Population Growth (1980-2010)*

	Actual 1980-90	Projected 1990-2000	Projected 2000-2010
CT	5.5%	5.1%	2.5%
CNVR	8.7%	6.0%	3.0%
Oxford	28.1%	23.5%	12.4%

*Source: COGCNV, Profile, Sept. 1990

III. LAND USE

The 1965 Comprehensive Plan stated that in 1964 the land use pattern in Oxford was as follows:

Category	Acres	% Total
Residential	1500	7.1
Commercial	20	.1
Industrial	60	.3
Utilities & Transportation	650	3.1
Governmental	30	.2
Recreational	850	4.1
Agricultural	3,300	15.8
Wetlands	900	4.3
Undeveloped	13,682	65.0
TOTAL	20,992	100.0

It was noted at the time (1965) that only about 2% of the land was being used for active or urbanized (developed) type land uses.

More recently, while the essentially rural character of the Town has been maintained, Oxford has become more developed. It will continue to change even more rapidly due in part to new sewer and water lines in some portions of town.

Table 5. Oxford's Land Use Zones - 1990*

Zone	Acres	% Total
Residential		
Res. A	18,007	85.7
Res. D	(195)	(.9)
Commercial	270	1.3
Industrial	2,631**	12.5

*Source: Field Survey 1989
**Does not include airport land, State of CT (404+ acres)

Current land uses according to field survey, indicate that while a substantial portion of Oxford is still undeveloped, several major changes have occurred.

For example:

Residential land:

18,202 acres zoned residential
4,000 acres actually used for residential purposes

14,202 acres, or approximately 67% of residential land remains open. Approximately 8,688 acres (62%) is available for immediate development. This land is relatively free from problems which would not allow its development, while the remainder may be more difficult or more expensive to develop.

Commercial land:

Of the 269 acres zoned for commercial development, 215 acres could be developed relatively easily. Between 150 and 160 acres could be readily developed with the remainder having at least some constraints which would make development more difficult. This is predicated on well conceived well designed, well engineered project proposals.

Industrial land:

2,631 acres of land zoned for industrial use exist in Oxford at the present time. Nearly 1,842 acres are developable while of that amount, 1,500 acres are available for immediate development, while only about 100 acres are actually being used for industry at this time. Recent sewer and water line extensions make much of this land more developable.

Table 6. Land Use Summary - 1990*

	Zoned	Total Developable	Available For Immediate Development	
Residential	18,007	14,480	8,688	(48%)
Commercial	269	215	160	(59%)
Industrial	2,631	1,842	1,500	(57%)
		16,537 (78%)	10,348	(49%)

*Source: Field Inventory

The fact that over three-fourths of the land in Oxford may presently be economically feasible to develop is certainly significant. It is a major factor in the formulation of the goals, policies and objectives of the Plan.

In the 1965 Comprehensive Plan approximately 51% of the land was termed "undevelopable". In more recent times, economics, technological advances and aggressive land development practices have significantly decreased this number. However, along with this development posture comes associated development concerns, problems and costs, both public and private.

For example, slopes which were previously considered undevelopable, or at least undesirable to develop are now, in some instances, being proposed for development. In Oxford, over 33% of the land is found to have a slope in excess of 15%. In addition, nearly 14% of Oxford's land has slopes in excess of 20%. This is a good indicator of the nature of the local topography.

Soils which were once considered difficult for the placement and proper functioning of septic systems and wells are now being subjected to rigorous engineering analysis, and are requiring septic systems designed by an engineer as well.

Development of lands with this type of topography and its related problems should be discouraged through strict regulation and a rigorous review process.

In areas where such slopes exist, that are in excess of 15%, Oxford should consider implementation of larger lot zoning so as to minimize the overall impact of development on the water shed both during and after development. In some areas, lot sizes of 3-5 acres may be required in order to minimize environmental damage to very fragile slopes, streams, wetlands and unstable banks of erosive soils.

Another approach might include allowing an open space grouping of dwelling units while leaving the more delicate lands undisturbed.

IV. HOUSING

In the 1950's, residential construction starts averaged 35 dwelling units per year. In the period 1960-65, housing starts averaged 30 per year. The following table indicates the number of building permits issued per year, in Oxford for the years indicated.

Table 7. Residential Building Permit Data*

Year		
1980	-	26
1981	-	22
1982	-	33
1983	-	61
1984	-	101
1985	-	174
1986	-	152
1987	-	70
1988	-	61
1989	-	45
1990	-	35

*Source: Oxford Building Inspector

It is clear that from the mid-1980's, the rate of building was 3 or 4 times higher than in the 1960's, at least for the periods shown. Although there has generally been a drop in permits issued from 1986-1990, this trend is region wide due to a variety of economic factors.

A portion of the total housing stock picture in the Central Naugatuck Valley Region (CNVR) is shown by the following table:

Table 8. CNVR Housing Stock 1960-90 (Number of Units)*

	1960	1970	1980	1990
Oxford	1,171	1,412	2,197	2,911
Beacon Falls	882	1,092	1,380	1,985
Southbury	1,457	2,439	5,838	6,799
Naugatuck	6,274	7,536	9,728	11,911
CNVR	61,842	71,900	88,159	103,865

*Source: CNVCOG 1990; U. S. Census (preliminary)

Another interesting look at housing stock data may be gained by examination of the following table.

Table 9. CNVR Housing Stock - 1960 to 1990 (Percent Change Number of Units)*

	1960-70	1970-80	1980-90
Oxford	20.6	55.6	32.5
Beacon Falls	23.8	26.4	43.8
Southbury	67.4	139.4	16.5
Naugatuck	20.1	29.1	22.4
CNVR	16.3	22.6	17.8

*Source: CNVCOG 1990; U. S. Census (Preliminary)

It is clear from this data that Oxford has had one of the strongest housing stock markets in the region in the last eight to ten years. Depending upon the nature and extent of the economic variables, this trend is projected to continue.

Perhaps of equal or greater interest are the sales prices of single family houses in the region. This single factor will determine the extent to which the rate of growth will remain high.

Table 10. Median Sales Prices - CNVR*

Town/Region	1980	1985	1986	1987	1988	1989
CNVR	$54,200	$ 79,000	$115,500	$145,000	$125,000	$129,900
Beacon Falls	61,500	81,700	118,000	155,000	140,000	120,000
Middlebury	73,000	115,000	158,000	160,000	181,000	183,500
Oxford	78,200	116,500	160,000	205,000	202,000	196,250
Southbury	82,600	135,000	195,450	201,000	190,000	159,000

*Source: CNVCOG, 1990

While the median sales figures are shown in Table 10, it is clear that with housing prices currently in the $200,000 range in Oxford, there is considerable cause for concern regarding the availability of affordable housing.

The unusual price fluctuations are due largely to the regional economic downturn. Those towns where the price drop was least (or where actual values increased) represent residual value areas.

It is important to keep in mind that the definition of affordable housing for the purpose of the Plan is that definition found in the Connecticut General Statutes. (PA 88-13) In general, the definition allows for 1/3 of the median income of the area to be used for securing housing. It may be shown as follows for this area.

Table 11. Affordable Housing Criteria*

Income Level Classification	Income	Allowed Housing Cost (month
Very low (50% of median*)	$17,500	$ 437.50
Low (80% of median*)	28,000	700.00
Moderate (115% of median*)	40,250	1,006.25
High Moderate (140% of median*)	49,000	1,225.00

*Median family (est 6/89) - $35,000
New Haven County, OPM data.

Table 11 shows the approximate monthly allowance a family (per statutory definition), should be paying for affordable housing. It is not difficult to imagine, given the data in Table 11, how an affordability problem could arise and continue to persist in the region.

It is true that some areas of Oxford contain smaller, older houses on smaller lots. Some of these older summer homes have been converted to year round dwellings. These homes may represent the most affordable segment of Oxford's housing stock at this time. However, most of these homes are on small lots, some of which could not meet today's health code requirements. These situations must be monitored very carefully in order to prevent environmental problems in the future.

In addition, if we estimate the median sales price at $196,250 and allow for 1/3 down payment, a mortgage of approximately $137,000 still remains. At an estimated 10% interest rate the mortgage payments alone are nearly $1,400 per month for this median priced house. Again, the need to address affordable housing is an issue in the Town.

V. TRANSPORTATION

Accident data on Oxford roads is indicative of several items including traffic volumes, driving habits, road conditions and other items. Following is a table of accident experience on Oxford's roads.

Table 12. Accident Data Averages*

Route	Miles in Oxford	Average Accidents Per Rd. Mile/Yr.
Rte. 34	1.98	6.76
Rte. 42	1.79	3.70
Rte. 67	5.82	11.30
Rte. 188	5.68	1.87
Town Road Miles as of 12/31/89	85.85	.85

*Source: Data Review: DOT & State Police

Accident experience for a selected eight year period also shows some interesting data.

Table 13. Accident Experience, 1980-87*

Route	Total Accidents	Annual Average
Rte. 34	107	13.38
Rte. 42	53	6.63
Rte. 67	526	65.75
Rte. 188	85	10.63
Local Roads	584	73.0
Town-wide	1,354	169.25

*Source: DOT, State Police

The implications of this data and their findings are discussed elsewhere in this plan. However, it is apparent from the data that local roads have the highest average accident rate even though speeds on these roads are generally far slower than on the State roads. Certainly the posted speeds are lower.

Table 14. Higher Accident Locations - 1980-87*

Road	Location	#
Barry Road	.3-.5 mi. W. of 188	8
Chestnut Tree Hill	.3 mi. N. of 67	4
Christian Street/ Benson Rd.	Intersection	3
Christian Street	.2 mi. S. of Towner	3
Freeman Rd.	.3-.5 mi. N. of Coppermine	11
Governors Hill	.4 mi. S. of 67	3
Great Hill Rd./ Fairfield	Intersection	3
Great Hill Rd.	300 ft. W. of Fox	3
Hogsback Rd.	.2-.5 mi. W. of 67	7
Punkup Rd.	.2 mi. N. of Little Punkup	3
Punkup Rd.	< .1 mi. N. of 34	3
Riggs/Academy Rd.	Intersection	4

*ource: Data Review, DOT

In general we may conclude that State Route 188 is relatively safe, in that alignments are generally acceptable and speeds and sight distances are, as well. State Route 42 is so precarious in many areas that in general drivers are more careful than on other roads; however, the average accidents per mile/year are still high. As the speeds tend to increase on State Route 34, for example, the accident rate goes up. The worst accident rate for all State roads, Route 67, is probably due to a combination of factors including excessive speed. Some sight line problems and traffic operations problems are also present. These are documented in a Traffic Operations Study on the Route 67 corridor, (VHB Consultants 1991).

Table 15. High Accident Roads - 1980-87*

Road	# of Accidents (Minimum of 15)
Bowers Hill	15
Chestnut Tree Hill	31
Christian Street	21
Freeman	20
Good Hill	22
Governors Hill	36
Great Hill	34
Hogsback	24
Loughlin	22
Moose Hill	15
Park	40
Punkup	40
Riggs	38
Seth Den	17

*ource: Data review, DOT, State Police

Roads - Arterial, Collector, Local

The transportation, or circulation, network of roads in Oxford is relatively uncomplicated. The main spines of the network are State Routes 67, 188, 42 and 34. These are the arterial routes in Oxford.

The collector roads, which feed into the arterials are essentially Town-owned and maintained roads with few exceptions. Airport access road, Route 486, and a small portion of Georges Hill Road, Route 487, are owned and also maintained by the State. Park Road, Hogsback and Governors Hill Road are examples of collector roads.

Local roads are those that conduct traffic from properties served to the collector roads. Fairfield, Pope and Greenbriar Roads are examples of roads which function as local roads.

There is no doubt that Route 67 is the most utilized arterial in Oxford. From 1962 the average daily traffic (ADT) to 1987 has increased from 5,300 ADT to 17,100 ADT. This increase of nearly 325%, in the area of the Seymour/Oxford town line, is a major factor in planning today. Very recently the COGCNV became involved in overseeing a corridor study for the Route 67 area which will help identify specific traffic operational problems and make recommendations for their correction. This study should be complete in early 1991.

Route 67 currently serves as a through route for motorists enroute to Route 8, New Haven, or the Bridgeport area. Oxford is located less than one mile from Route 8 at the Seymour town line and less than one mile from Route 84 at the Southbury town line.

It is clear that the average daily traffic (ADT) of 10,000 as projected in the 1965 plan has been far exceeded in 1989, even with relatively little development in the industrial lands surrounding the Oxford Airport. As this development increases, so too will the traffic on Route 67.

Route 34 runs along the Housatonic River from the Stevenson Dam to the Seymour town line. The ADT projection of 3,100 vehicles has also been exceeded. 1989 ADT for the area was 8,200, an increase of 264%. This route is also used as a major through route at this time.

Table 16. Traffic Volumes - 1989 Average Daily Traffic (ADT)*

Route (Location)	Max ADT
67 (Seymour town line)	17,100
188 (Seymour town line)	2,100
34 (Seymour town line)	8,200
42 (Chestnut Tree Hill Road)	2,300
486 (Southbury town line)	900
487 (Georges Hill Road)	800

*Source: ConnDOT

OXFORD PLAN OF DEVELOPMENT

SURVEY QUESTIONNAIRE - 1989

Please answer with a circle around the appropriate response.

SA = Strongly agree
A = Agree
D = Disagree
SD = Strongly disagree
No = No Opinion

	SA	A	D	SD	No
1. Oxford should preserve its rural character	82	15.6	2.2	.15	-
2. Oxford should encourage more residential development	8.8	43.4	18.8	24.4	4.5
3. Oxford should provide for additional housing opportunities such as:					
a. Single family housing	10.4	48.9	22.5	14.7	3.3
b. Attached multifamily housing	6.4	11.3	41	36.1	4.9
c. Clustered single family housing	6.9	11.2	28.3	48.5	4.8
d. Mobile homes	-	6	31.7	56.9	5.2
e. Apartments	-	9.2	31.4	54.9	4.4
f. Subsidized housing for:					
a. low/moderate income	6.4	24	24.4	38	6.9
b. elderly	11.8	30.2	30.4	23.6	3.7
4. Oxford should encourage more commercial retail activity in other sections of town	8.1	48	27.3	14.1	2.2
5. Oxford should encourage more corporate office development	16.8	41.8	8.2	31.6	1.5
6. Oxford should encourage more industrial development	49.4	18.5	13.9	15.5	2.4
7. Oxford should take advantage of programs to protect farmland from development	63	19.1	5.1	10.3	2.3
8. Oxford should adopt guidelines for controlling architectural design of commercial and industrial buildings	49.1	42.2	5.4	1.6	1.4

9. Oxford should attempt to limit development:

	SA	A	D	SD	No
a. Along rivers	43.5	44.6	6.7	1.6	3.3
b. On aquifers	62.9	20	10.3	1.7	4.9
c. On steep slopes	60	22	11	2.4	4.6
d. On hilltops	46.9	30.8	15.4	2.4	4.4
e. On watershed property	50.7	35.7	8.3	1.6	3.6
f. On endangered species habitat	59.4	26.2	10	2.2	2.1

10. More funding should be provided for: (answer each one)

a. Police	28.1	50.2	14.9	2.4	4.4
b. Fire Protection	20.9	59.5	12.8	2.2	4.4
c. Parks & Rec.	18.1	56.6	17.1	3.8	4.3
d. Schools	36.7	39.4	14	5.7	3.9
e. Roads	35.5	46.3	10.4	3.4	4.1
f. Other (specify					

11. Oxford should put a priority effort into local road improvements	32	40.7	20.5	3.9	2.7
12. Oxford should restrict commercial development in the Rte. 67 corridor to areas already zoned for it	40.8	33.5	17.9	5.5	2.2
13. Oxford should begin planning to expand its library facilities	19.2	60.7	12.8	2.5	4.7
14. Oxford should allow some limited commercial activity to serve industrial users in the industrial area	18	60.2	13.2	4.8	3.5
15. Oxford should loosen up the restrictions on gravel mining activity in town	15.5	15.1	24	38.1	7.1

16. Do you favor the airport expansion plan? YES: 25.3 NO: 71.2

17. What I like best about Oxford is: _____

_____

18. What I like least about Oxford is: _____

_____

19. Our biggest problem in the future will be: _____

_____

The State Aid Road list indicates that Oxford as of January, 1988 maintained 85.85 miles of local roads. However, a recent DOT study indicated that 35 miles (44%) of these roads are rated in poor condition. There is no doubt that to repair these roads will require substantial capital expenditures. There are also seven bridges in need of repair in Oxford as well. The total estimated cost for these road and bridge repairs alone is approximately 53 million dollars. It is unlikely that such a large amount would be appropriated and spent, in the short term, on these repairs. However, a sound capital and road improvement program will be discussed in the plan section of this document. Such a plan might be used as the basis for funding these improvements. The plan itself should be made an appendix to this plan as soon as it is prepared.

Airport

Of significant importance, also is the fact that the Waterbury-Oxford Airport is located on approximately 400+ acres of state-owned land in the northern industrial district of Oxford. While the facility is approximately twenty years old (1967), it is safe to say that it has considerable growth potential. Oxford has realized the potential for significant economic benefit from the airport for some time, although this benefit has not been without its growing pains and difficulties.

Interstates

Of major importance to the vehicular transportation network are Routes 8 and 84. Each of these major roadways access is approximately one mile from Oxford's borders. Ease of access to these well developed and heavily used transportation routes is of major importance to the future economic health of Oxford, especially its northern industrial lands.

The future improvements to roadways must recognize the importance of the transportation links. Access to them must be improved, as well. Much of this funding will likely come from local sources. If the lands to be developed are inaccessible, they are essentially undevelopable.

Road Funding

Several innovative methods of funding road and infrastructure improvements have been examined. The most desirable is a cooperative funding effort with the Town, and developer both participating in the effort. Any other arrangement involving only one of the parties will undoubtedly cause significant financial strain on one party or the other.

VI. OPEN SPACE & RECREATION

Open Space & Recreation Resources

Because of Oxford's relatively rural character and many areas of open land, open space planning seems to be a comparatively unimportant issue at this time. However, this is the optimum time to plan to preserve open space for the future. Once open space is lost, it is too late. This issue will be discussed in some detail in later sections of this Plan.

At this point in Oxford's history, it is clear that recreational resources have been allocated, primarily through the Park and Recreation Commission, toward active recreational activities. Generally, these include organized or semi-organized sports activities. Currently, Oxford's existing public facilities include the following:

Town Land Resources

Area	Main Activity
Posypanko Park (15 acres)	Ball/Play Fields
Center School (28 acres)	Ball/Play Fields
Great Oak School (120 acres ±)	Play Fields
Oxford Glen (undeveloped) (3 acres)	Ball Field
Jackson's Cove (27+ acres)	Swimming
Other Town Land (100+ acres)	Open Lands

State Land Resources

There are also several state park facilities at least partially in Oxford at this time as well. These include the following:

Kettletown State Park (220 acres)
Southford Falls State Park (115 acres)
Naugatuck State Forest (365 acres)
Larkin State Bridle Trail (linear park) (90+ acres)

Private Land Resources

In addition, there are private land holdings which are presently "open" and are held by private owners. Water company lands are known as watershed lands and served the purpose of surface water purification and protection as long as these surface waters were used for public drinking water supply resources. They are:

Ansonia-Derby Water Company (240 acres)
Bridgeport Hydraulic (382+ acres).

These lands are important because they are large, essentially privately controlled, and are likely to be reclassified with regard to their water supply functions in the near future. Plans for the specific use (or non use) of these lands should be made within the next 3 years. In addition, much open land is held by private property owners. Efforts to plan for the impact of the proposed use of these lands should be made within 2 years.

VII. ENVIRONMENT

Aquifer Protection

Recent legislation requires the delineation, mapping, and ultimately the protection of earth materials known as aquifers. These materials are composed of highly permeable strata, generally sands and gravels. They allow water to be transmitted through them at a rapid rate and hence are rated based upon their productivity or their ability to yield usable amounts of ground water.

In Oxford these aquifers have been preliminarily delineated based upon soil type and U.S.G.S. information (see map in plan). In addition the legislature has required that these areas be mapped by water utilities using additional geological criteria. The mapping requirements were expanded in recently amended legislation to include so called Level A (very detailed) and Level B (detailed) mapping of these aquifers.

The protection of these areas and the recommended allowable land uses will be discussed in greater detail in Section F of the Comprehensive Plan. Local regulation should provide for the protection of these resources wherever they occur in Oxford.

Agricultural Land

In the 1965 Comprehensive Plan the land use tabulation indicated that 3,300 acres or 15.8% of Oxford's land was in some sort of agricultural use. In 1990 the amount of acreage registered with the assessor as P.A.490 or 490-A farmland is 1,845 acres. This is 8.7% of Oxford's land.

Much of the reduction has come as a result of rezoning to an industrial use classification. Other farms are now subdivisions. The lands have been sold for development due largely to economic pressures. These pressures are on the farmers as well as those who develop land for either residential or industrial use.

With only about 500 total acres being used as actual farm land the need to save this valuable resource is obvious. However, as obvious as it may be to some, the attainment of this goal will require sacrifice on the part of all taxpayers in Oxford.

The comprehensive plan section details some alternatives and recommendations for beginning to embark on this difficult yet admirable goal.

VIII. EDUCATION

Oxford's population increases are reflected by the following table.

Table 14. Population Change*

Year	Population	Percent Change
1960	3,292	
1970	4,480	36.1
1980	6,634	48.1
1990	8,554	28.9

*U.S. Census (COGCNV)

Historically the population increases have been reflected in school enrollment as shown by the following table.

Table 18. Births and Kindergarten Enrollments*

Birth Year	# of Births	School Year	K-enrollment	B/E Ratio
1974	71	1979-80	95	1.338
1975	60	1980-81	92	1.533
1976	63	1981-82	102	1.619
1977	82	1982-83	107	1.304
1978	84	1983-84	117	1.392
1979	86	1984-85	106	1.232
1980	112	1985-86	128	1.142
1981	88	1986-87	129	1.465
1982	87	1987-88	130	1.494
1983	91	1988-89	154	1.692
1984	100	1989-90		
1985	102	1990-91		
1986	108	1991-92		
1987	137	1992-93		
1988	105	1993-94		
1989	102	1994-95		
1990 (partial)	117	1195-96		

*Source: Oxford Board of Education; Office of the Superintendent of Schools

It is clear that migration to Oxford is a strong component in the enrollment figures that are shown here. This fact is also supported by the population figures presented here as well. Currently Oxford has classroom facilities at Center School on Route 67 (3-5) and Great Oak School (6-8) on Great Oak Road. In addition the new school (Quaker Farms School) was occupied in the fall of 1990. The allocations of the grades is subject to change as space needs dictate.

Oxford has facilities for children in grades K-8. High School students are sent to Seymour High School at this time under a recently renewed contractual agreement which expires in 1999. In addition a small number of students attend other schools as shown by the following table.

Table 19. Enrollment Statistics 1989-90*

School	Number of Students	% of Total
Seymour	202	70
Nonnewaug	32	11
O'Brien Tech	41	14
Masuk	6	2
Platt	9	3

*Source: Oxford Board of Education

In addition, a figure which is important, but does not show up in those enrollment statistics, is the number of students which attend private and/or parochial schools in the region. For example the 1980 census indicates that there were 1,601 individuals between 5 and 17 years of age, or approximately school age. For the school year 1984-85 there were 1,316 students enrolled in K-12 Oxford system. While these numbers are not exactly comparable, they indicate that they are in excess of 200 students which attend private or parochial schools. This is consistent with current enrollment trends in Oxford, although as the cost of private continues to escalate, it remains to be seen whether parents will continue to pay school taxes and private tuition fees as well. As economic trends indicate a significant downturn, these students may well re-enter the public school system.

While there has been much discussion over the past few years regarding a high school in Oxford, it does not appear at this time (1990) that the number of students attending the Oxford system will enable the Town to develop such a facility. The initial start-up costs would be significant.

The new Quaker Farms school on Great Oak Road will alleviate some existing overcrowding conditions. However as Oxford continues to grow, especially if the population group of the 25-44 year olds continues to grow at the fastest rate, the relief to the overcrowding condition may be short lived.

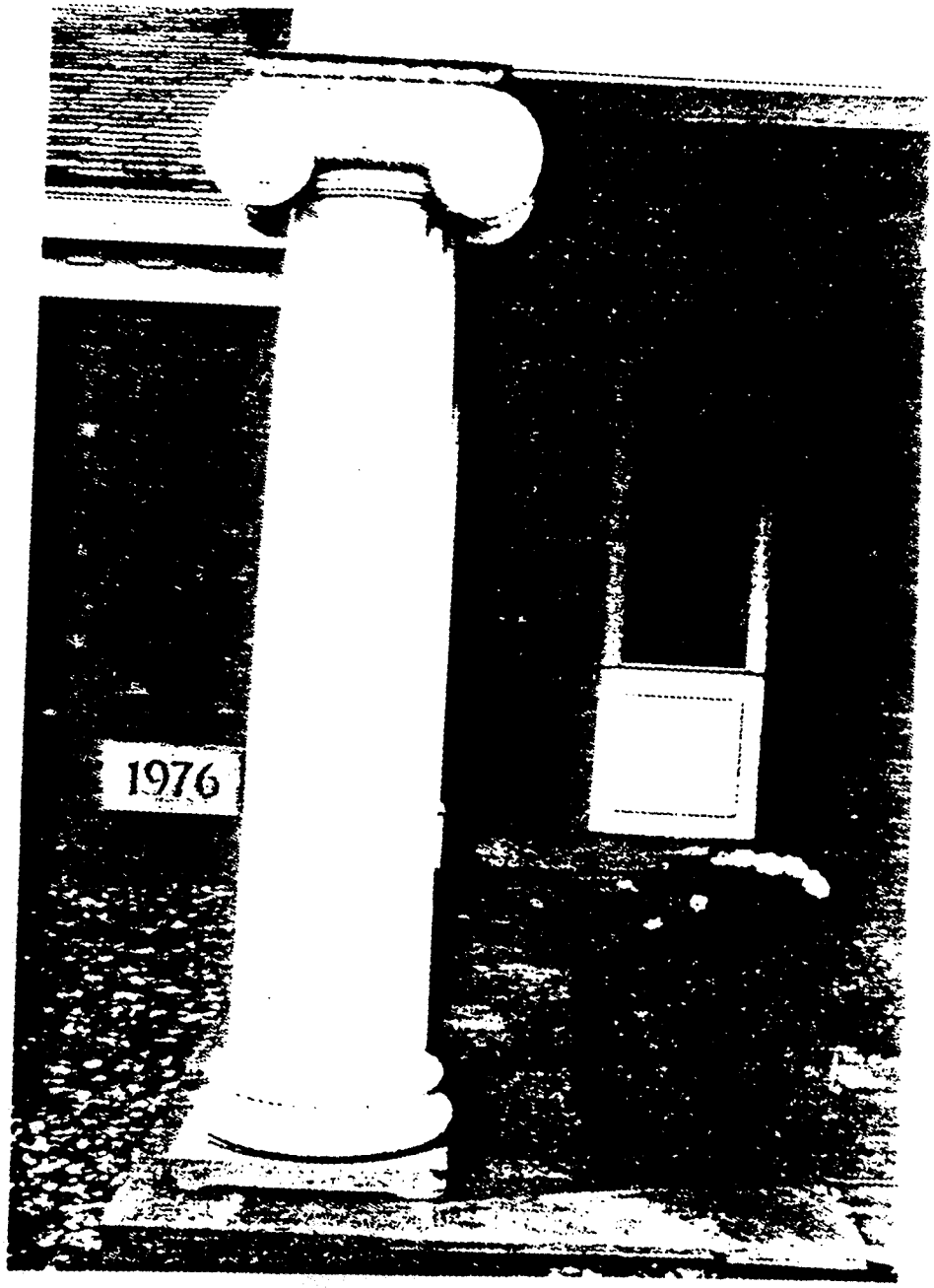
In a broader view, Oxford's population has the educational attainment as shown in the following table from the 1980 census.

Table 20. Years of School Completed*
(Percent of Persons 25 years and over)

	Elementary 0-8 yrs.	High 1-3	School 4 yrs.	College 1-3 yrs.	4 Years of More
Oxford	13.1	11.0	39.0	16.6	20.3
Beacon Falls	16.7	14.5	45.3	13.2	10.2
Naugatuck	20.3	15.8	38.1	14.8	11.0
Southbury	17.1	8.3	28.3	18.1	28.2

*Source 1980 U.S. Census

It is probably going to be to Oxford's advantage to continue to examine annually or biannually the feasibility of either building a high school of its own or, in the alternative, regionalizing with another school or district. The advantages of such a system seem to far outweigh the disadvantages from an educational standpoint.


1976

IX. INFRASTRUCTURE

General

Oxford is in the relatively unique position of not having the facilities for sewer and water service of its own located in Oxford. Currently, for example, water supply lines are located in the northern portion of town and are supplied water by the Heritage Water Company in Southbury. The maximum size of these mains is sixteen inches. The sewer line serves the northern industrial area, but sewage is processed in Naugatuck.

Water

There are two water company "exclusive service areas" in Oxford. The Heritage Village Water Company serves the northern portion of Oxford, while Bridgeport Hydraulic Company has service rights to the southern portion of town. The dividing line between these two service areas is currently Governors Hill Road.

A recent (1989) extension of the Heritage Village Water system will provide municipal water to the Oxford Elderly Housing project on Old Church Road and will also provide water to the schools on Great Oak Road. The total area of Town serviced by water will then be approximately 14.3% or 3,050 acres.

Sewer

Oxford's sewer service area is comprised of several sections. The existing areas served are a small area between Wyant Road and the Seymour Town Line to the south, and the central portion of the industrial area to the north.

The southern portion is served by the Seymour system while the northern section is a new (1989) system which is served by the Naugatuck treatment facility. The new sewer line was scheduled to be put into use by the end of 1990. The total area of Oxford served by sewer will then be 9.5% or 2,100 acres, when this sewer comes on line.

Roads

While roads are also considered part of the infrastructure system, they are discussed elsewhere in this plan in more detail. The road improvement program is to be included as an appendix to this Plan.

Drainage

Road drainage, one of the key ingredients to the longevity of any road, is sorely needed on many of Oxford's roads. As the road network deteriorates and is repaired, drainage should be installed routinely as part of the repair and reconstruction process. While proper drainage is expensive to construct, the alternative of not providing it is more expensive in the long run.

Utilities

As previously noted, the water resource used by Oxford for its municipal supply comes primarily from Southbury's Pomperaug aquifer at this time. Sewer service is to be provided using the Naugatuck River as the natural resource at that end of the process. The implications of this situation will be discussed in further detail in subsequent sections of this plan. It is important to note, however, that Oxford does not have ultimate control over either end of the utilities providing these services.

Oxford needs to closely monitor any available opportunity to gain an element of control or persuasion over either of these essential utility services. Alternatives such as the Pomperaug Valley Water Authority and partnerships may merit full examination at this time.

COMPREHENSIVE PLAN

Oxford, Connecticut

A. PLANNING GOALS, POLICIES AND OBJECTIVES

Planning goals are seen by many people as ineffective because they often tend to be perceived as vague, unfocused and arbitrary. Perhaps a clear method of understanding, focusing and using these goals will help the planning process become more effective.

One way to help perceive what "goals" really are is to say that they help answer the question, "Where are we going?" The setting of attainable realistic and yet exemplary goals is a key to beginning a real and dynamic planning process. Unless we know where we are going it really does not matter how we go in order to get there. Policies are the action(s) required to help attain the goals.

It is important for every interested citizen in Oxford to participate in this goal setting process. Far too often plans are written and goals are set which are short sighted or special interest oriented and not in the best long term interest of the town. Oxford cannot afford to let this happen at this critical juncture of its physical and economic development. Where then are we going? Following are the goals proposed for Oxford for 1990-2000 which will help answer this question.

GOALS & POLICIES

Population

Goal: 1. Oxford should plan to accommodate a projected residential population of 10,500 persons by the year 2000. This outlook will assist in planning for reasonable, measured growth accommodation in all areas of community services.

Policy 1 a. Plan for measured, steady population growth accommodation by long range planning for emergency services, capital improvements, infrastructure construction or reconstruction and municipal services, all at levels geared to the projected population increase.

Policy 1 b. Consider most favorably, development which is sized, in terms of proportion, scale, intensity and bulk, so as to be compatible with this goal.

Land Use

Goal: 2. The general rural scenic character of Oxford should be preserved where possible, protected whenever possible and enhanced wherever possible.

Policy 2 a. Subdivision and site plan reviews and actions should be conducted so that this goal is not violated. It is intended that the maximum legal extent of the applicable statutes should be employed in an effort to attain this goal.

Policy 2 b. Efforts to preserve noteworthy features which are components of rural character should be made wherever possible. These may include but are not limited to large, prominent or exemplary specimen trees, aesthetic fields, picturesque stone walls and similar features of the early New England landscape.

Policy 2 c. Where it is clear that a permitted use conflicts with this goal and methods to mitigate the development impacts must be sought, attempts to screen from public view the land uses which are not compatible with this goal shall be made. Regulations should be constructed to allow the commission maximum legal latitude in its attempts to attain this goal.

Policy 2 d. Farmland should be preserved or protected wherever possible.

Goal: 3. As Oxford develops and grows, it must be made into a place where the residents can live, work, recreate and raise their families in the most humane environment possible.

Policy 3 a. Whenever the opportunity arises the Commission shall attempt to have residential uses buffered from intrusion by commercial or industrial uses.

Policy 3 b. The Commission should create where desirable, neighborhoods as opposed to land consumptive sprawl developments. This could be done through modifications to existing zoning and subdivision regulations.

Policy 3 c. The sense of a community center of the typical New England village should be significantly strengthened. This could be done through the aggressive preservation of existing historic buildings, the formulation of a very specific preservation plan for these centers, and through strict architectural controls.

Policy 3 d. The Commission should adopt an open space housing regulation which directly addresses this goal.

Policy 3 e. The architectural character and heritage of the small New England town should be maintained, enhanced or created whenever possible, through the utilization of the Architectural Review Committee for appropriate aesthetic recommendations for subdivision, zoning and site plan reviews.

Housing

Goal: 4. The character and nature of residential development should continue to be primarily single family residences with on-site, rather than municipal, water supply and sewage disposal.

Policy 4 a. Avoid creating, promoting or establishing regulations which would encourage large developments whose bulk would be out of scale with Oxford.

Policy 4 b. Alternative housing configurations should be considered if they meet other goals and policies and are able to exist on well and septic.

Goal: 5. Open space housing development should be implemented through the establishment of appropriate zoning and subdivision regulations.

Policy 5 a. These regulations should be implemented where it can be demonstrated that the enactment would allow for the purpose of providing a buffer between established single family residential areas and an area zoned or used for industrial or commercial purposes.

Policy 5 b. The open space housing regulation should also be used where it can provide for the preservation or conservation of substantial open space or natural resources.

Policy 5 c. The preservation or conservation of 30%-40% open space as an ideal should be sought under this goal.

Policy 5 d. The implementation of the concept of and regulation for open space housing should not be used to increase density above currently allowed maximums.

Commercial

Goal: 6. Commercial development, including neighborhood scale shopping centers, of a type and size commensurate with the needs of the residents and workers in Oxford should be encouraged in those areas which are appropriate and which are zoned for such uses.

Policy 6 a. The Town should not expand the area currently zoned for commercial use along Route 67 but should allow for realignment and minor modifications.

Policy 6 b. The establishment of a professional office use zone compatible with the scale of Oxford, and the needs of its residents and professionals should be considered but should exclude retail all uses.

Policy 6 c. Any proposed rezoning of commercial areas and/or proposed modification of commercial regulations should be evaluated on their allowable scale and traffic impact on

the roadways of Oxford and the roadways capacity to accommodate such development.

Policy 6 d. The Oxford industrial area should have established three or four small commercial nodes at easily accessible intersections where smaller scale commercial services could be provided for workers and residents of that area. Route 34 should have one similar commercial node as well sometime in the future.

Industrial

Goal: 7. Industrial development which will enable the Town to lessen the tax burden on individual homeowners, as well as provide jobs for residents should be encouraged in areas zoned for such uses.

Policy 7 a. Although industrial development as stated in the goal is to be encouraged the overall area zoned for industrial use should not be expanded.

Policy 7 b. Industrial uses should be sited on level which is most appropriate for these uses. This includes sites with access to required utilities and as few physical or environmental constraints as possible.

Policy 7 c. Industrial uses which may significantly adversely affect existing single family dwellings should not be permitted without the use or placement of substantial and effective buffers.

Transportation

Goal: 8. Oxford must continue to ugrade the planning, development and maintenance of its local road system. It must be kept safe and in good repair. However the appropriate scale for any given roadway, based on its traffic function, must also be kept in mind. The local roadway system should function as a safe and adequate complement to the state system.

Policy 8 a. The Town must work closely with developers proposing development of parcels of land which abut substandard or inadequate roads to insure proper conditions exist to prevent the creation of further unsafe conditions.

Policy 8 b. The Commission along with Town staff should determine the proper functional classification, capacity and adequacy of any existing or proposed road in a development. This information should be used to help implement the goal.

Policy 8 c. The Commission along with Town staff should incorporate into its regulations where appropriate, proper design standards to meet the needs of construction or improvement to any new or existing roadway.

Open Space/Recreation/Environment

Goal: 9. Oxford should establish an open space and recreation system for the pursuit of both active and passive recreational opportunities. The means of accomplishing this long range goal may well encompass the use of public-private partnerships where such an arrangement may be to the Town's advantage.

Policy 9 a. The Town should aggressively pursue acquiring viable open space through the use of legitimate regulatory programs such as P.A. 90-239, outright gifts and local subdivision exactions.

Policy 9 b. The use of public-private partnerships, whether formal or informal, or whether long or short term, should be used since the benefit to the Town is significant and the cost is low.

Policy 9 c. The Town should continue to seek to upgrade existing active recreational areas.

Goal: 10. The Town should seek to establish and maintain an open space system which is linked to other open spaces and parks. The system should provide for public use and access so as to encourage the conservation of these areas throughout Oxford. The municipality should, however, seek to minimize its expenditures for acquisition and maintenance of these areas.

Policy 10 a. The long range goal of seeking to link the open space system, ultimately throughout Town will make the system more accessible, useful and enjoyable to all who may use it. Individual nodes of open space make up the individual parts of a system. A linked system will provide maximum enjoyment and utility.

Policy 10 b. The continuity of a system of parks and trails should also be viewed as conducive to the retention of the wildlife edge that is critical to the variety needed to retain wildlife in a developing area.

Goal: 11. The open space system should in part, focus on preserving environmentally sensitive or desirable areas, while encouraging public utilization and participation in the conservation efforts of other suitable areas.

Policy 11 a. Specific environmentally sensitive areas should be inventoried so that they may be sought when they become available.

Policy 11 b. An active program of public utilization of certain open spaces should be established and maintained.

Goal: 12. Oxford should aggressively seek to protect existing and potential water supply aquifers.

Policy 12 a. Regulations should be enacted by all appropriate land use commissions which are compatible and which seek to protect areas of stratified drift (sand and gravel) which are presently or which show promise of being used as viable water supply aquifers.

Education

Goal: 13. Oxford should seek to upgrade and maintain educational facilities which fulfill the goals of the Oxford school district. The general goal is to foster the growth and mastery of fundamental knowledge, understanding, skills, habits and attitudes for the ultimate development of good citizens.

Policy 13 a. Periodic revaluation of the District's physical facilities should be done with an eye toward the question of expansion or inclusion of grades 9-12 in its system.

Policy 13 b. The physical development and land use implications of expansion, inclusion or regionalization are significant. Every effort to coordinate any new direction undertaken, with appropriate land use boards should be made in order to avoid unplanned for growth in the future.

Infrastructure

Goal: 14. Oxford should establish and maintain an infrastructure system in good repair which is of an appropriate size, and capacity and in the proper location to serve the development contemplated by this plan.

Policy 14 a. A comprehensive review and listing of existing infrastructure including roads, bridges, culverts, storm drainage systems and utility transmission lines, should be made in the near future. It should include significant details of any shortcomings.

Policy 14 b. Any shortcoming noted should be programmed for repair and funded through the appropriate method, road improvement program, capital program or capital non-recurring program. This program should become an integral part of the annual budgeting process.

B. FUTURE LAND USE

B.1. Residential

Presently in 1990, 86.18% or 18,202 acres of Oxford's total land is zoned for residential use. It is assumed from the census that there are 8,554 residents in Oxford at this time, this means that the average residential density is approximately .47 persons per acre, or 2.13 acres per person.

B.1.a. Residential District - A.

The vast majority of residentially zoned property approximately 18,007 acres is zoned Residence A District. This district presently requires 1.5 acres of dry (non-wetland), contiguous land per dwelling unit. The balance of acreage, approximately 195.06 acres, is zoned Residence D District, where some deviation in lot size, (to less than 1.5 acres) may be allowed under certain specified circumstances.

B.1.b. Residential District - D.

Currently Residence D zoned land is found only in a corridor approximately 600 feet in width along Route 34 in Oxford. This zone is bounded by Stevenson Dam on the north and by the Seymour town line on the south. Residence A zoned land is currently found in the remainder of Oxford with the major exception of the industrial lands north of Route 67 and commercial lands along the southern portion of Route 67.

As residential and other types of development proceed, it is necessary to keep in mind that some lands are not easily developable. In fact, it is the position of this Plan that some lands, including wetlands, excessively steep slopes, flood plains and other extremely environmentally significant or sensitive areas, should not be developed. The maps that accompany the Plan indicate these sensitive areas.

In light of the population projection of 10,500 by the year 2000, it is clear that a plan to accommodate nearly 2,000 additional people is necessary. Oxford's household size, if in line with statewide projections, is very close to 3.0 persons per household. Even if the population grows by only 2,000 people that equates to approximately 683 new dwelling units in only ten years or over 68 new dwelling units per year. A very brisk pace of development is indicated.

B.1.c. Open Space Housing Development

The method of planning to group dwelling units on land so that a significant portion is left as open space is recommended for Oxford. This method is called Open Space Housing Development. This technique is discussed in detail in a text entitled, Dealing With Change in the Connecticut River Valley: A Design Manual for Conservation and Development, (Univ. of Mass. 1988).

Essentially this technique allows for the grouping of the same number of dwelling units on the "most desirable" portions of the property being developed. Of course the grouping is subject to the specific and particular attributes of a given site. Not all sites are equal, nor are all site constraints. Therefore the plan sought, the "best plan", will be that which allows the site to function as closely as it can after development to the way it did prior to development.

The intent is to discourage the significant physical land disturbance caused at many existing sites due to Oxford's difficult topography and other environmental constraints. These disturbances are in evidence at many locations in Oxford today as well as in subdivisions of the past.

Residential population growth accommodation is an essential ingredient in Oxford's future land use planning effort. Following are the most recent projections for Oxford's population through 2010. The rates of growth projected are by far the highest rates in the CNVR region.

Table 21. Oxford's Population Projections*

Year	Population	Percent Change
1990	8,500	(1980-90) 28.1
1995	9,600	
2000	10,500	(1990-2000) 23.5
2005	11,300	
2010	11,800	(2000-2010) 12.4

*Source COGCNV

In planning to accommodate future residential growth the natural resource maps included in this plan should be used. Maps which reflect poor soil conditions, steep slopes, shallow depth to ledge, high groundwater tables, wetland soils, flood plain soils, and aquifers for example should be considered development constraints. The Zoning Regulations should be revised accordingly.

B.1.d. Elderly Housing

Oxford's senior citizens are an active and growing segment of the population. It is felt that the elderly housing project now being constructed on Old Church Road will help alleviate some of the need for attached, elderly oriented housing. It may need to be expanded in the future however.

B.2. Commercial

Historically, Oxford has had insufficient local population, and for the most part, insufficient traffic volumes to warrant the location of new commercial developments. A review of the traffic data in the basic studies section and a review of the transportation and traffic volume map shows that now, however, the time for these facilities in Oxford is rapidly approaching. Oxford has the market components to allow for the establishment of neighborhood size shopping centers within two years.

B.2.a. Existing Commercial

Existing commercially zoned property is significantly underutilized at this time. In fact, some 75% to 82% of the currently zoned acreage is either undeveloped, used for some other purposes or underutilized in a commercial sense. Because of this fact there appears to be no pressing reason to rezone portions of property from residential to commercial uses at this time with the following exceptions.

There are some instances where property lines and zone lines do not coincide. These should be realigned to coincide with property lines to eliminate potential problems which can often result from this type of incongruity.

B.2.b. Neighborhood Shopping Centers

The 1965 Plan recommended strongly against the creation of strip commercial development. This Plan continues and reinforces that strong recommendation. Neighborhood shopping centers could be located at one or two locations near Route 67. These, if proposed, should be off Route 67 with limited access points in order to avoid traffic circulation problems associated with commercial strip centers as seen in nearby and surrounding towns.

A small neighborhood center may be desirable for a limited section of Route 34 as well. This area could serve a small population center in that area and would avoid a long cross town or out of town trip.

The approximate locations of these neighborhood shopping areas is shown on the Proposed Land Use Map with this Plan. The neighborhood center on Route 34 should be no larger than approximately 20,000 square feet, while any single proposal on Route 67 could be as large as 100,000 square feet.

B.2.c. Professional Office

It should be noted that there does seem to be some need for local professional office space in some limited areas of Oxford. The location of these uses could be allowed in very

specific non-commercial areas with strict adherence to a set of pre-established standards. It is important to note that the utilization of this technique must be done carefully so as not to damage the residential nature of the area. Existing examples of New England residential architecture should be preserved.

The professional office use as a transitional use should be limited so as to avoid retail activity, and traffic which clearly belongs in a commercially zoned district.

These transitional areas should be construed as less intensive extensions of the existing type of commercial development. They should allow for the inclusion of non retail, resident oriented, professional services. Offices of doctors, dentists, lawyers, accountants, architects and similar uses would be allowed in these areas. The requirements for extensive parking, grading and site modification and disturbance of existing residents would be minimized.

In addition, some areas presently used or zoned for residential purposes could be enhanced in value, while allowing the room for these much needed local services. It would be wise to carefully control the land use in such a zone or zones. Perhaps one of the best methods would be through the use of the special permit process. In this way each site would have to comply with established standards or would not be allowed. This Plan sees the transition areas as having many positive aspects and relatively few negative ones.

B.2.d. Commercial Nodes

Additional commercial areas will be needed in the future as the industrial area and Town population both grow and develop. These new commercial areas or "nodes" should be relatively small in size (3-5 acres) and strategically located at significant traffic intersections in the industrial area, as shown on the land use map.

These small commercial nodes should be retail service oriented and be established to meet the needs of the workers in the industrial area. Services such as small satellite banks, dry cleaner drop offs and laundry services, some food establishments and other typical consumer services are recommended for these commercial service nodes as well. The placement of these types of services in this district will also have a beneficial effect on traffic reduction from the northern industrial area to the southern end of Route 67 during commuting and lunch times.

In summary, the commercial area will not change substantially but will continue to be slightly modified to meet the needs of Oxford's citizens and shoppers.

Any proposal for the Commercial area should be reviewed with an eye toward architectural enhancement of the Town rather than simple commercial expediency. Architectural design of any commercial structure should be an enhancement to the area in which it is located and should complement Oxford's rural character. Additionally, appropriate landscaping, buffering and lighting should make these commercial activities fit into their environs well with as little disturbance as possible to any residential uses in the general area. The impervious areas for these, and any other commercial developments, must conform to local regulations, but an attempt to minimize the total impervious areas (buildings and parking) will help with overall environmental considerations.

B.3. Industrial

Since the 1965 Plan was published several changes have occurred in Oxford's industrial area. The Waterbury - Oxford Airport has been opened and is operating. The access road, Route 486, has been constructed.

In the past twenty years, the Town has designated approximately 2,361 acres (12.5%) of Oxford's land for industrial use. There are two industrial zones. Industrial District I, with a minimum lot size of 2.5 acres. The Industrial I area is approximately centered on the Oxford Airport, a 400 acre State owned parcel of land. The Industrial II land is a minimum of 5 acre lot size and is found on the southwestern edge of the industrial area adjacent to the Larkin Bridle Trail, with a portion on the east side of Riggs Street. The remainder of Industrial II land is located on the eastern edge of the zone on the east side of Riggs Street.

It is clear that Oxford's industrial area has major development potential which could affect most of western Connecticut. Very few communities have the available land resources for this type of development. The competition between communities to attract quality industrial development is very keen.

The addition of the municipal waterline and more recently the sewer line have made significant contributions to the development potential of the area. Gas and electric service are also available. The completion of the infrastructure and improvements to the major access roads are now needed if the area is to be properly developed in an optimal fashion.

Great care must be taken to protect and buffer surrounding lands from the negative aspects of proposed developments. Of great importance, is the care that is advocated in locating low tax return uses in this valuable area. Specifically, the elimination of warehousing as a principal use is recommended for this area. Significant emphasis should also be placed on the aesthetic development of this area.

Backing for this effort should be provided from all areas of municipal government. The long term best interests of Oxford are at stake. The future of Oxford rests heavily on the proper and optimal use of this area.

B.3.a. Access to Industrial Area

Accessibility to the northeastern portion of Town is still difficult. It is for this reason that this Plan recommends the conversion of the existing industrial land on Long Meadow Road to Open Space Housing.

Projections have shown that the absorption of all 2,631, (or nearly 3,000 counting State land) acres of industrially zoned land is unlikely. There are several critical needs for the majority of uses that are permitted to locate in this area. One of these critical needs is good access.

While there are industrially zoned lands which are approximately one (1) mile from the Route 188/Route 84 interchange, there are also many parcels of land in this area which do not have good access from local to State of interstate highways at this time.

Improvement of these needed access ways is of critical importance to the development of Oxford's northern industrial lands. Estimates for the repair, rehabilitation, construction or reconstruction of these roads range from 4-9 million dollars at the present time. An examination of the recently completed Road Improvement Program (RIP) shows high priorities assigned to a large number of the major roads in the industrial area. This indicates these roads are to receive priority treatment to be repaired, reconstructed or upgraded as their condition may indicate and as taxpayers allow.

Diligent pursuit of a well financed logical RIP is an essential ingredient in the proper and safe development of these lands in the future.

Projections have also shown that without significant roadway improvements in this area there will be substantial traffic congestion if the area is developed to its maximum potential without the required road improvements. At the present time, the roadway system will not accommodate the projected traffic volumes in a satisfactory fashion.

B.3.b. Water Availability

The critical resource of public water is presently being supplied to the industrial area by the Heritage Water Company in Southbury. Water lines are installed at this time in a basic spine configuration through the industrial area to Riggs Street in the vicinity of the Town owned Jones Property. In addition, water lines were extended in

1989-90 through some residentially zoned land to the vicinity of the Great Oak School and the new Quaker Farms school. The water utility franchise area in Oxford is split between Heritage Water Company and Bridgeport Hydraulic Company. In Oxford the boundary between these areas is Governors Hill Road.

There are some important restrictions on these major utilities which have the potential to significantly limit growth in the area. Water supply itself does not appear to be a major limiting factor at this time in light of the safe yield of the Pomperaug Aquifer in the area of the Heritage Water Company wells. However, it is at least potentially significant that the water company has recently been discussing having to drill an additional well. The Towns which obtain public water from this source, especially Oxford, should carefully study the available alternatives with regard to the ownership and supply limits of this valuable resource. A DPUC mandated review of available supplies in 1990 should be carefully monitored by the Town.

B.3.c. Sewer Availability

The other major component of the utility picture is that of sanitary sewer capacity. At present, Oxford has signed an agreement which allows for the treatment of one (1) million gallons per day of sewage at the Naugatuck Sewage Treatment Plant. The lines to conduct the effluent to the metering station in Middlebury are constructed. The installation of the initial collectors is scheduled to be completed in 1990. The required pump station will then be operational in 1991.

In addition to water, the other large and potentially limiting factor is that of allocated sewage capacity from the Naugatuck treatment facility. While there appears to be adequate treatment capacity at the plant, the agreement between Oxford and Naugatuck presently limits the amount of effluent to one (1) million gallons per day. In addition, no uses other than those approved industrial uses may be allowed to discharge into the system according to the agreement between Oxford and Naugatuck. Both of these utilities are key to the development of the industrial lands in Oxford. They must be monitored by the appropriate municipal agencies very closely in order to optimize their potential.

B.3.d. Drainage

Finally, a limitation regarding the developable percentage of land on each parcel of land has been established by the Oxford Zoning Regulations. This limitation has been set based on the following present conditions: lack of adequate infrastructure, especially the lack of adequate storm drainage capacity, lack of well defined drainage channels, and the lack of significant capacity even where those channels are well defined. Each parcel presently is allowed a

impervious (including all parking) area of 55% of the parcel. While this is seen as somewhat restrictive at the present time, the reasons for its use at this time are well founded. Without this restriction the downstream problems and costs to the Town will become extremely significant.

B.3.e. Two Examples of Industrial Land:

Jones Property (Public Land Example)

Significant interest in the allocation of industrially zoned land has been generated. Much discussion has focused on the use of the Town owned "Jones Property", and surrounding lands.

The Jones Property itself is a 124 acre, roughly rectangular shaped parcel with its western border on the east side of Riggs Street. It is located to the east of the Oxford landfill, which was closed in 1989. The landfill has been covered, stabilized and is being monitored in accordance with the DEP accepted closure plan.

The Jones Property was originally purchased as a site for a bulky waste landfill. However, as time passed, a water line was installed and property values escalated. Discussions in 1989 were held regarding the potential suitability for a portion of this site to be used as a solid waste transfer station.

At the present time, there appear to be several factors against using this site as a transfer station, regardless of whether such a facility could gain DEP approval. These negative factors include the difficulty in access to Route 84 and the loss of potential tax revenue from fully developed industrial land. While difficult solid waste questions must be asked and answered before a final decision can be made, it does not appear likely at this time that a transfer station will be located on this property.

The Town-owned Jones Property of which approximately 60% to 70% is developable is in an excellent location for a joint public/private development proposal. While this is an entirely administrative decision, it makes good sense from both economic and land-use standpoints. Conservation uses for the remaining undeveloped land need to be explored as the land is developed.

Currently land to the south of the Jones Property is being developed with the potential for approximately 750,000 square feet of office and manufacturing space.

B.3.f. Healy Property (Private Land Example)

A major question involves the Healy parcel, east side of Riggs Street, and adjacent lands. This approximately 500 acre parcel of land is currently zoned Industrial District Ii. This Plan recommends a change to Open Space Housing Development for this area. While there are many pros and cons to such a recommendation, the possibility of a large recreational facility as part of such a proposal would also suit the environmental constraints of the site well.

In order to compensate for the loss of this industrial acreage some additional property north of the Jones property could be converted from residential to industrial, open space housing, and permanent open space as shown on the proposed land use map, which is part of this Plan.

Recommendations

1. Access

1.a. Improvement of access to all industrially zoned land in Oxford is not only desirable, it is essential. This access should initially be oriented toward the western side of the area with access to Route 84 via Route 188 in Southbury. Secondly internal access within the industrial area itself needs to be improved. Thirdly, feasibility of access to the east from the Riggs Street area to Route 42 and ultimately Route 8 needs to be studied for future consideration.

1.b. Circulation around the Oxford Airport needs to be improved as well. When the airport was constructed, Prokop Road was bisected. In addition, long ago North Larkey Road ceased to be used to go through to Prokop on the east side of the airport. The extension of Jacks Hill Road to Christian Street would also be a marked improvement in that area. The master plan for Oxford Airport has included an "east access road" for internal circulation at the airport for some time. All of these improvements need to be made to improve circulation in this entire area. They would be a welcome addition to local circulation.

2. Zoning

2.a. It is recommended that the land which was zoned for industrial use, which lies north of Towantic Hill Road, east of the Bridle Trail, west of Guntown Road, and south of the Town line, be rezoned to residential use for several reasons. First, the property described is very difficult to access at the present time even for low density residential purposes. Second, the surrounding development is almost entirely single family residential in nature. Finally, there is no direct viable link from the existing bulk of the industrial land to this smaller isolated area. The intervening land is zoned

residential and the access to, from, and through this smaller area is not adequate to accommodate the improvements needed to bring it up to industrial roadway standards.

2.b. It is recommended that the privately owned property containing Towantic Pond, on the north side of the Town-owned Jones Property be carefully evaluated for its potential to be rezoned. The property may in part be rezoned for industrial or corporate office use, while it is recommended that the portion of the property containing the pond be preserved as permanent open space with the land remaining zoned for residential use in keeping with surrounding properties.

2.c. The Healy property should be rezoned as stated in the text of the Plan.

C. TRANSPORTATION

Historically Oxford's transportation system has evolved from a series of essentially parallel streets which today still reflect the ridge and valley nature of the Town as was discussed in the basic study transportation section.

C.1. Road Classification

Oxford's road system is comprised of: arterial roads; major through roads; collector roads, which feed into the arterials; and local roads which serve primarily the adjacent properties. Of Oxford's nearly 90 miles of local roads, the DOT has rated nearly 44% to be in poor condition and in need of significant repair.

In addition to the problem of the condition of the roads is the concern over traffic volume. For example, Route 67 at the Southbury end had a 1987 volume of 7,500. While at the Seymour end, a volume of 17,100 is found to be the average daily traffic. The volume is therefore increased by 128% as vehicles pass through Oxford. The volume on Route 42 increases 53% as it passes through Oxford while the volume on Route 188 increased by over 61%. Accommodation of these volumes by improvements to insure safe travel would be a priority in the future.

Of significant importance is the understanding and acknowledgment of the functional classification of the road system. The function of arterials, collectors, and local roads must be understood. The condition of the local road system must be a primary focus of any economic development effort. Decisions regarding the questions of who will pay for these improvements and at what time will be important issues in the near future. This can be addressed in part by developer assistance as proposals are reviewed.

A well organized road program formulated to address these issues should be established at this time. Coordination between administrative and regulatory departments of the Town will be required in order to effect such a program. This effort should consist of program, regulations and standards.

C.2. Transit

While some select members of Oxford's population use vans or busses for transportation requirements, it does not appear that any formal transit system is either desired or badly needed at the present time. The school students and the senior citizens appear to have access to adequate transportation at this time. The Oxford Elderly Housing Project on Old Church Road may require additional transportation service when it becomes occupied. This potential for added service should be contemplated and planned for by the Housing Authority at

this time to avoid a gap in service at a later date. Because of the cost of formal transit systems, the mini bus type service is best for Oxford at this time.

C.3. Road Design Standards

Currently Oxford's road design standards are fairly uniform, that is, roads for any use are reviewed based on similar standards. It is advisable to review these standards and to modify them so that roads which function as residential collectors, for example, may be reviewed in that context. Roads which are proposed for industrial use should be designed, reviewed and constructed by standards appropriate for heavier use. Planning with regard to the future extension of a given proposed roadway must, of course, be done. Roads should be classified according to function at the time application is made for subdivision or development of property. In short these standards need to be reviewed and upgraded at this time.

C.4. Non Town Roads

Discussions about Oxford's approximately 5.6 miles of unpaved town owned and maintained roadways continue to recur. There are also miles of "private" or "unknown status" roads in Oxford to which the Town does not claim ownership or responsibility for maintenance. The status of these roads should be established at this time. Plans for each road then should be made in the road improvement program.

C.5. Bridges

Bridge improvements in several locations need to be accomplished in Oxford. The bridges used by the State roads are being repaired as part of the Connecticut Infrastructure Fund repair program. On the local level, several small but important bridges need repair as well. These bridges should be repaired as soon as funding permits. They should also be programmed into the capital budget, as safety is too costly to ignore.

C.6. Summary

All the indicated needs should be accomplished. However, it is clear that they must be prioritized and funded. Most will be part of the road improvement program and funded through the capital budget. This process should not be delayed. The program should be in place prior to the end of 1991.

as offices, motels, residences or schools" would probably not be compatible with these anticipated noise levels "unless suitable noise reduction/control features were included in the building design and/or site development."

The report went on to essentially concede that the overlapping of potential problems from traffic, utility and noise in the area could prove to be severe. However, it was also mentioned that viewing these potential impacts as problems was really only part of the picture. The airport itself also presents several opportunities for the area. Obviously, these include jobs, transportation access, business services, business development opportunities, as well as certain recreational opportunities.

The primary impact area is generally viewed as bounded by the Airport to the north, Larkey Road extended to the east, Route 67 to the south, Eight Mile Brook to the west and the Middlebury Town Line. A map, as part of this Plan shows this area clearly. This map also indicates the noise impact level areas.

The location of the Airport has had several major impacts in the area. The purpose of noting them here is to bring into clear focus their impact on existing and future land uses and plans for the area. These impacts include access to the area, noise in the area, non-residential uses in the area, transitional uses in and around the area and "guided" development or development controls in the impacted area.

C.7.a. Access

Access to the area is primarily from the Airport Access Road from the west from Christian Street from the north and south. Access to the area from the east is significantly constricted at Towantic Hill Rd.

C.7.b. Noise

The existing and probable future noise in the area indicates that predominantly non-residential uses should be encouraged to locate in the primary impact area while transitional development types using natural noise buffers and noise reduction design features might be allowed in the areas adjacent to the primary impact areas.

C.7.c. Infrastructure

Municipal infrastructure improvement programs, road improvement programs and local regulatory controls should be used to guide and control the location and pace of development in these areas as well. Sewer and water extensions, for example, would have to be done by the developer or property owner unless the proposed development fit into the prescribed time frame for the Town to extend these utilities. These types of improvements could also be funded through the use of a payments in lieu of taxes program.

Local Zoning regulations and other applicable development ordinances will be required to take the lead in this guidance task. The regulations, ordinances, and policies should therefore be revised accordingly at the earliest possible date.

D. EDUCATION

The largest portion of most municipal budgets is the section allocated for education. Oxford is no exception. Contributing significantly to these costs at this time is the approximately ten million dollar new school on Great Oak Road.

The building capacities for the Oxford system are shown in the following table.

Table 22. Building Capacity*

School	Desirable	Acceptable
Quaker Farms Elementary (Grades K-2)	600	700
Center School (Grades 3-5)	278	428
Great Oak School (Grades 6-8)	478	615
Totals	1,356	1,743

*Source: Superintendent of Schools

One reason that these capacities are important is that according to other total enrollment (K-8) we may plan for projected space problems as well as future staffing needs.

Recent, 1989, projections from the Superintendent of Schools indicate the K-8 system will have 1,401 students in 1991-92 and 1,510 in 1992-93, 1,588 in 1993-94 and 1,635 in 1994-95. These projections appear to indicate that between 1992 and 1993 overcrowding will become a concern.

Space concerns, according to projections, will begin to become a more prevalent concern in 1993. It appears as though for the immediate future there will be limited relief from these concerns for K-8.

Special education programs and other mandated State programs may have a significant impact on the space availability. The possibility of State mandated all-day kindergarten in the near future may also have a significant impact on space availability.

The projections for grades 9-12 are as follows.

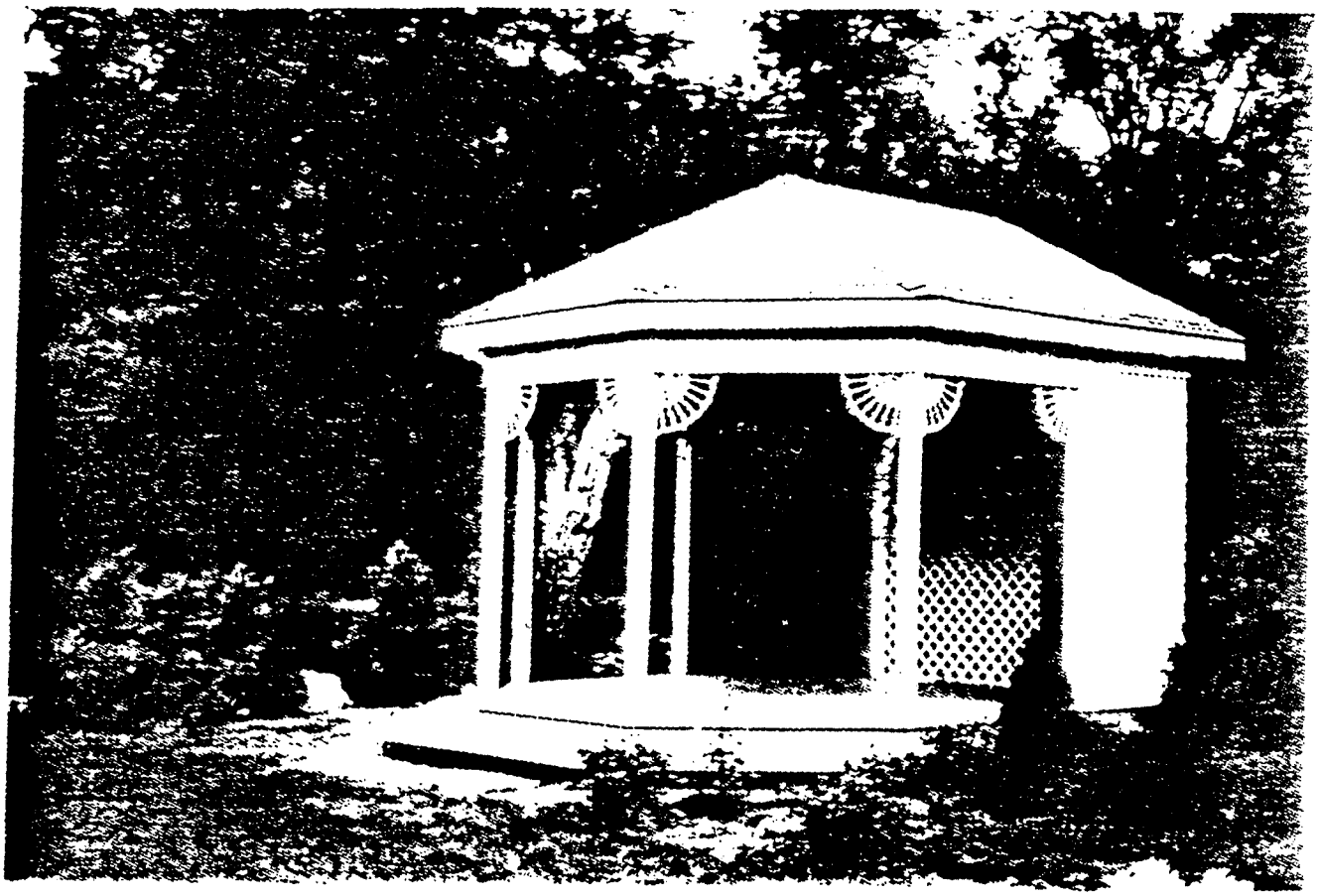
Table 23. Projections, Grades 9-12*

Grade	(Actual) 1990-91	1991-92	1992-93	1993-94	1994-95
9	88	105	95	118	134
10	83	90	107	97	120
11	73	81	88	105	96
12	58	65	72	78	93
Totals	302	341	362	398	443

*Source: Superintendent of Schools

These trend projections also tend to indicate that more funds will be required to be spent each year on expenses for grades 9-12 as well.

It appears that the possibility of Oxford building its own high school is unlikely at this time or in the near future. However, as the Town continues to grow and prior to the expiration of any contracts, the Town should continue to explore all the available possibilities including building and regionalizing. Experience has shown that the selection of one of these long range alternatives will have significant impact on the development status and potential in Oxford.



E. OPEN SPACE AND RECREATION

E.1. Recreation

Oxford, as a community of 8,554 residents, with a predominantly rural character has specific recreational needs. As the population grows and existing facilities are strained, additional facilities will need to be added. The classic mistake that many communities make is the failure to plan for the necessary open space or recreational facilities until they are needed. By then, planning is difficult, and acquisition is impossible, or at best, extremely expensive.

While this Plan examines the projected needs for physical land use and infrastructure requirements for the next ten (10) years, it is far wiser to plan for a 20 year (or "saturation population" as described in the population section of this Plan) projection scenario for these needs.

Currently, Oxford, has play fields at Oxford Center School, Great Oak School and Posypanko Park. In addition, a new park area has been donated to the Town, by a private individual, at Oxford Glen on Route 34. This area will make an excellent ballfield or playfield area. This area used to be called Camp Palmer. Oxford's other recreational facilities include those at Jackson Cove on Lake Zoar. This area allows fishing, swimming, boating and picnicking. It is adjacent to Kettletown State Park.

If we use a base population of 20,000 for planning, acquisition and development, and established national recreational standards, we find that we will need the following in the next two years.

Playgrounds:	25 acres
Playfields:	25 acres
Tennis Courts:	10 Courts
Baseball Diamonds:	7 (minimum)
Swimming Areas:	Adequate space/facilities for approximately 600 persons
Picnic Areas:	8 (minimum)
Wading Pools:	8 areas/pools

It should be noted that these requirements, although based on established national standards, may vary somewhat from municipality to municipality. For example, if a municipality is particularly committed to a significant recreation program it may in fact have more or larger facilities than those listed. The specific geographic distribution of the existing individual facilities may not be ideal.

The proposed open space network is shown on the accompanying map in this Plan. Protection of open spaces and acquisition of areas for organized recreation only becomes more and more difficult as the Town becomes more densely populated. These areas therefore should be protected as soon as possible. The underlying goal of interconnected open space is to allow the public to hike/bike from one end of Town to the other. This is seen as the optimum physical achievement. While difficult to achieve, through the use of proper planning and perseverance, this goal may be obtainable, in light of the large parcels which already exist and some of the parcels which are being obtained by the Oxford Land Trust. A ten year acquisition goal should be initially established; parcels to be added to the system as they become available.

F. ENVIRONMENT

F.1. Aquifers

The areas mapped and designated as primary or critical aquifer recharge areas should be preserved whenever possible. Development of these areas should be discouraged through the use of local regulatory means in accordance with the requirements and intent of existing State and Federal legislation. In addition, secondary or important recharge areas should also be protected as allowed by recently enacted aquifer protection laws.

The reasons for these protection efforts are clear. The preservation of groundwater quality is essential to the residents of Oxford. The vast majority of residents (approximately 86%) are currently served by on-site well water in Oxford. The preservation of the existing drinking water resource base is critical to the future safety , health and welfare of Oxford residents.

In the past several sample regulations aimed at protecting groundwater quality have been drafted for Oxford. A regulation needs to be fine tuned and implemented. This should happen as soon as possible in order to comply with the aquifer legislation. The regulations should be adopted early in 1991.

The implementation of these regulations is not an easy task as discharge and withdrawal limits should be established within the regulation and may affect particular land uses. In addition some specific land uses or management practices may be prohibited or highly regulated. While this often leads to difficult choices during adoption proceedings, the task should still be undertaken at this time. The protection of groundwater quality is a task that cannot be ignored. As many communities including Oxford have found, water pollution cleanup is far more costly than initial prevention would have been.

F.2. Agricultural Land

It is a goal of this plan to preserve productive agricultural lands in Oxford. Presently there are over 500 acres of land being used for farming of some type. The use of these lands for farming helps accomplish several stated goals of this Plan. Farming helps maintain a desirable rural atmosphere, preserves open space, at least temporarily, and provides a resource for locally grown produce and other products.

The maintenance of these lands is important in that once lost to development, these farmlands are not likely to be replaced. This trend is due to the increasing value of the land itself, current economic difficulties, and the extraordinary commitment of time, interest, money and energy which future farmers realize is necessary for a successful farm.

There are several methods of preserving farmland. However, most successful methods in Connecticut have some basic commonalities. First the commitment to farmland preservation must exist at the local level. This requires financial sacrifice from all taxpayers. Lands worthy of preservation must be available and farmable. Perhaps most important is the requirement for a dedicated local constituent group willing to work toward the goal. This group could be municipal, or civic or a combination of groups working with the farmers. This group could be called the Farm Study Committee.

A clear definition of the problems of local farmers needs to be drawn and committed to writing. A variety of issues may arise as concerns of these full time farmers. They may include property taxes, labor costs, product price structures, regulations from all levels of government, and certainly development pressures as they affect the ability to compete and farm.

If Oxford is committed to saving farmland, the farmland study committee should be formed to evaluate, in detail, the pros and cons of alternative measures to save farmland. The farmland study committee, using a local focus and data base would need to immediately inventory all farmlands to examine productivity, job potential, area support for farming, prime soils content, product shift potential and all other applicable components of farmland preservation.

The actual methods of preserving farmlands vary widely. Several of the more viable alternatives are listed here.

Recommendations

1. Incorporate more clearly, Connecticut's "Right to Farm" laws into local zoning regulations.

2. Promote private sector initiatives for the goal. Explore tax incentive programs for various types of owners and varieties of farmers.

3. Ensure that all available tax incentive programs are being applied toward the goal through an education and information program to the affected landowners.

4. The municipal assessor should coordinate with the farm study committee in order to be aware of its activities and goals.

5. Examine the possibility of a transfer of development rights (TDR) or a Purchase of Development Rights (PDR) program for desirable farmlands which meet the established criteria for preservation.

6. Consider the possibility of establishment of a Municipal Farmland Preservation fund as outlined in Public Act 84-184 and/or the Town and State joint purchase of development rights under Public Act 86-135.

Farms in Oxford which are being operated under the statutory definition (C.G.S. 1-1q) would be able to qualify for many of the above programs. However, these programs rely heavily on the cooperation of local and State officials. It is important to keep in mind that the purpose of many of these programs is to preserve farming operations which are perceived as a public benefit, and not ones which simply take unfair advantage of programs sponsored and underwritten by taxpayers. This is a worthy goal and should be examined in detail in the near future. The preservation of farms and farming operations are a benefit to all the residents of the Town. These lands and these uses are central to the main goal of the preservation of the rural character of Oxford.

Goals

The goals of this section of the Plan are fairly clear. They can be stated as follows:

1. Preserve open space and farmlands when and where possible using the recommendations in the Plan.

2. The open space system should link open spaces wherever possible and desirable.

3. Preserve environmentally sensitive areas which, if developed, would result in a substantial loss to the environmental community.

4. The municipality should avoid where possible the task of ownership and maintenance of the open space parcels and trails.

G. PUBLIC FACILITIES

G.1. Existing

Public facilities are currently located in several locations throughout Oxford. They are:

1. Town Hall/Library - Rte. 67
2. Town Garage
3. Center School - Rte. 67
4. Great Oak School - Great Oak Road
5. Quaker Farms School - Great Oak Road
6. Center Firehouse - Rte. 67
7. Quaker Farms Firehouse - Rte. 188
8. Riverside Firehouse - Coppermine Road
9. Old Town Hall (Board of Education) - Rte. 67
10. Landfill (closed) - Riggs Street
11. Elderly Housing (under construction) - Old Church Road
12. Recycling Center
13. Town-owned vacant land

There have been significant improvements in the area of public facilities since the 1965 Plan. However, in the intervening twenty-five years, the Town has also grown substantially. Projections and comments on the educational facilities are found in Section D.

G.2. Future

Improvements or replacements are going to be required in the near future to the noted firehouses. A report detailing the required improvements was completed in 1989. This does not include updating of equipment which would be considered a capital expenditure. The Long Range Emergency Services Plan recommended that Center and Quaker Farms Stations be replaced by 1991, and Riverside was to be modernized by the same date. In addition, proper housing for the EMS Co. (Oxford Ambulance Association) was also noted as a pressing need in that Plan.

Additional space needs and upgraded facilities have also been discussed for the Oxford Public Library. Preliminary planning with regard to space needs has indicated that a facility of approximately 10,000 - 12,000 square feet is needed.

There is some question at this time as to the specific future of Center School. At present it is to continue its existing function as a school. In the future, if that function is discontinued, any of several uses could be located there, including a library facility, or a senior center. While no formal decision has been made at this time, it is clear that the site is a valuable municipal asset with significant potential especially in light of its central location.

In addition, it is recommended that should the Grange Hall adjacent to Center firehouse become available, the municipality should seek to obtain this property. Few towns have the opportunity to establish, maintain and even expand their municipal center facilities in this manner. The expansion of our municipal center, is an opportunity which must be examined carefully and in detail.

An EMS facility should be located in the northern industrial area. While the construction of such a facility may not be needed immediately, it should be sited as soon as possible and funded within five years. The capacity and size should be determined by planned development for the next twenty years.

The discussion of a facility for recycling and solid waste transfer is one with several alternatives. Many key ingredients to each of the alternatives are unknown at this time. Oxford's contract with Connecticut Resource Recovery Authority (CRRA) will allow for the transfer of solid waste to Watertown at CRRA's transfer station. There are also discussions regarding the possibility of recycling at this site as well. An intermediate processing center (IPC) for recyclables could be established in Watertown or possibly Middlebury.

A temporary recycling facility was established at the end of 1990 at the public works garage on Great Oak Road. The disposition of this facility will be determined during 1991 as the CRRA transfer station comes on line.

It would be in the best economic interest of Oxford to determine which if any of these facilities will actually go forward prior to committing any local resources to the establishment of a permanent local transfer station or recycling facility.

The public facilities recommended for improvement or construction here will be expensive and should be placed in priority order by the administration. A priority list of capital projects should be established early in 1991. The Board of Finance with guidance from the Board of Selectmen, should initiate the funding of these projects based on a yearly schedule. The postponement of funding these essential facilities will only make their ultimate cost much higher.

H. PLAN IMPLEMENTATION

The critical task of implementation of this plan is the responsibility of all Boards and Commissions in Oxford. All portions of this Plan have the potential of affecting many boards. All items requiring expenditures must be processed through the Board of Finance. Any item affecting road improvements is the concern of the Board of Selectmen. Many of these proposals and recommendations will affect future tax rates and therefore are the concern of all of Oxford's citizens. In order for the Plan to succeed all must participate in a positive fashion in this process.

H.1. Capital Plan

A Capital Improvements Plan should be drafted after soliciting input from every municipal department, board, commission or agency. From this a Capital Budget Program for all aspects covered by this Plan should be formulated. This information should be revised annually but should cover a five year projection period. This method of projecting large expenditures is invariably of great help in planning a reasonable annual rate of expenditure.

The success or failure of this Plan rests with all boards, commissions, agencies, and Oxford residents. If the goals and policies are followed and the recommendations are taken and acted upon, progress toward the desired end will be made.

This document should be viewed as flexible and dynamic. It should be modified as conditions in the long term, change. The planning that emanates from the use of this document needs to reflect the best long term interests of Oxford. This plan must be updated each year and revised every 5 years as required by the Town Charter which became effective January 1, 1991.

H.2. Regulation Changes

There are several sections of this Plan, the implementation of which, will require changes in local zoning and subdivision regulations. These regulation changes must go through the statutorily mandated revision process. The cooperation of all boards and commissions will be required for this process. These changes are recommended to be drafted and implemented by mid 1991.

The active participation and positive contribution of all administrative, boards, the Economic Development Commission, land use boards and other pertinent bodies of Town government is essential to the success of this Plan.

This does not mean that all boards and commissions view every issue in the same way. That is rarely the case. It does mean, however, that the overriding goals of the P.O.D. must be adopted as a means to achieve the results of the town-wide questionnaire.

The specific tasks to facilitate this implementation should be undertaken according to the implementation schedule in the appendix of this Plan.

APPENDIX 1

GLOSSARY OF TERMS

Neighborhood Shopping Center - A small shopping center serving as a local convenience and service facility which depends largely on supplying the everyday needs of a limited residential population.

Infrastructure - Items constructed so as to serve the needs for water, sewer, roads, drainage and utilities of an area or a town.

Open Space Housing - Housing designed to allow the grouping of residential units on suitable land while at the same time allowing for the preservation of significant amounts of open space. Density and other standards to be established by local regulation.

Road Improvement Program - A specific program created to show planned road improvements, by type and cost, for specific future dates. Usually on a fiscal year basis.

Capital Budget - A separate budget prepared to reflect the planned expenditures for capital items. Usually, large non-recurring "one time" expenditures.

COGCNV (CNVR) - Regional Government. For Oxford the Council of Governments of the Central Naugatuck Valley. Contains the Regional Planning Commission.

Aquifer - Geologic deposits which are capable of yielding usable, (usually large) amounts of groundwater.

Impervious Area - An area of land which has been altered so as to limit or prevent the normal transmission of water from the surface to subsurface areas.

DPUC - Connecticut Department of Public Utility Control. The state agency which regulates the rates and other matters pertaining to public utilities.

USGS - United States Geological Survey

ADT - Average daily traffic

DOT - Connecticut Department of Transportation

Transitional Use - A land use which is used as a vehicle or method of bridging between two dissimilar land uses.

DOHS - Connecticut Dept. of Health Services.

APPENDIX 3

GOAL IMPLEMENTATION SCHEDULE

Decision/Item	Primary Responsibility of	Action Date by
Regulation revisions	P&Z	1991
Capital Improvement Prog.	Bd. Sel.	Annual 1991
Open Space Acquisition	IWA/P&Z	Periodic (10 yr.)
Open Space List	Conservation	Annual
Aquifer Protection	Conservation/P&Z	1991
Capital Projects Plng.	Bd.Sel./Bd.Fin.	Annual
Park Improvement	Park & Rec	Periodic
Detailed Park & Rec Pln.	Park & Rec	Annual
Roads/Infrastructure	Public Works	
Maintenance		Annual
New Construction/Reconstruction		1 per yr.
Plan of Dev. Update	P&Z	Review Annually, Revise 5 yrs.

Approved 6-5-99

Update

Plan of Conservation and Development

Town of Oxford

Part 1

Economic Base Analysis
North Area Industrial Plan

DRAFT

April, 1999

Presented to the Oxford Planning and Zoning Commission

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Table of Contents

List of Tables

1. Introduction

This update of the Plan of Conservation and Development is a continuation of the process of reviewing and updating the Plan of Development of the Town of Oxford that started with the 1998 Review of the Plan of Development.

1.1 Purpose

The purpose of this study is to plan for the physical components of the economic growth of the Town of Oxford, so that it will be able to accommodate and encourage the most advantageous economic growth for the Town into the next century. This section addresses the overall economic environment of the Town and physical development of the North Industrial Area of Oxford.

The Town of Oxford has been growing and will continue to do so for many reasons. It is located within the path of growth that has been spreading from the New York suburbs and Fairfield County. Its location just off Interstate 84, the presence of the Waterbury-Oxford Airport and the vast amounts of available land for development all indicate that Oxford will receive substantial growth over the next ten to twenty years. It is impossible to ascertain exactly when this growth will occur, but given the historical context of the Town, it is important to ensure that the growth is in the long term interests of the Town.

The fundamental issue is how Oxford will grow. The nature and form of economic development will be a major determinant of the future character of the Town.

1.2 Description of Study Area

The North Industrial Area includes the land in the northwest corner of the Town, including the Waterbury-Oxford Airport. This area includes all the land within Oxford currently zoned Industrial or Corporate Business Park. It is bounded by the Middlebury municipal boundary on the north, Southbury municipal boundary on the west, and is generally north of Towner Lane and Jacks Hill Road and generally west of Riggs Street.

1.3 Goals and Policies

This study is based upon the following goals and policies of the 1991 Plan of Development:

Commercial

Goal 6 Commercial development, including neighborhood scale shopping centers, of a type and size commensurate with the needs of the residents and workers in Oxford should be encouraged in those areas which are appropriate and which are zoned for such uses.

Policy 6a. The Town should not expand the area currently zoned for commercial use along Route 67 but should allow for realignment and minor modifications.

Policy 6b The establishment of a professional office use zone compatible with the scale of Oxford, and the needs of its residents and professionals should be considered but should exclude all retail uses.

Policy 6c Any proposed rezoning of commercial areas and/or proposed modification of commercial regulations should be evaluated on their allowable scale and traffic impact on the roadways of Oxford and the roadways capacity to accommodate such development.

Policy 6d The Oxford industrial area should have established three or four small commercial nodes at easily accessible intersections where smaller scale commercial services could be provided for workers and residents of that area. Route 34 should have one similar commercial node as well sometime in the future.

Industrial

Goal 7 Industrial development which will enable the Town to lessen the tax burden on individual homeowner, as well as provide jobs for residents, should be encouraged in areas zoned for such uses.

Policy 7a Although industrial development as stated in the goal is to be encouraged; the overall area zoned for industrial use should not be expanded.

Policy 7b Industrial uses should be sited on level land which is most appropriate for these uses. This includes sites with access to required utilities and as few physical or environmental constraints as possible.

Policy 7c Industrial uses which may significantly adversely affect existing single family dwellings should not be permitted without the use or placement of substantial and effective buffers.

It should be understood that the Commission may change these goals and policies if it believes that it is appropriate as a result of the findings of this study. However, the currently adopted goal and policies are a good base point for the analysis.

2. Economic Base Analysis

The economic base of a community is an important determinant of its growth and development. An analysis of current conditions and a projection of future opportunities are important in planning for land uses in the community.

The economic base of a community is important because it not only provides jobs for local residents, but it also brings money into a community from the sale of goods and services to people both inside and outside the community. Therefore, the wealth and income of residents of a community are a function its economic base.

Money coming into a community or the community's income may come from a wide variety of sources, including the following;

- Manufacture of goods within the community.
- The sale of retail goods within the community. Sales to people who live in the community keeps money in the community, (stops "retail leakage") while sales to people from outside the community brings money into the community.
- Residents commuting outside of the community, and bringing their wages home into the community.
- The sale of services "produced" within the community to people from outside the community. These services may include financial, legal, entertainment, or health services.

Economic activity also provides tax revenues to municipal governments to pay for governmental services. This is particularly important for Connecticut municipalities, with the heavy reliance on local real and personal property taxes.

Economic activity is also important as a factor in land use. Commercial and industrial land uses are usually major factors in the overall land use pattern of a community. The commercial center of a community is usually a very important component of the community's identity.

The economic conditions of Oxford are closely related with that of nearby communities. The underlying economic factors that affect economic development in Oxford are similar to those of other communities in New Haven County and Western Connecticut. The linkages between Oxford and its neighbors are broad and complex, but include employment of Oxford residents in other communities, the purchase of goods and services from Oxford businesses by businesses outside of Oxford, and shopping by Oxford residents in other communities.

Local economic conditions are also a direct function of the State's economy. The State's economy is in a period of transition, affected by several important trends:

- Connecticut's economy has emerged from the deep recession that resulted in a loss of 158,000 jobs during the early 1990's. Over 119,000 new jobs have been added to the Connecticut economy since 1992, approximately three-quarters of all the jobs that were lost. However, growth in Connecticut started later than in most of the rest of the nation, and has not matched the national pace.
- The rebounding Connecticut economy has been centered on Fairfield County. The economic expansion of the late 1980's consumed much of the developable land in that region, and the resurgent growth has left few development opportunities available at a reasonable cost. Therefore, economic growth has expanded north and east of the principal corridor, including up Route 8.
- Manufacturing employment has been declining in Connecticut at a faster rate than within the nation as a whole. The decline in manufacturing occurred during the 1970's and 1980's, even before the most recent recession began. Over 100,000 manufacturing jobs were lost between 1980 and 1990. The decline in manufacturing jobs has continued since the recession, even with the economic growth since 1992.
- Much of the remaining manufacturing in Connecticut is defense-oriented. Regardless of individual decisions concerning specific weapon systems, the changing global situation indicates a long-term trend of little growth and greater efficiencies within the defense industry.
- Service employment, in a wide range of categories, is projected to be the source of over 60% of the new employment opportunities in Connecticut and the Nation.

2.1 Employment

An important characteristic of any local economy is whether there is a net in or out commutation of workers to employment. According to the Department of Economic and Community Development of the State of Connecticut, there were 4,815 employed resident in 1997, and 1,580 employment positions in Oxford. This indicates a strong net out-commutation in Oxford. Most Oxford residents rely on employment in other communities.

The degree of Oxford's dependence upon other communities for employment opportunities is indicated in Table 1, which compares the Jobs/Employed Residents ratio of Oxford with that of other communities in the Central Naugatuck Valley region. The jobs/employment ratio compares the number of jobs within the community with the number of employed residents, so a community with a ratio of 1.00 has as many employment positions as it has employed residents; greater than 1.00 is an employment center with more workers commuting in than out; and one with a ratio below 1.00 has characteristics of a "bedroom community."

Table 1
Ratio of Jobs to Employed Residents
Oxford and Neighboring Communities

	Jobs/Employed Residents Ratio
Oxford	**0.34**
Central Naugatuck Valley-Total	0.76
Beacon Falls	0.21
Middlebury	1.08
Naugatuck	0.51
Southbury	1.15
Waterbury	0.91

Source: Council of Governments, Central Naugatuck Valley Regional Plan, Draft – May 1998, Planimetrics, Avon, CT

Table 1 indicates that Oxford has a lower jobs/employment ratio than the overall region and all surrounding communities except Beacon Falls. Suburban communities traditionally have been exporters of workers, but in the past two decades there has been more employment growth in the suburbs than the central cities. Consequently, some suburban communities have become employment centers, with a net in-commutation of workers. In Connecticut, North Haven, Orange, Southbury, Farmington, Milford and Rocky Hill all have become net importers of employment. Other suburban communities, such as Shelton, Wallingford, Branford, and Trumbull have experienced employment growth to the point where the number of jobs and working residents are close to balanced.

Table 2 compares the employment levels by industry in New Haven County between 1982 and 1992. It shows a changing regional economy. County employment increased by over 10% during the decade, but employment growth was extremely uneven amongst sectors. Employment in manufacturing decreased by almost 20,000, or 22.7%, with employment declines in most manufacturing categories. The exceptions to the general decline in manufacturing are the Instruments, Chemical and Paper Products categories, in which a total of 3,000 jobs were added. The employment declines were greatest in the Electronics, Machinery & Equipment, Fabricated Metals, and Primary Metals sectors. These sectors experienced over 15,000 jobs lost, with the Primary Metals sector losing almost one-half of its 1982 employment.

The County's employment growth occurred in the Service sector, which increased 46.6%, adding over 35,000 jobs. Educational, legal, social, and business services all experienced robust growth, but the most significant growth was in health services, which greatly strengthened its role as a dominant industry in New Haven County. Over 15,000 jobs were added, an increase of 53.4%.

Table 2
Employment Trends in New Haven County
1982 - 1992

Industry Group	1982 Employment	1992 Employment	# Change 1982 -1992	Percent Change
Ag, For & Fishing	587	1,209	+ 622	+106.0
Mining	204	207	+ 3	+ 1.4
Construction	11,509	11,080	- 429	- 3.7
Manufacturing	85,474	66,109	-19,365	- 22.7
Food	2,561	1,895	- 666	- 26.0
Textiles	507	468	- 39	- 7.7
Apparel	3,844	1,675	- 2,169	- 56.4
Lumber & Wood	492	468	- 24	- 4.9
Paper Prods	1,326	1,623	+ 297	+ 22.4
Printing & Pub.	5,209	5,117	- 92	- 1.8
Chemicals	3,833	5,460	+ 1,627	+ 42.4
Petroleum	NA	77	NA	NA
Rubber & Plastic	2,553	1,993	- 560	- 21.9
Stone &Glass Prods	1,233	736	- 497	- 40.3
Primary Metals	8,036	4,172	- 3,864	- 48.1
Fabricated Metals	14,973	10,515	- 4,458	- 29.8
Machinery & Equip	9,055	5,546	- 3,509	- 38.8
Electronics	9,851	6,179	- 3,672	- 37.3
Transport. Equip.	5,012	4,507	- 505	- 10.1
Instruments	6,225	7,329	+ 1,104	+ 17.7
Misc. Manufacturing	5,217	(1)	NA	NA
Trans & Pub Utilities	18,829	19,975	+ 1,146	+ 6.1
Wholesale Trade	17,744	18,814	+ 1,070	+ 6.0
Retail Trade	51,700	58,722	+ 7,022	+ 13.6
Fin. Ins. & RE	16,578	20,196	+ 3,618	+ 21.8
Depository Inst.	5,892	6,643	+ 751	+ 12.7
Security Brokers	428	446	+ 18	+ 4.2
Real Estate	2,348	3,276	+ 928	+ 39.5
Insurance Carriers	4,258	6,427	+ 2,169	+ 50.9
Insurance Brokers	1,373	2,263	+ 890	+ 64.8
Services	76,167	111,269	+35,102	+ 46.1
Hotels	1,358	1,727	+ 369	+ 27.2
Personal Services	4,156	4,386	+ 230	+ 5.5
Bus. Services	11,208	13,396	+ 2,188	+ 19.5
Auto. Services	2,039	2,618	+ 579	+ 28.4
Misc. Repair	1,421	1,137	- 284	- 20.0
Motion Pictures	(2)	769	NA	NA
Amusement Services	1,660	2,514	+ 854	+ 51.4
Health Services	28,427	43,614	+15,187	+ 53.4
Legal Services	2,023	3,649	+ 1,626	+ 80.4
Ed. Services	13,686	17,322	+ 3,636	+ 26.6
Social Services	3,230	7,257	+ 4,027	+124.7
TOTAL EMP.	279,134	307,726	+28,092	+ 10.1

(1) Not disclosed but within the 2,500 to 4,999 employment range.
(2) Not disclosed but within the 250 to 499 employment range.

Source: US Census: 1982 and 1992 County Business Patterns, Compiled by Brian J. Miller AICP

Table 3 shows change in the total non-farm employment by industry group in Oxford between 1995 and 1997.

Table 3
Total Non-Farm Employment by Industry
Oxford 1995-1997

Industry Group	1995 Employment	1997 Employment	% Change
Construction	210	210	0.0
Manufacturing	280	310	+10.7
Printing & Publishing	*	*	NA
Rubber & Misc. Plastics	*	*	NA
Fabricated Metals	*	*	NA
Machinery	60	90	+50.0
Trans. Equipment	*	*	NA
Other Manufacturing	220	220	0.0
Service Prod. Ind.	1,020	1,060	+3.9
Trans., Com., & Utilities	190	220	+15.8
Wholesale Trade	130	150	+15.4
Retail Trade	160	200	+25.0
Finance, Ins. & RE	30	40	+33.3
Services	220	200	-9.1
Government	300	250	-16.7
TOTAL EMPLOYMENT	1,510	1,580	+4.6

** Disclosure provisions of Connecticut's Unemployment Insurance Law prohibit the release of figures that tend to reveal data reported by individual firms. Manufacturing data in this category are included in the "Other Manufacturing" group.*

Source: Department of Labor, State of Connecticut; www.ctdol.state.ct.us/lmi/ces/htm
Compiled by Brian J. Miller AICP

The table indicates that there has been modest employment growth in Oxford. However, employment remains low, and the employment growth was not as dynamic as it might have been during that time period, when the State experienced significant employment growth.

The comparison of the relative importance of employment in the various industry groups between the Town, Bridgeport Labor Market Area (LMA) and State, as shown in Table 4, indicates the relative local importance of the industry groups. If the Town's share of

employment is significantly lower than the State or County, it may indicate that there may be an opportunity for the Town to capture a greater share of regional growth in a particular industry.

Table 4
Comparison of Percent of Employment by Industry Group
Town of Oxford
Bridgeport Labor Market Area
State of Connecticut
1997

TOTAL NON-FARM EMPLOYMENT	State	Bridgeport LMA(2)	Oxford
Goods Producing Industries	20.8	25.6	32.9
Construction & Mining	3.8	3.8	13.3
Manufacturing	17.0	21.8	19.6
Durable Goods	12.1	17.8	(1)
Fabricated Metals	2.1	2.3	(1)
Industrial Machinery	2.1	3.5	5.7
Electronic Equipment	1.8	3.6	(1)
Trans. Equipment	3.1	4.9	(1)
Non-Durable Goods	5.1	4.0	(1)
Printing & Publishing	1.6	1.1	(1)
Service Producing Industries	79.2	74.4	67.1
Trans., Comm., & Utilities	4.6	3.9	13.9
Trade	21.8	22.3	22.2
Wholesale	5.1	5.3	9.5
Retail	16.7	17.0	12.7
Fin., Ins., and RE	8.1	5.7	2.6
Services	30.9	31.3	12.7
Business Services	6.4	7.5	NA
Health Services	9.7	10.5	NA
Government	13.8	11.3	15.8
Federal	1.4	1.2	NA
State & Local	12.4	10.1	NA

Source: Department of Labor, State of Connecticut;www.ctdol.state.ct.us/lmi/ces/htm
Compiled by Brian J. Miller AICP

(1) Disclosure provisions of Connecticut Unemployment Insurance law prohibit the release of figures that tend to reveal data reported by individual firms. Data included in Miscellaneous Manufacturing totals, which encompasses 13.9% of the workforce within the Town of Oxford

(2) Bridgeport LMA includes Ansonia, Beacon Falls, Bridgeport, Derby, Easton, Fairfield, Milford, Monroe, Oxford, Seymour, Shelton, Stratford and Trumbull.

The data within Table 4 indicates the following concerning the economy of Oxford:

- The data for the Town of Oxford is somewhat skewed, due to the relatively low employment base which currently exists within the Town.
- The construction industry is a major component of the Town's economic base.
- Manufacturing is more important to the local economy than to that of the State.
- Retail trade encompasses a smaller proportion of the local economy than that of the LMA or state, reflecting a relatively small retail sector within the Town.
- In contrast, wholesale employment is a larger percentage of the Town's workforce than that of the State or LMA. This may be attributable to the geographic location of the Town along I-84, and/or the presence of the airport.
- Services are a relatively small sector of the Town economy, indicating that residents and businesses within the Town must obtain these services outside of Oxford.
- The finance, insurance and real estate sector is also a small sector of the Town economy, also indicating that residents and businesses in need of these services must obtain them out of the Town.

2.2 Labor Force Characteristics

Table 5 compares the unemployment rate of Oxford with that of surrounding communities, New Haven County, the Bridgeport LMA and the State from 1990 to 1998.

Table 5
Unemployment Rates of Oxford, Surrounding Communities, Region and State
1990-1998
(%)

	1990	1992	1994	1997	1998 (1)
Oxford	**4.8**	**7.2**	**5.3**	**4.7**	**2.6**
Beacon Falls	5.0	7.3	6.0	5.6	3.7
Middlebury	4.1	5.8	4.4	3.9	2.4
Monroe	4.0	6.6	4.3	4.4	2.9
Naugatuck	5.9	9.0	6.9	5.7	2.9
Newtown	4.1	6.2	4.9	2.8	2.0
Seymour	5.5	8.2	5.7	5.9	3.5
Southbury	3.5	6.1	4.2	3.7	2.4
Bridgeport LMA	4.2	5.9	4.3	5.1	4.2
New Haven County	5.4	8.0	5.9	5.5	NA
State	5.1	7.5	5.6	4.2	3.3

(1) Unemployment data for October, 1998

Source: Department of Labor, State of Connecticut; www.ctdol.state.ct.us/lmi/ces/htm
Compiled by Brian J. Miller, AICP

The data above indicates that unemployment in Oxford is comparable to that of the region and most of the surrounding communities. Although Oxford's unemployment rate was higher than some of the surrounding communities and the Bridgeport Labor Market during the depth of the recession in 1992, it was consistently below that of the State, and New Haven County. However, Oxford's unemployment rate has dropped to the point that for all intent and purposes, it is at full employment, similar to the region and State at this time.

Table 6 compares the distribution of the occupations of employed Oxford residents to that of New Haven County and the State.

Table 6
Occupations of Employed Persons
Residents of Oxford, New Haven County and State of Connecticut
Percent of Employed Persons
1990

Occupation	Town	County	State
Managerial & Professional			
Exec., Admin., & Managerial	15.2	13.3	15.0
Professional	19.5	16.0	16.5
Technical, Sales & Admin. Support			
Technicians	4.4	4.2	4.0
Sales	8.5	11.6	12.0
Administrative Support	16.5	17.4	17.2
Service			
Private Household	0.4	0.3	0.3
Protective Service	1.4	1.7	1.6
Other Service	10.2	9.9	9.5
Farming, Forestry & Fishing	1.2	0.8	1.1
Precision Production, Craft, Repair	14.1	11.8	11.2
Operators, Fabricators, Laborers			
Operators, Assemblers, Inspectors	3.4	6.8	6.0
Trans. & Material Moving	2.9	3.1	2.8
Handlers, Helpers, Laborers	2.9	2.9	2.7

Source: 1990 US Census; Compiled by Brian J. Miller, AICP

The data shows that there are a higher percentage of town residents employed in the managerial and professional occupational categories than for New Haven County or the State. This is significant, as these occupational categories tend to have the highest

earnings. The Town also has a slightly higher share of its residents employed in the Farming, Forestry and Fishing category, which reflects the rural character of the Town. In addition, the Town has a higher share of its residents employed in the Precision Production, Craft, and Repair category. There are a lower percentage of town residents employed within the Transportation and Material Moving; and Handlers, Helpers, and Laborers categories. These occupational categories tend to have the lowest wage rates.

2.3. Industrial Sector

Table 7 shows the manufacturers in Oxford.

Table 7
Manufacturers in Oxford

Manufacturer	Product	# of Employees
ADS Precision Manufacturing	Machine Shop	2
Advance Research & Robotics	Robotics rebuilding	26
American Lecithin Co.	Lecithin	8
Brighton & Hove Ltd.	OEM Contract Manufacturing	9
Bryce Office Systems LLC	Computer bar code printers	40
Chassis Dynamics Inc.	Race Car Chassis	5
Dewey Manufacturing Co.	Gun cleaning equipment	3
Diagnostic Chemicals Ltd.	Chemicals	17
Envax Products Inc.	Vacuum chambers	8
Fab-Tek Inc.	Metal Stamping	5
Fryer Corp.	Wire working machinery	6
Hart Tool & Engineering	Custom Machining	6
Huthig Publishing Inc.	Book & Magazine Publishing	1
Jay-C Designs Inc.	Signs	5
Kurt Lee Products Inc.	Ribbon & bow assembling	9
Lewis Corp.	Parts cleaning systems	70
Mikon Products Inc.	Industrial spray painting	40
Morse Watchmans Inc.	Guard tour & key control systems	37
Omniprint LLC	Printing & typesetting	4
PTA Corp.	Injection molded plastics	50
Printer's Workshop Inc.	Printing	4
Quality Design & Manufacturing	Machine shop	4

Source: Connecticut Manufacturing Directory, 1998, Harris InfoSource, Connecticut Business and Industry Association

The data in the table indicates that most of the manufacturers in Oxford are small, with less than 10 employees. Although there are several medium sized manufacturers in Oxford, none has more than 70 employees. The products manufactured are rather diverse, with the largest ones manufacturing machinery and plastics.

2.4. Retail Sector

The industrial sector of a community may provide goods for a national or international market, and therefore would be less influenced by local economic and demographic factors. On the other end of the spectrum, a community's retail sector is local in nature, providing goods and services to a smaller geographically defined market. The specific size of the geographic market is dependent upon different factors, including the nature and size of the retail facility. For example, a small convenience store would serve a small market based on a specific neighborhood. It would be unlikely for it to draw customers from other communities or even other neighborhoods within the same Town. In contrast, a large department store, or "megastore," draws customers from a large geographic area and would attract customers from other communities. In most regions, people regularly cross municipal boundaries for retail consumption, so one community may be the supplier of retail services for neighboring municipalities.

The growth of a community's retail sector may come from one of three sources:

- Capturing consumers from other communities.
- Retaining local consumers who are currently purchasing goods in other communities; and
- An increase in the population or disposable income within the community.

Table 8 shows the trend in retail sales in Oxford over the past three years. The data was obtained from the State Department of Revenue Services. It is important to note that the method of reporting utilized by the State may not accurately represent sales in regional or national chain stores. Depending upon the company, retail sales may be recorded from the company headquarters or a regional office and not from each individual retail outlet. Therefore, sales in chain stores, such as supermarkets or other large retail outlets, may not be recorded for the Town where the establishments are located but rather from the Town where the headquarters is located. This leads to under-reporting in some communities, and over-reporting in others.

Table 8
Retail Sales by Sector ($)
Oxford 1995 -1997

Type of Business	1995	1996	1997	% Change 1995-1997
Hardware	7,758,665	8,027,822	11,442,286	+ 47.5
General Merchandise	62,249	0	8,312	- 86.6
Food Products	1,653,374	2,571,421	2,504,760	+ 51.1
Automotive Products	1,066,655	561,721	610,409	- 42.8
Apparel & Accessories	503,722	416,504	135,252	- 73.1
Home Furnishings & Appliances	30,921	90,506	199,756	+ 546.0
Eating & Drinking Places	3,837,461	4,284,904	4,203,655	+ 9.6
Misc. Shopping Goods	2,611,314	3,430,156	3,693,380	+ 29.3
TOTAL RETAIL	17,524,361	19,383,034	22,797,810	+ 30.1

Source: State of Connecticut, Department of Revenue Services; "Retail Sales, by Town, Type of Business, Calendar Years 1995, 1996, 1997," Compiled by Brian J. Miller, AICP

The data shows increased retail sales over this time period, although some of the statistics may be skewed due to the reporting practices of the Department of Revenue Services. However, the increase in retail sales varied greatly amongst the different sectors. Food products and home furnishings increased substantially, while general merchandise, automotive products, and apparel and accessories declined in sales. Table 9 compares retail sales in Oxford on a per capita basis with those of neighboring communities and the State.

Table 9
Retail Sales Comparison 1997
Oxford and Surrounding Communities

	Total Retail Sales($)	Per Capita Retail Sales ($)
Oxford	**22,797,810**	**2,374**
Beacon Falls	3,904,804	710
Middlebury	62,875,369	9,980
Monroe	78,847,581	4,513
Naugatuck	106,656,532	3.272
Newtown	94,960,363	4,360
Seymour	207,944,685	14,136
Shelton	482,331,994	13,280
Southbury	71,377,440	4,199
State	36,407,997.782	11,069

Source: State of Connecticut, Department of Revenue Services, "Retail Sales by Towns, Type of Business, Calendar Year 1997", Compiled by Brian J. Miller, AICP

The data in Table 9 shows that the per capita retail sales in Oxford were below that of all neighboring communities except Beacon Falls, and well below that of the entire State. This indicates a substantial flow of potential retail sales out of Oxford. Of the area towns, only Shelton and Seymour have per capita sales that exceed the State average, indicating that residents travel out of the area for much of their retail purchases. This would also indicate that there is substantial potential for more retail business in Oxford to serve current and projected residents.

2.5. Service Sector

Table 10 provides an overview of the service industry in Oxford. It indicates the following:

- The overall service industry in Oxford is still relatively small, encompassing only 26 firms.
- The industry consists almost entirely of small firms, with approximately two-thirds of the firms having annual receipts less than $250,000.
- No health service, educational service, or hotels and motels were reported within the Town.
- The largest numbers of firms were engaged in automotive services, business services and Engineering, Accounting, Management and Related Services.

Table 10
Service Firms in Oxford 1992
Number of Firms and Annual Receipts

Business Group	Establishments by Size of Sales				
	Under $100k	$100k-$249k	$250k-$499k	$500k+	Total
Hotels & Other Lodging	0	0	0	0	**0**
Personal Services	3	0	0	0	**3**
Business Services	1	3	0	1	**5**
Automotive Repair & Services	0	3	2	0	**5**
Misc. Repair Services	1	0	2	0	**3**
Amusement & Recreation Services	1	1	0	0	**2**
Health Services	0	0	0	0	**0**
Legal Services	*	*	*	*	**1**
Educational Services	0	0	0	0	**0**
Social Services	0	1	0	0	**1**
Eng. Acntng., Research, Mngmt. & Rel. Services	0	3	2	1	**6**
TOTAL	6	11	6	2	**26**

Source: US Census; 1992 Census of Service Industries, Compiled by Brian J. Miller, AICP
**Receipts not reported*

In general, the scale and potential geographic scope of service businesses vary greatly, even within certain business groups. For example, within the health services sector, there is a broad range of different type of services, from the neighborhood dentist who serves patients primarily from the immediate neighborhood, to a medical institution that serves a national function in research or treatment, such as Yale New Haven Hospital. However, certain business groups within the service sector are generally inherently local, such as automotive services and social services. The magnitudes of these locally oriented services are generally proportional to the local population.

It is not unusual for a rural community that is adjacent to larger communities, such as Oxford, to have a small service industry sector. The data confirms that residents and business within Oxford must use services from other communities. While this is not unusual, it does indicate that there is a potential for the growth of the service sector in Oxford. This potential is to capture some of the business from people and residents who currently go outside the Town for services, as well as the increased service business that accompanies overall population and economic growth.

2.6. Projected Employment

Table 11 shows the projected changes in employment by industry for the entire State of Connecticut between 1996 and 2006.

Table 11
Industry Employment Projections for the State of Connecticut
1996-2006

Industry Title	Employment		Net	Percent
	1996	2006	Change	Change
Total All Industries	1,689,710	1,869,540	179,830	10.6
Agriculture, Forestry & Fishing	14,940	17,940	3,000	20.1
Construction	52,460	63,460	10,990	21.0
Durable Goods Manufacturing	194,220	196,270	2,050	1.1
Nondurable Goods Manufacturing	81,190	84,330	3,140	3.9
Transportation	53,760	59,700	5,940	11.1
Communications & Utilities	30,540	31,700	1,160	3.8
Wholesale Trade	80, 580	89,770	9,190	11.4
Retail Trade	266,950	286,390	19,450	7.3
Finance, Insurance & Real Estate	128,810	142,020	13,220	10.3
Services	691,450	801,410	109,970	15.9
Government	94,110	95,790	1,680	1.8

Source: Connecticut Labor Department, Office of Research; Connecticut Forecast 2006, Winter 1998; Compiled by Brian J. Miller, AICP

The data indicates that over one-half of the projected new employment growth in the State is to be within the Services sector. Other areas of significant growth are Retail Trade, Finance, Insurance & Real Estate, and Construction. Only modest growth is anticipated in the Communications & Utilities; and Manufacturing sectors. The modest growth projected in manufacturing is actually a reversal of a long-term trend over the past several decades, in which manufacturing employment has declined significantly in Connecticut. A more detailed examination of the data indicates that several specific manufacturing industries are actually projected to loose employment in the State, including Primary Metals, Industrial Machinery & Equipment, Instruments and Related Products, Food & Kindred products, Textiles, and Paper & Allied Products.

Table 12 shows the employment projections by occupations. It compares the projected growth within the Southwestern Region with that of the entire State.

Table 12
Projected Occupational Employment Growth
State of Connecticut and Southwestern Region
1996 – 2006

Occupational Title	Southwestern Region*			State
	1996	2006	% Change	% Change
Total, All Occupations	401,510	443,170	10.4	10.6
Executive, Admin & Managerial	37,090	42,050	13.4	13.8
Professional, Paraprofessional, Technical	89,220	104,410	17.0	16.6
Marketing & Sales	56,690	63,450	11.9	11.7
Clerical/Administrative Support	76,150	77,900	2.3	1.5
Service Occupations	61,330	69,490	13.3	13.6
Ag., Forestry, Fishing Workers	3,870	4,370	13.0	16.1
Prec. Production, Craft	33,930	36,300	7.0	8.3
Operators, Fabricators, Laborers	43,230	45,210	4.6	6.5

Source: Connecticut Labor Department, Office of Research; Connecticut Forecast 2006, Winter 1998; Compiled by Brian J. Miller, AICP

* *Southwestern Region includes Ansonia, Bridgeport, Darien, Derby, Easton, Fairfield, Greenwich, Monroe, New Canaan, Oxford, Seymour, Shelton, Stamford, Shelton, Trumbull, Weston, Westport, and Wilton.*

According to this data, employment growth within the Southwestern Region will be slightly less than the State as a whole. However, this region will experience greater growth in the Executive/Managerial category, as well as Service Occupations.

2.7. Conclusions

1. The significant growth in employment will be in the Executive & Managerial, Professional/Paraprofessionals and service categories. With the projected employment growth within the Wholesale Trade, Finance, Insurance & Real Estate; and Service sectors, it would be prudent to orient economic development efforts towards these sectors.
2. The Town experiences a significant exodus of retail spending, as most Oxford residents do a significant portion of their shopping outside of Oxford. The Town is currently underserved for a wide variety of retail businesses. In addition, the continued population growth of the Town, combined with other economic growth, will increase the local retail demand.
3. Although manufacturing has not been growing in Connecticut, there has been some growth in distinct manufacturing sectors within the State and within the Bridgeport Labor Market Area. Oxford can attract a significant degree of this growth, as well as expansion relocations from other communities, because of its locational attributes. As much of the growth in manufacturing is in relatively small firms, of fewer than 100 employees, planning efforts should be oriented towards accommodating those firms. However, Oxford should also provide a range of sites, from small, relatively young businesses, up through firms experiencing significant expansion.

3. North Industrial Area

3.1. Existing Land Use

The overall land use character of the Study Area can best be described as rural. The area is dominated by vacant wooded land, with houses or industrial buildings scattered throughout the area. The most dominant improvement within the study area is the Waterbury-Oxford Airport.

The existing land uses within the study area are indicated in Table 13.

Table 13
Existing Land Use
North Industrial Area

Land Use	Number of Acres	% of Total Land Area
Airport	**385**	**16.9**
Industrial	**151**	**6.6**
Residential	**93**	**4.1**
Vacant	**1645**	**72.2**
Institutional	**2**	**0.1**
Total	**2,277**	**100.0**

Source: Town of Oxford, Assessor's Maps, compiled by Brian J. Miller, AICP

The analysis above indicates that almost three-quarters of the land within the study area is vacant and undeveloped. The Waterbury-Oxford Airport occupies a large land area within the middle of the site.

The Study Area has been zoned for industrial use for several decades. Despite the industrial zoning, less than 10% of it is actually used for industrial or related uses. However, several concentrations of industrial uses have developed within the Study Area:

- Christian Street, north of Airport Access Road, near the Airport
- Christian Street, from Jacks Hill Road north, including the uses along Robinson Lane.
- Hawley Road, including two recently developed industrial subdivisions; Morse Road and Willenbrock Road.

There are 51 residences within the study area, occupying approximately 93 acres of land. There is little land devoted to other uses.

Another important factor is that the Town of Oxford is a major landowner within the Study Area. The Town acquired 5 parcels on the eastern edge of the Study Area, consisting of 476.5 acres, in foreclosure for unpaid taxes. This land is currently

EXISTING LAND USE

Industrial

Airport

Vacant

Residential

ENVIRONMENTAL CONSTRAINTS

Wetlands and Floodplains

Steep Slopes

undeveloped, although an application was recently approved to develop a 20-acre parcel as a natural gas powered electric generating plant.

3.2. Potential Development Analysis

A very important step in the process was to determine how much development is theoretically possible within the study area under the current regulations. This will be used to determine if the zoning in the study area can accommodate the needs of the Town and the Region within the foreseeable future. It is also important in the identification of potential constraints to development, and the overall impact analysis.

A Microsoft Excel worksheet was used to determine the potential development of the Study Area. The first step in the process was to determine the existing land use. This was done using the Town of Oxford Assessors maps, aerial photographs, and field investigations. The results of this analysis are indicated above, in Table 13.

The vacant land was determined to be the key component in the potential development analysis. Although redevelopment of residential uses within the industrial zone is possible, it was decided that the magnitude of the potential conversion of residential uses to industrial uses was small compared to the overall inventory of vacant land. Therefore, the first step in the process was the identification of vacant land. For the purpose of this study, the following assumptions were made concerning vacant and developable land:

1. Land in agricultural use was considered vacant.
2. In circumstances in which a residential use was located on a large tract of land, 2 acres was allocated for that residential use, and the remainder was considered vacant.
3. Property in which construction was occurring was not assumed to be vacant or developable.

Vacant land was the basis of the calculation to determine the amount of developable land. Wetlands, floodplains and 50% of the land with a slope in excess of 15% were deducted from the vacant land total to determine developable land. Only 50% of the land in steep slopes were deducted because while steep slopes do present a limitation on development, the limitation is not as absolute as floodplains or wetlands, given the generally low intensity of development in Oxford.

The developable land was used for the calculation of the potential development in square feet. Since there has not been a large degree of industrial and commercial development in Oxford, three different alternative development assumptions were used, based upon the projected Floor Area Ratios, (FAR.) As the name implies, FAR is the ratio between building floor area and total land area. For example, a one acre parcel (43,560 sq. ft.) with a 8,712 sq. ft. building on it, would be developed at an FAR of 0.2, (8,712 divided by 43,560 = 0.2).

- Scenario # 1 assumed a Floor Area Ratio of 0.10, which is rather low, but is appropriate for rural industrial development. This is a very conservative development scenario. It was used as "low development" scenario, which may be relevant due to infrastructure limitations. Upon development, this scenario envisions single-story buildings, with much of each site left undeveloped.

- Scenario #2 utilizes an assumed Floor Area Ratio of 0.18, which would reflect the build-out intensity of development common in rural-suburban settings such as Oxford. Most of the buildings would be single story, with some two and three stories. Most of each site that is free from environmental constraints would be utilized, although landscaping, and setbacks would leave large areas not covered by impervious surface.

- Scenario #3 assumes a Floor Area Ratio of 0.25, which is more reflective of a slightly more urbanized setting. This level of development is often achieved in a second or third generation of development, in which the low intensity uses initially developed are expanded or demolished for redevelopment into higher density use. Two and three-story building would be more common here, although there would still be many single-story buildings.

The potential development is being presented for the blocks or group of blocks within the Town. This would discourage the implication of the perceived determination as to the amount of development that may be permitted on an individual parcel.

The Development potential is indicated in Table 14.

Table 14
Development Potential Analysis
(Acres)

Block #	Total Area	Vacant Area	Wetlands Area	Non-Wetland Area	Steep Slope Area	Net Dev. Area	Potential Dev. #1 (sq. ft.)	Potential Dev. #2 (sq. ft.)	Potential Dev. #3 (sq. ft.)
18	287.8	271	61	210	30	195	849420	1528956	2123550
19	75.7	66.2	38	28.2	10	23.2	101059	181906	252648
21,22,23	538.4	293	69	224	85	181.5	790614	1423106	1976535
24	177.3	0	0	0	0	0	0	0	0
25,26	216	188.4	55	133.4	12	127.4	554955	998917	1387386
29	224.4	191.1	22.7	168.4	7	164.9	718304	1292947	1795761
30	149.1	103	20	83	13	76.5	333234	599821	833085
32	150.9	118.7	4	114.7	9	110.2	480031	864056	1200078
33,34	146.8	116.8	30	86.8	17	78.3	341075	1356458	852687
35	210.4	206.5	79	127.5	16	119.5	520542	936975	1301355
36	94.2	90.5	20.3	70.2	14	63.2	275299	495538	688248
TOTAL	2271	1645.2	399	1246.2	213	1139.7	4964533	8936160	12411333

Source: Town of Oxford Assessor's Maps, USGS, Central Naugatuck Valley Council of Governments; Compiled by Brian J. Miller, AICP

The projections are useful for several purposes. First of all, they illustrate possible patterns of development that may occur given current conditions. It is one way to envision what the area may look like in the future.

Another important purpose is that it provides a benchmark to determine if the Town has enough land to take advantage of potential development opportunities. This potential development analysis indicates that in terms of the amount of land, there is no question that there is more than a sufficient amount of land to accommodate all potential economic development opportunities. Even if Oxford were able to capture a much larger share of projected economic growth in western Connecticut than it has been capturing, there is more than enough land to accommodate all economic growth. This conclusion is based upon the following, with the assumption of 500 square feet of building space per employee, which is appropriate as an average for manufacturing use, with office and warehouse and distribution.

- Scenario #1 would accommodate a 630% employment growth in Oxford, an increase of 9,929.

- Scenario #2 would accommodate a 1,138% employment growth in Oxford, an increase of 17,872.

- Scenario #3 would accommodate a 1,581% employment growth in Oxford, an increase of 24,823.

- Currently, approximately 0.4% of the employment within the Southwestern Department of Labor Region is within the Town of Oxford. The Department of Labor has projected that employment will increase by 41,660 in the Region over a ten-year period. An extremely optimistic scenario would be for Oxford to capture 4.0% of the employment growth within the region, which would be 10 times its current employment share. This would mean 1,666 new jobs in Oxford over the ten-year period, a doubling of employment within the Town, which would require 833,000 square feet of additional building space, again assuming 500 square feet of space per employee. This growth would only be approximately one-sixth of the potential development under Scenario #1, and less than one-tenth of the potential development under Scenario #2.

Therefore, it is clear that there is enough land to accommodate the most optimistic economic development goals for the Town of Oxford. The issue is whether the land is actually available and suitable for economic development at this time, and if not, what would be required to make the land available?

The potential development analysis also enables us to determine if the infrastructure is adequate to serve all or a portion of the potential growth, and if not, what would it take to make it suitable. This issue will be addressed in following sections, in which the water, sewer and road system is analyzed.

3.3. Roads

3.3.1 Existing Conditions

Regional highway access is a primary factor in the development of the Study Area. The Route 188 Interchange with Interstate 84 is located approximately one mile from the western portions of the study area.

The existing pattern of circulation is better within the northwest section of the Study Area, which is closest to the I-84 interchange, than it is in other sections of the Study Area. The circulation here is oriented towards Airport Access Road collecting the internal traffic, and carrying it out to Route 188 and I-84. The other sections of the Study Area have a less well-defined circulation pattern.

However, in spite of the fine regional access of the Study Area, the internal circulation within the Study Area is still largely based upon its rural character and needs. Many of the roads are narrow two-lane "country roads" with poor pavement, no drainage facilities or curbs, and with sharp turns, many hills and bumps. The exceptions amongst the roads serving the study area are as follows:

1. Route 188 This State highway actually is not within the Study Area, but it goes north-south along the western boundary of the Study Area within the Town of Southbury. It is the principal means of access to the Study Area from the regional highway network. Route 188 is a two-lane undivided highway, designed to contemporary standards, with traffic volumes of 5,400 ADT in the vicinity of the Study Area, between Airport Access Road and the eastbound I-84 ramp. The interchange of Route 188 with Interstate 84 is a half-diamond interchange, providing full directional access to the highway. Route 188 extends from Route 34 in Seymour, north throughout the western section of Oxford, through Southford, north in the vicinity of the Study Area to the interchange with Interstate 84, and into Middlebury.

2. Airport Access Road (State Route 486) This State road is approximately one mile in length, and was constructed to provide access to the Airport. It runs in an east-west direction from Route 188 to the Airport. It is a three-lane road with shoulders, and is the primary internal road within the Study Area. The Average Daily Traffic volumes are low on this road, 1,400 between Route 188 and Christian Street, and 600 between Christian Street and the Airport.

3. Christian Street This Town road is the major north-south road internal to the Study Area. It is a two-lane road located just west of the Airport. The section of Christian Street between Hawley Road and the Middlebury Town Line has been improved, with widening, curbs and drainage installed. This length of road is capable of supporting a moderate level of new development along its length. However, Christian Street, south of Hawley Road to Route 67 has not been reconstructed. It is a two-lane road, with no curbs or drainage, and the pavement and vertical alignment is

generally insufficient to support traffic volumes that would be generated by development within the Study Area. This is critical, as Christian Street would be a primary access road between the Study Area and the center of Oxford and the Route 8 Expressway to points south.

4. Hawley Road Hawley Road has been recently improved between Morse Road and Route 67, including the improvement of alignment, installation of curbs and drainage facilities, and repaving. This was done to accommodate the industrial development along Morse Road and Willenbrock Road. However, Hawley Road, east of Morse Road to Christian Street, has not been upgraded, and is narrow, with poor pavement and is unsuitable to support additional development.

5. Willenbrock Road This is a recently constructed subdivision road, looping south off of Hawley Road. It is improved to contemporary town standards.

6. Morse Road Morse Road is also a recently constructed subdivision road, designed to support an industrial subdivision. It extends north of Hawley Road to a temporary dead-end. Upon development of the adjacent property, the road will be extended to the north to connect to Hurley Road.

7. Woodruff Hill Road Currently, this is an unimproved town road, extending north from Prokop Road into Middlebury. It is unpaved and barely passable at this time, but improvement of Woodruff Hill Road to Town standards has been made a condition of approval of the proposed electric generating plant.

8. Route 67 (Oxford Road) This State Highway is not within the Study Area but it provides access to it from the south. Route 67 is the main road through the center of Oxford. It is a two-lane undivided highway, designed to contemporary standards, with traffic volumes of 10,400 ADT in the vicinity of the Study Area. The road extends from Woodbridge through the center of Seymour, across Oxford, to Southbury, and into Litchfield County, intersecting Route 188 at Southford Village, just to the southwest of the Study Area.

The following roads within the study area are paved and currently providing access to the properties along them, but are inadequate to accommodate the level of development permitted by zoning:

1. Donovan Road
2. Bala Ridge Road, east of Donovan Road
3. Hurley Road, between Donovan Road and Route 188; and between Bala Ridge Road and Christian Street.
4. Christian Street, south of Robinson Lane
5. Hawley Road, between Christian Street and Morse Road
6. Jacks Hill Road
7. Towner Road
8. Larkey Road

9. Prokop Road
10. Riggs Street
11. Middle Road

In addition, there are several roads within the Study Area which are essentially dirt roads or paths, or otherwise unimproved:

1. Bala Ridge Road, north of Airport Access Road.
2. Hurley Road, between Bala Ridge Road and Donovan Road
3. Grandeur Boulevard, Prestige Road; both approved subdivision roads not yet constructed.
4. Larkey Road, south of Prokop Road
5. Unnamed road between Christian Street, near the Bridal Path, and Jacks Hill Road at the corner of Larkey Road.

3.3.2. Deficiencies

The 1991 Plan of Development identified several important transportation deficiencies within the Study Area. Some of these deficiencies have been addressed, but the following circulation deficiencies remain:

1. Circulation around Oxford Airport The development of the Airport eliminated Prokop Road as a through east-west street. This left the northeastern portion of the Study Area without direct access to the rest of Study Area.

2. Internal Access within the Study Area There has been some improvement of internal access within the Study Area, with the construction of Airport Access Road, and the improvement of Christian Street and Hawley Road. However, the conditions of the other roads within the Study Area noted above still necessitate significant improvements to the internal access and circulation within the Study Area.

3. Access to the East from Riggs Street Area There are two principal components to this noted deficiency. The first is Riggs Street itself, which is a principal north-south street in Oxford, and connects the eastern section of the study area with the center of Town and Route 67. Riggs Street is essentially a "country road", like many other roads within the town, that has deficiencies concerning alignment, drainage, width and pavement quality along various points of its approximately 3 miles of length between Route 67 and Towantic Hill Road. The importance of Riggs Road to the Town's circulation system has increased with the approval of the Oxford Greens residential development, on the east side of Riggs Street, which is planned to add 500 dwelling units to the area. The traffic from this development will use Riggs Street as its primary means of access. Riggs Street is not suitable to accommodate all traffic generated from the Oxford Greens development and from any industrial development that may occur within the east side of the Study Area. However, the zoning regulations under which Oxford Greens was approved requires that the developers contribute funds towards the improvement of Riggs Street.

The second component of this deficiency concerns the regional accessibility of the Study Area to the east, primarily the Route 8 Expressway. Route 42 is the only direct access to the east, with an intersection with Route 67 at the south end of Riggs Street. However, Route 42 is a relatively narrow road, with sharp turns, and is not well suited for high volumes of traffic in its current configuration. Specific problems with Route 42 include its intersection with Route 67 and Riggs Street, and the sharp turns on and off Chestnut Hill Road.

4. Route 188 – Interstate 84 Interchange This is the primary link between the Study Area and the Regional transportation network. It was not identified as a deficiency in the 1991 Plan of Development and may not be a deficiency at the current time, but it is inadequate to accommodate the anticipated traffic volumes from much additional development. It is likely that at some point along the development process, it would have to be improved to a full diamond interchange.

Other deficiencies within the circulation system of the Study Area include:

1. Route 188 is currently adequate to serve existing traffic volumes. However, if all or a certain amount of potential development does occur, improvements are likely to be required for this road between Airport Access Road and the I-84 interchange.
2. Christian Street is a primary north-south route, serving internal needs within the Study Area, as well as an external link between the Study Area and Route 67 and points to the south. It is not adequate south of Robinson Lane to serve anticipated traffic volumes.
3. The eastern sections of the Study Area have poor internal and external access.
4. As noted, the road conditions through much of the Study Area are incapable of supporting additional development.

3.3.3 Capacity for Growth

With some exceptions, the current road network is not capable of accommodating all or even a small part of potential development within the Study Area. Airport Access Road can accommodate substantial additional growth, and other roads that were recently improved, such as Christian Street and Hawley Road west of Morse Road, can accommodate development that can reasonably be anticipated over the next several years. However, most of the remainder of the areas road system needs substantial improvement to accommodate even a modest level of growth.

3.4. Airport

Waterbury-Oxford Airport is a General Aviation Airport, which serves approximately 150,000 operations annually. It is an important resource for the Town and region, but one with potentially significant impacts. The airport can generate noise and traffic as it

grows, but it can also serve as a unique resource to the Town that can serve as a force for economic growth.

3.4.1 Existing Facilities

The Waterbury-Oxford Airport includes two runways; the primary runway is 5,000 feet long, north-south and the secondary runway is 2,00 feet long. The Airport also includes seven taxiways, five hangars, an office, fuel tanks and related facilities.

3.4.2 Airport Master Plan

The most recent Master Plan for the Airport was produced in 1995. It contained the following findings and recommendations:

- Scheduled commuter service is not projected for the 20 year planning period.
- Moderate growth of operations expected.
- Principal constraint to development is the lack of flat, developable area.
- Abandonment of Runway 13-31 (auxiliary east-west runway).
- The abandonment of Runway 13-31 would open up land for the construction of needed hangars and taxiways.
- Extend access road along east side of Airport to connect to Prokop Road.
- Relocation or burying of power lines south of runway would be desirable, even without the expansion of the runway, for safety considerations.

The Master Plan is being implemented.

3.4.3 Conclusion

The Airport is a unique asset, which is important to the economy of the Town and Region. The Planning and Zoning Commission has been considering an amendment to the Zoning Regulations that would protect the Airport from incompatible uses or any safety hazards. It is important for the Town and State to maintain the Airport and foster its reasonable growth.

3.5. Water Supply

3.5.1. Existing Conditions

The Study Area is within the service area of the Heritage Village Water Company. The Heritage Village Water Company serves Northern Oxford, as well as sections of Southbury and Middlebury. Heritage Village Water Company uses five wells, and has the registration rights for 2.05 million gallons per day. However, the existing wells have a maximum yield of 2.03 million gallons per day, with a safe yield of 1.89 mgd. With the planned improvement of two wells, it is expected that the safe yield and available water

will increase to the full registration limit of 2.05 mgd. Current usage is less than one million gallons per day.

Within the Study Area, there are water lines along Christian Street, Jacks Hill Road and Riggs Street. There is the potential to expand the system to serve other properties.

3.5.2. Capacity for Growth

The HVWC has sufficient capacity to accommodate additional growth within its service area. Projections within the Water Supply Plan indicate that through 2040, average day and peak month demands remain less than the available supply. There is no allocation of capacity within the three towns of the service area. HVWC has a legal obligation to provide water service to any potential users within its service area unless it would cause an immediate or near-term water supply problem.

However, should additional water sources be needed by the HVWC, there are several options:

- Apply for an increase in the diversion limit of the existing well field. This is often difficult, but it is possible.
- Develop another source in Southbury. There are several areas in Southbury that have ground-water development potential.
- Interconnections with other utility. There is the potential to interconnect with the Connecticut Water Company's Naugatuck Division in Middlebury, the City of Waterbury, or Bridgeport Hydraulic Company.

3.6. Sewer

3.6.1 Existing Conditions

Sanitary Sewer service within the Study Area is under the authority of the Oxford Water Pollution Control Authority. The system in Oxford is connected to the system of the City of Naugatuck where it is carried and treated at the Naugatuck Wastewater Treatment Plant. The Town of Oxford has contracted with the City of Naugatuck for the rights to capacity for one million gallons per day of treatment, although the Town must maintain a ten-percent reserve. Therefore, the effective capacity available to the Town of Oxford is 900,000 gallons per day. The contract with the City of Naugatuck is in effect until 2024.

Seventeen businesses currently use the sanitary sewer. The average usage of the sewer is 30,000 gpd, or approximately 3% of available capacity. The Oxford Green residential development will use another 162,000 gallons per day, upon full build-out. In addition, if constructed, the Towantic Energy electric generating plant is projected to discharge 59,000 gallons per day.

The sanitary sewer system in Oxford currently consists of a pump station, force main and several gravity lines. Service is currently available along Willenbrock Road, Hawley

Road, Morse Road, Towner Lane, a short section of Christian Street in the vicinity of Jacks Hill Road, and Riggs Street. A force main and gravity line are along the State Bridal Path, so service is available in that vicinity as well. Sewer service is planned for the Waterbury-Oxford Airport.

3.6.2. Capacity for Growth

The capacity of the sanitary sewer system is capable of supporting projected development over the short and midterm. Although not all properties within the study area are served, the system can be extended to serve most properties.

Sewer demands amongst nonresidential uses vary considerably with the specific nature of the use. Some industrial uses require a great deal of sewer capacity while others use very little water and discharge very little into the sewer system. However, a commonly used "rule of thumb" is 100 gallons per day per employee. Based upon the potential development scenarios and employment capacities in the previous memorandum, we can assume the following projections of additional sewer use:

- Scenario 1 - 992,900 gallons per day
- Scenario 2 - 1,787,200 gallons per day
- Scenario 3 – 2,482,300 gallons per day

Therefore, we can conclude that there is sufficient sewer capacity in the near term to accommodate projected growth within the Study Area, but additional capacity would be needed for any of the buildout scenarios. Possible ways to obtain an increased capacity include the purchase of additional capacity within the Naugatuck system, if it is available; increase in the capacity of the Naugatuck system, or the development of a treatment plant within the Town. As development occurs within the Study Area, it would be advisable for the Town to assess these options and start planning for increased capacity.

3.7 Development Factors

The land use plan of a community must reflect the goals and objectives of the community. It should be based upon realistic expectations as well as environmental conditions. The plan should reflect a balance between respect for private property and achievement of public welfare.

In the formulation of a land use plan for a community it is important to identify those factors which are the major influences on land use. The following are the primary considerations in the formulation of a land use plan for the North Industrial Area:

3.7.1. External Factors

1. The Study Area has good access to the regional highway network. The western section of the Study Area is within one mile of the I – 84 Interchange of Route 188.

2. The Study Area is within the path of commercial and industrial growth that is expanding out of Lower Fairfield County up the Naugatuck Valley. As prices increase and land becomes scarce, the industrial and commercial development has been moving north and east. This has been exhibited in the growth of the industrial and office parks in Shelton, and Oxford represents a natural extension of this growth.

3. The Study Area contains more than enough land to meet Oxford's economic development needs over the foreseeable future. Although significant employment growth is projected for Western Connecticut over the foreseeable future, the most optimistic economic growth scenario would only fill a fraction of available zoned land in Oxford.

4. Waterbury-Oxford Airport is an important economic resource for the Town and the Region, but one with potentially significant impacts. The airport can generate noise and traffic as it grows, but it can also serve as a unique resource to the Town that can serve as a force for economic growth.

3.7.2. Internal Factors

1. Almost three-quarters of the land within the Study Area is vacant and available for development.

2. Although there are large areas of wetlands and steep slopes within the Study Area, there are still large developable areas within the Study Area.

3. Water and sewer services are available to support a modest level of development within the Study Area. However, large-scale development would require improvement and upgrade of these systems.

4. With some exceptions, the internal road network within the Study Area is unsuitable to support any level of development. Traffic circulation is the most immediate constraint to development.

5. The western section of the Study Area has the best circulation system within the Study Area, as Airport Access Road has the highest traffic carrying capacity.

6. There is no direct road connection between the lands of the study area east of the Airport and the area west of the Airport. The eastern section of the Study Area has poor internal and external access.

The Study Area is relatively large and actually consists of three "sub-areas," which have distinctive characteristics and planning considerations.

West Sub-Area

Factors:

- Best regional access.
- Airport Access Road as "spine" of area, with greatest traffic carrying capacity.
- Small industrial buildings along Christian Street near Airport, north of Airport Access Road.
- Large tracts of vacant land.
- Much of this Sub-Area does not have water and sewer service.
- Extensive wetlands.
- Industrial Park being developed along Morse Road, which is consistent with contemporary standards.

South Sub-Area

Factors:

- Poor road conditions.
- Access can only be achieved through West Sub-Area or residential areas. This sub-area has no direct access to the State Highway network.
- There is water and sewer service within this area.
- Existing small-scale industrial development.

East Sub-Area

Factors:

- Primarily undeveloped.
- Large areas of wetlands, steep slopes.
- Town of Oxford owns 456 acres of land.
- Poor road conditions, external access poor.
- Industrially zoned property on east side of Riggs Street.
- Planned development of "Oxford Greens" residential development on east side of Riggs Street.

4. North Industrial Area - Recommendations

4.1 Revised Goals and Policies

The following goal and three policies of the 1991 Plan of Development are appropriate to maintain. However, Policies 7d and 7e should be added.

Goal 7 Industrial development which will enable the Town to lessen the tax burden on individual homeowners, as well as provide jobs for residents should be encouraged in areas zoned for such uses. (Unchanged)

Policy 7a Although industrial development as stated in the goal is to be encouraged; the overall area zoned for industrial use should not be expanded.

Policy 7b Industrial uses should be sited on level land which is most appropriate for these uses. This includes sites with access to required utilities and as few physical or environmental constraints as possible.

Policy 7c Industrial uses which may significantly adversely affect existing single family dwellings should not be permitted without the use or placement of substantial and effective buffers.

Policy 7d Industrial uses should be protected from incompatible land uses that would detract from the viability of the industrial area.

Policy 7e The portion of the North Industrial Area west of the Airport should be reserved for higher quality, corporate office, research and development and high quality light manufacturing uses.

Policy 7f The infrastructure of the North Industrial Area should be improved to accommodate planned development, in anticipation or in conjunction with the new development.

4.2 Land Use Recommendations

1. The Study Area contains more than enough land to meet Oxford's economic development needs well into the future. Rezoning of large tracts of land to residential uses, except as recommended below in numbers 2 and 7, is not recommended as there is a sufficient supply of residentially zoned property to meet Town needs as well. However, there is enough industrially zoned land to enable the Town to consider potential alternative uses for some of the industrially zoned land on the south and east

fringes of the Study Area, providing that those uses do not detract from the existing and planned economic development of the area, and is compatible with the nearby residential uses.

2. The properties on the east side of Riggs Street that remain in industrial zoning should be rezoned to residential. The rezoning of the land of the Golf Course community eliminated most of the industrially zoned land east of Riggs Street. Riggs Street should be the eastern boundary of the Industrial zone.

3. The East Sub-Area has available utilities, yet suffers from the poorest access and circulation. Therefore, the emphasis on development within this area within the short-term should be for industrial and related uses that do not generate large volumes of traffic. However, the full development of this area will not occur with the short to mid-term period.

4. The zoning regulations should be amended to include the Corporate Business Park Zone, and it should be placed upon that land in the northwest corner of the Study Area, west of the Waterbury-Oxford Airport. This zone should attempt to accomplish the following:

    - Accommodate the projected growth of the service sector.

    - Provide for high quality development that can serve as a "gateway" to Oxford that is developed to high standards.

    - Provide sites for modern, growing businesses and industries that would benefit from the unique location.

    - Encourage higher intensity uses within this area that would be permitted throughout the rest of the Study Area, as this area has better regional access and Airport Access Road can accommodate relatively high volumes of traffic.

    - Encourage the development of Airport Access Road as a "high tech" boulevard, lined with attractive, contemporary buildings housing emerging, growing businesses.

5. The zoning regulations for the industrial zone should be revised so that all developments over a certain size, such as 50,000 square feet, receive review by special exception. The larger developments may have certain impacts upon the roads and utility systems that may need to be addressed in conjunction with the development. Therefore, the evaluation of the impact upon the roads and utilities should be made a specific condition of special exception review within the Industrial Zone.

6. The Industrial Zone should be amended to include certain design standards. The design standards should not be as stringent as that which would be required for the

Corporate Park zone, but should insure at least a minimum quality level of development.

7. Lot 1, Block 26, located south of Jacks Hill Road, east of Christian Street and west of Larkey Road is zoned Industrial. This lot includes two small areas fronting on Larkey Road, which is unpaved at this point. These small areas are bounded by residentially zoned properties on the north and south, and are separated from the rest of the parcel by a band of wetlands. These small, eastern sections of this parcel should be rezoned to Residential, with the remainder of the property remaining as industrially zoned.

8. The South Sub-Area should continue to be developed for small to medium sized general industrial uses and service businesses. This development should proceed in conjunction with the improvements of Christian Street and Towner Lane indicated below.

9. The Town-owned land presents an interesting economic development opportunity. The Town land is within the East Sub-Area and is poorly served by the current road system. However, it can be used to meet market needs not currently being met elsewhere within the Study Area. The large tracts could be preserved for the occasional large user looking for land to develop a major facility. The southern parcels can be subdivided for smaller businesses, but this should be somewhat limited, as there are other smaller parcels of industrial land available within the Study Area. The electrical power generating facility is the type of unique use that was appropriate for the Town property. There are other unique uses as well that may be appropriate.

10. A small retail center may be appropriate in the vicinity of the northwest corner of Jacks Hill Road and Riggs Street to serve the Oxford Greens residential development, and the projected businesses and workers within the area. This retail area should be developed as a uniformly planned center and should be limited in size, to a maximum of 5 acres.

4.3 Transportation Recommendations

1. Riggs Street should be improved to accepted Collector Road standards along its entire length to serve the traffic needs of projected development within the North Industrial Area as well as the Oxford Greens residential development. This improvement should include the intersection of Riggs Street with Route 67, which is too close to a substandard intersection with Route 42. The intersection of Riggs Street and Route 67 should be realigned into a right angle intersection that is a sufficient distance from the Route 42 intersection.

2. Christian Street should be improved to accepted Collector Road standards along its entire length within the Town. This will also require the improvement of its intersection with Route 67.

3. Towner Lane should be improved to accepted Collector Road Standards between Christian Street and Route 67. However, this does not have to be done until the industrial properties on the north side of Towner Lane develop, providing that Christian Street is improved as recommended.

4. The Town should pursue an east-west road connection across the northern section of the Study Area, linking Prokop Road – Woodruff Hill Road with Christian Street and Airport Access Road. This would require the public use of the road that crosses the northern part of the Airport, and the extension of the Airport Road to the east and south. The Airport Road connects to Christian Street, just south of the Middlebury Town Line.

5. The unimproved right-of way that extends between the north intersection of Jacks Hill Road and Larkey Road and Christian Street should be improved to collector road standards to improve east-west access. Ideally, the new road should "T" into Christian Street opposite the intersection of Robinson Lane.

6. Bala Ridge Road between Donovan Road and Hurley Road is only important to provide access and circulation to adjacent properties. It could be realigned or abandoned if development conditions warranted it.

7. Development of the area north of Airport Access Road should include the construction and/or improvement of road connections into Middlebury to join with the Preston Hill Office Park, and the other industrial areas of southern Middlebury, if feasible.

8. Unimproved Town roads which are not required to provide access to adjacent properties should be abandoned, so that it is no longer the Town's responsibility to improve these roads. This includes Bala Ridge Road, north of Airport Access Road, and Hurley Road between Bala Ridge and Donovan Road.

9. The circulation system within the western area of the Study Area should be oriented toward funneling traffic onto Airport Access Road.

10. Morse Road should be extended north to connect with Hurley Road. If possible, its intersection with Hurley should line up with Donovan Road.

11. Airport Access Road should be the focus of development that generates the highest volumes of traffic.

12. Larkey Road, north of Jacks Hill Road should be improved to Town standards, in conjunction with development of the area. It should be improved north to Prokop Road, although some realignment may be appropriate.

4.4 Other Recommendations

1. The Town should continue to resist the temptation to permit low value, land consumptive uses that include large unsightly outdoor uses, but do not contribute to the tax or economic base, and would detract from the overall environment of the area.

2. The Oxford Zoning regulations permit retail stores and shops within the Industrial zone by Special Exception. While some retail uses may be appropriate within the industrial zone, the current zoning leaves the door open for some uses that are not envisioned here or within the Plan of Development and may not be appropriate. For example, there is the long-term potential of a major retail center on Airport Access Road. The regulations should be amended to limit the type of retail development permitted within the industrial zone to those uses that are supportive and subordinate to the industrial development, unless otherwise noted herein.

3. Automobile sales are currently a permitted use within the Industrial Zone. This could theoretically permit the development of multiple automobile dealerships within this area, which would dramatically alter the character of the area, and would have a limited contribution to the Town's economic or tax base. These uses should either be eliminated from the Industrial zone or permitted only by Special Exception.

4. There is more than adequate land to accommodate the entire range of potential economic development opportunities that the Town may encounter. However, the different sub-areas of the Study Area have different characteristics that make them suitable for different types of businesses.

    - Small and medium sized manufacturing uses should be within the southern part of the Study Area, north of Towner Lane and south of Hawley Road; along Christian Street and along Jacks Hill Road.

    - Larger manufacturing, research and development, and corporate type uses should be within the Airport Access Road vicinity.

    - Office uses that are corporate or regionally oriented should be within the Airport Access Road vicinity.

    - The development of warehousing and distribution uses is somewhat limited by the current road network. However, assuming the planned road improvements occur, these uses should be developed within the southern sub-area and the area west of the Airport not included within the Corporate Business Park

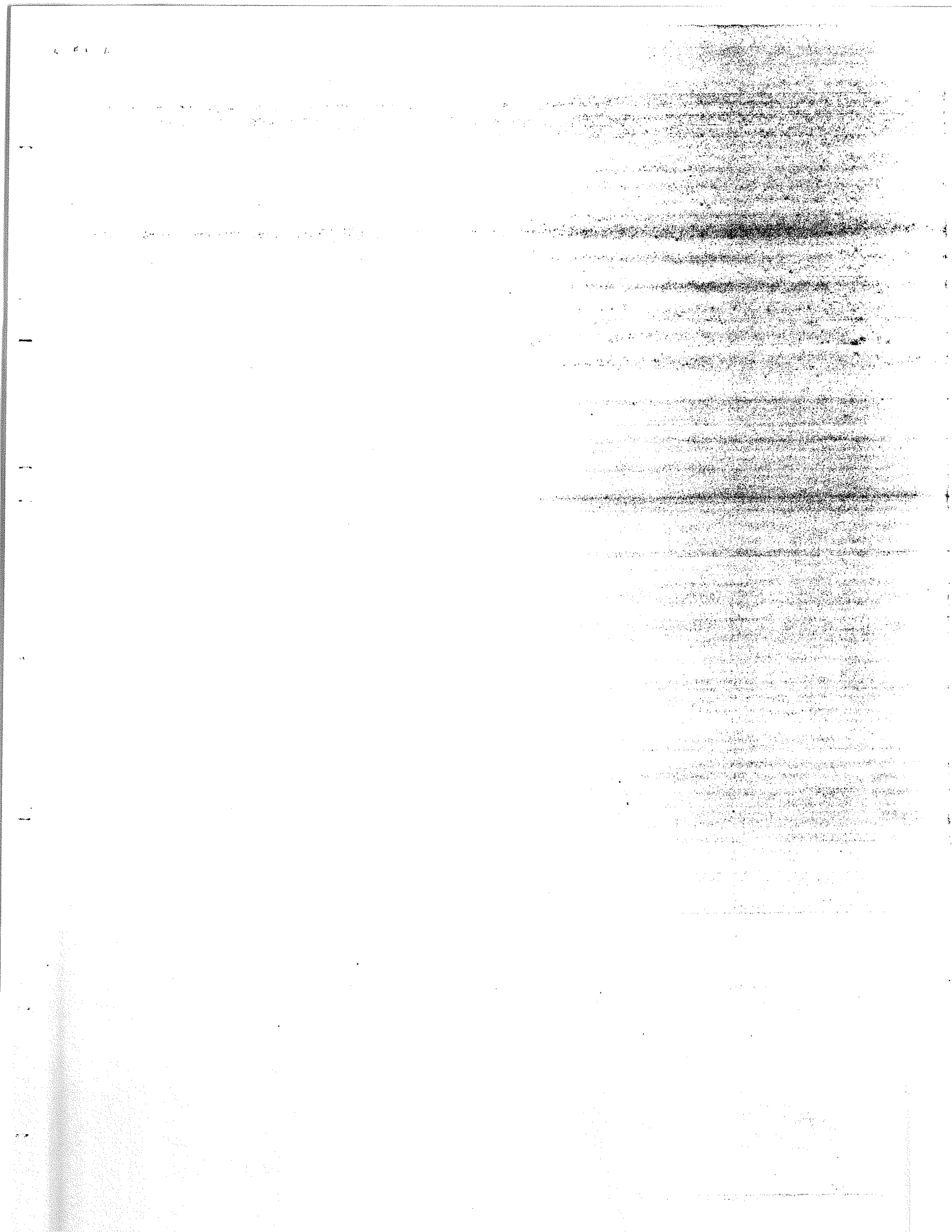
zone. These uses should be evaluated as to traffic impact and those uses that generate large volumes of truck traffic may not be suitable for the Study Area.

- Large land consumptive uses, which do not generate large volumes of traffic, are best located within the East Sub-Area.

- Campus type uses, that require or desire a large amount of land, but will not generate large volumes of truck traffic, should be located within the east or south sub-areas.

- Retail development is only appropriate within the Study Area when limited in size and scope, and only under the following circumstances:

  - The intersection of Jacks Hill Road and Riggs Street as noted above.
  - Retail uses which are related to and accessory to principle industrial uses.
  - Retail uses which are similar to industrial or other permitted uses, such as cabinet shops.



Approved 8/19/99

Update

Plan of Conservation and Development

Town of Oxford

Part 2

Route 67 / 34
Corridor Analysis

DRAFT

July, 1999

Presented to the Oxford Planning and Zoning Commission

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Cheshire, CT 06410

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1. Introduction

This update of the Town of Oxford Plan of Conservation and Development is a continuation of the process of reviewing and updating the 1991 Plan of Development that began with the "1998 Review of the Plan of Development" and has continued through the "Update, Plan of Conservation and Development, Town of Oxford, Part 1, Economic Base Analysis, North Area Industrial Plan." This document is the third component of the most recent Plan of Conservation and Development update, and follows and draws upon the findings and conclusions of the previous two components.

1.1 Purpose

As with Part 1 of the Plan Update, the purpose of this study is to plan for the physical components of the economic growth of the Town of Oxford, to enable it to accommodate and encourage the most advantageous economic growth for the Town into the next century. This section addresses the physical development of the Route 67 and 34 corridor areas of the Town of Oxford.

2. Identification of Study Area

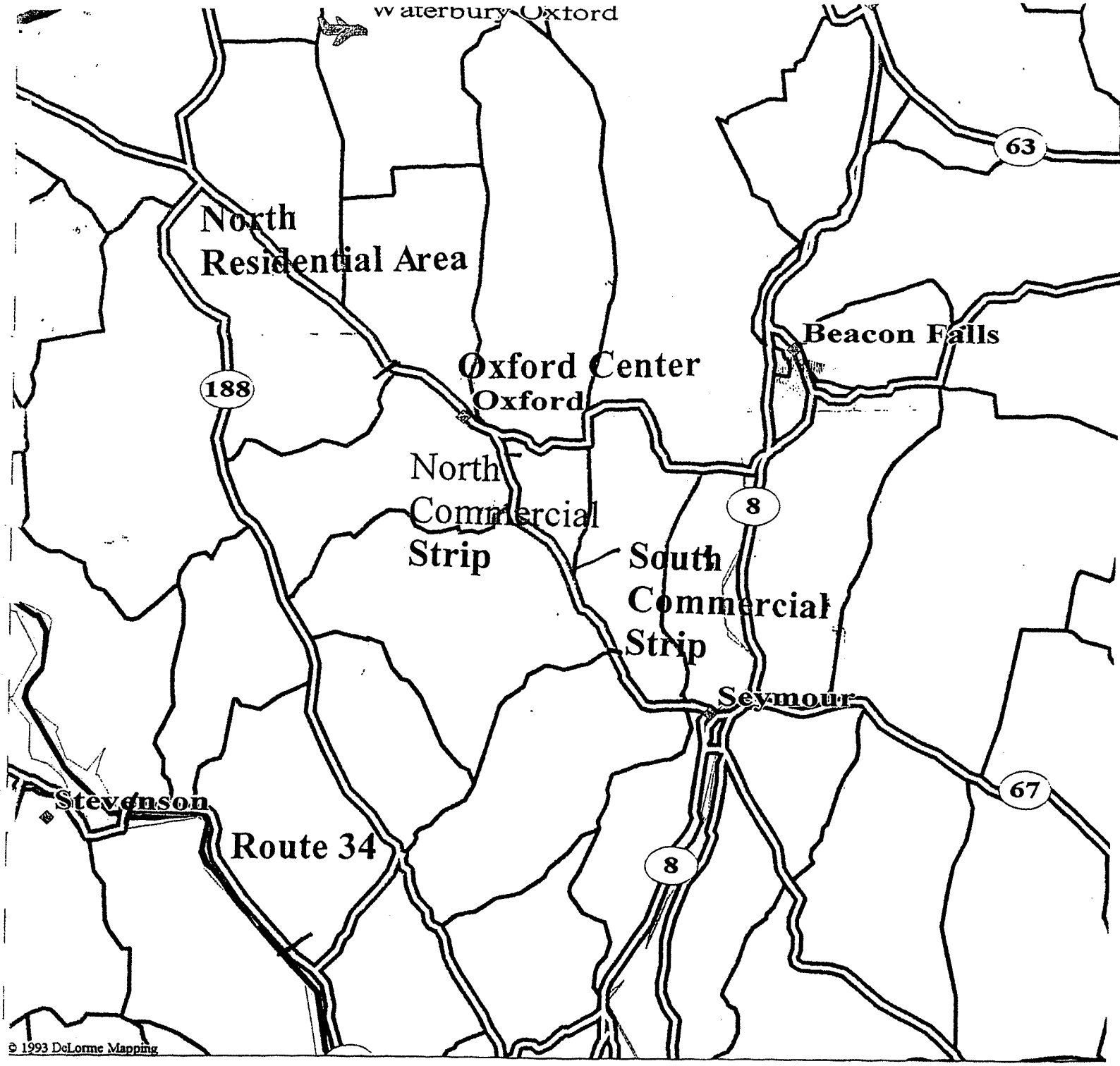
Two general areas were analyzed, the Route 67 Corridor and the Route 34 corridor;

Route 67 Corridor This area includes the traditional center of Oxford, as well as the commercial development that has occurred along the south end of Route 67, near the Seymour Town Line. The study is intended to examine all potential areas for commercial growth, so the overall study area includes the entire Route 67 Corridor within the Town of Oxford, including the following sub-areas:

- Northern residentially zoned areas including areas near Southford Village in Southbury, south to the vicinity of intersection of Hogsback Road.

- Oxford Center, which extends approximately three-quarters of a mile along Route 67, and includes the Town Hall complex, the Oxford School, and the historic center of Oxford just north and west of the intersection of Route 42.

- The northern of the two areas currently zoned for commercial development that extends generally between the intersection of Route 42 and the area around the Old State Route cutoff.



Scale 1:75,000 (at center)

ROUTES 67 – 34 CORRIDOR ANALYSIS

Identification of Sub-Areas

- The southern commercial zoned area, which is located between Chestnut Hill road and the Seymour Town Line.

Route 34 Corridor This includes the area along the stretch of Route 34 along the Housatonic River from the Seymour Town Line to the area around the Stevenson Dam. Although this area contains only limited commercial uses at the present time, it does have the potential for some commercial growth to serve the southwest area of Oxford, and motorist along Route 34. This area was identified in the 1991 Plan of Development as a potential location for commercial development, but no commercial zoning is in place in this area.

3. Existing Land Use

3.1 Route 67 Corridor

The Route 67 corridor consists of four sub-areas, each with its own land use characteristics.

1. Northern Residentially Zoned Area This sub-area includes the corridor along Route 67 from the Southbury town line to the area east of the intersection of Hogsback Road. All of the properties within this area are all residentially zoned, except for one parcel on the south side of Route 67, opposite the Old State Road cutoff, which is zoned Commercial. The road here is generally lined with homes on large parcels, although there are large undeveloped tracts along the road.

2. Oxford Center This includes the traditional center of Oxford. This area is one of the most densely developed areas of Oxford. Although all the land is residentially zoned, the uses here include governmental uses such as the Town Hall, police station and Oxford Elementary School; institutional uses such as churches, and several commercial uses. This sub-area has the most distinctive character, and includes many historical structures. The maintenance of the character of this area is very important to the overall character of the Town of Oxford, but there may be some opportunities within this area for commercial uses that would not detract from the overall character of the Oxford Town Center.

3. Northern Commercial Strip This sub area consists of the commercially zoned properties that line Route 67 between the intersection of Route 42 and an area south of Echo Valley Road. The general pattern of retail development here is freestanding commercial or retail structures, mostly older buildings, many of which were converted from residential uses, and most of them containing only one business. Although there have been several recent developments of small neighborhood multi-tenanted retail shopping centers over the past several years, most of the retail uses within this area are not consistent with contemporary retail development standards.

4. Southern Commercial Strip This sub-area encompasses the other area of commercially zoned properties, between the intersection of Chestnut Hill Road and the Seymour Town Line. It includes the largest concentration of commercial properties in Oxford. The pattern of development is similar here to that of the northern sub-area.

The existing land uses within commercially zoned areas of the Northern and Southern Commercial Strips are shown within Table 1.

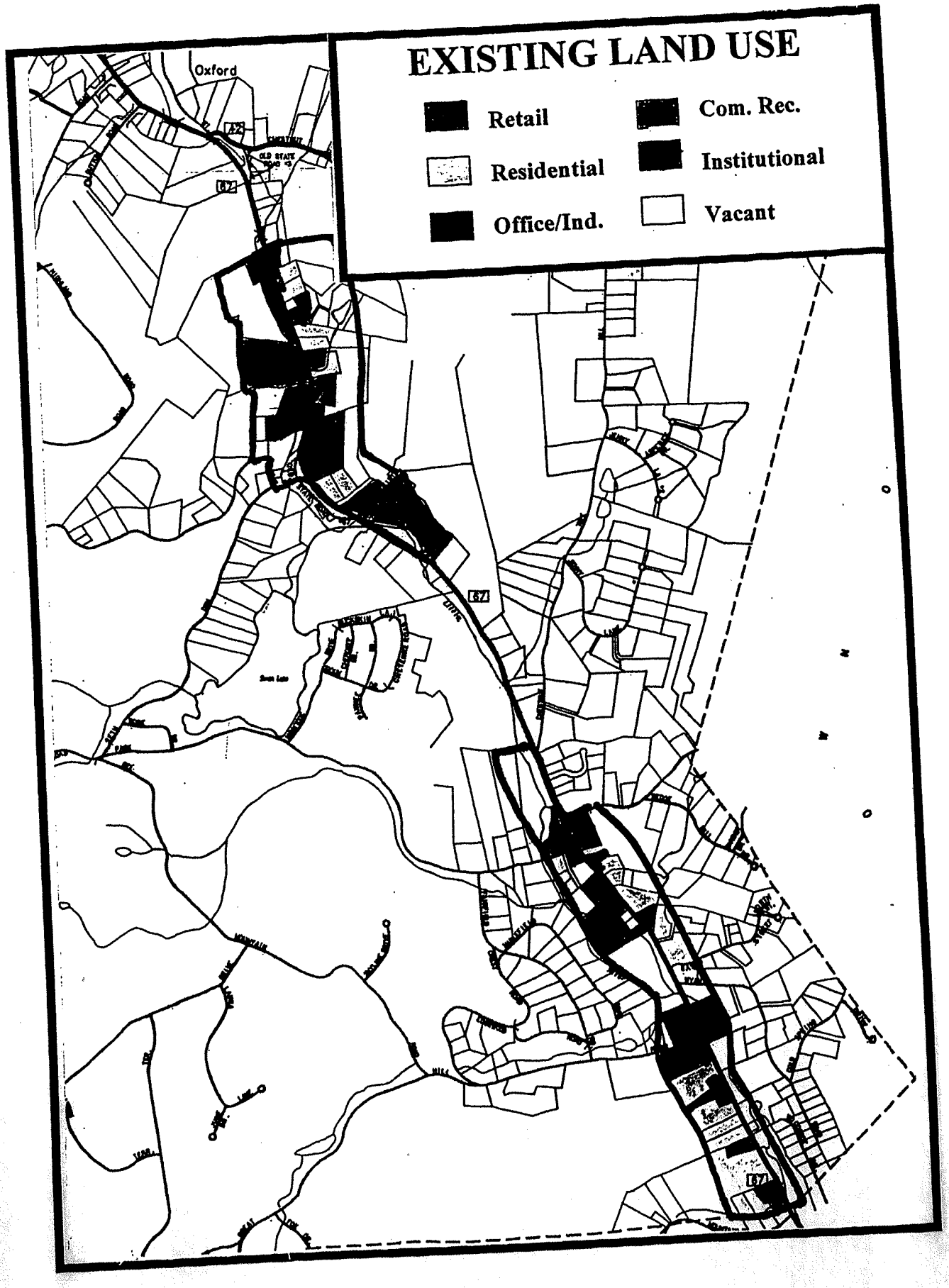
Table 1
Existing Land Use
Oxford Commercial Area

Land Use	Number of Acres	% of Total Land Area
Residential	**27.1**	**18.5**
Office/Industrial	**13.4**	**9.2**
Retail	**40.6**	**27.8**
Vacant	**55.7**	**38.1**
Institutional	**0.5**	**0.3**
Recreational	**9.0**	**6.2**
TOTAL	**146.3**	**100.0**

Source: Town of Oxford, Assessor's Maps, compiled by Brian J. Miller, AICP

The analysis above indicates that although the area is zoned for retail development, less than one-third of the land use is actually devoted to retail development. Much of the land is still vacant and there is still almost one-fifth of the land in residential uses. The important land use characteristics of the two commercial areas of Oxford:

- There is no dominant concentration or cluster of retail uses within Oxford.
- The commercial development is totally automobile oriented with few facilities for pedestrian circulation.
- There are only a few retail shopping centers. Most of the retail uses are freestanding single-use buildings.
- Most of the parcels are relatively small, two acres or less.
- The retail strip is situated along the valley of the Little River. As such, there is a band of floodplain throughout the area, with steep slopes flanking a portion of the commercially zoned areas.


EXISTING LAND USE
Retail
Com. Rec.
Residential
Institutional
Office/Ind.
Vacant
Oxford
A2
67
87

3.2 Route 34 Corridor

Route 34 runs along the banks of the Housatonic River throughout the southwest section of Oxford, from the Seymour town line to the crossing of the Housatonic River at the Stevenson Dam into Monroe. The land use pattern here includes three distinct residential communities as well as large tracts of vacant land. The Riverside area is just west of where Route 34 crosses the river at the dam. This neighborhood was developed many years ago, as a vacation community and consists largely of single-family homes on small lots. Many of the homes are converted summer cottages, although there has been recent residential development within and adjacent to the area. A restaurant on the banks of the Housatonic River is the only commercial development within this area.

A quarry separates the Riverside area from the residential neighborhood along Loughlin and Punkup Roads, which rises up from the river. Further east, there are large tracts of vacant land on the north side of Route 34, overlooking the Housatonic River. The Palmer Road neighborhood is at the east end of this Sub-Area, just west of the Seymour Town Line. This neighborhood consists of older houses on small lots. As with the other neighborhoods within this area, many of these homes were built as seasonal cottages and have been converted to year-round use. There is a Town park just east of the Palmer Road neighborhood, on the north side of Route 34.

4. Potential Development Analysis

4.1 Route 67 Corridor

A very important step in the process was to determine how much development is theoretically possible within the study area under the current regulations. This will be used to determine if the zoning in the study area can accommodate the needs of the Town and the Region within the foreseeable future. It is also important in the identification of potential constraints to development, and the overall impact analysis.

As with the Industrial Potential Development Analysis of Part 1, a Microsoft Excel worksheet was used to determine the potential development of the Study Area. The potential development was calculated for all areas currently zoned for commercial development in order to determine the projected development under current conditions.

The first step in the process was to determine the existing land use. This was done using the Town of Oxford Assessors maps, aerial photographs, and field investigations. The results of this analysis are indicated above, in Table 1.

The potential development was calculated for two alternative levels of development. The first potential development scenario was based upon the development of all the vacant properties within the commercial zone. The second development scenario added the

properties currently in residential use. Unlike the potential development analysis for the North Industrial Area, the potential redevelopment of residential properties is an important component of the potential development of the commercial area.

As with the industrial potential development analysis, wetlands, floodplains and 50% of the land with a slope in excess of 15% were deducted from the vacant land total to determine developable land. Only 50% of the land in steep slopes were deducted because while steep slopes do present a limitation on development, the limitation is not as absolute as floodplains or wetlands, as the slopes can be addressed in the design of the site.

A Floor Area Ratio (FAR) of 0.25 was used for the potential development analysis. This is typically the maximum intensity of development for single-story retail developments with surface parking, setbacks and landscaping. Although higher FAR's may be possible on individual sites; it is unrealistic to anticipate a higher overall FAR for the Town.

- Scenario #1, which was based only on the development of vacant land, projected a potential development of 325,000 square feet.

- Scenario #2 added the potential redevelopment of property in residential use to that of the vacant land calculated in Scenario #1. A development potential of 560,000 square feet was projected.

The Development potential for the north and south commercial sub-area is presented in Table 2.

Table 2
Commercial Development Potential Analysis
(Acres of Land & Square Feet of Building Area)

	North Sub-Area	South Sub-Area	Total
Total Area (acres)	71.7	74.6	146.3
Vacant Area (acres)	24.9	30.8	55.7
Wetlands Area (acres)	5.4	12.0	17.4
Non-Wetland Area (acres)	19.5	18.8	38.3
Steep Slope Area (acres)	2.0	0.0	2.0
Net Developable Area (acres)	18.5	18.8	37.3
Land in Residential Use (acres)	7.0	20.1	27.1
Development Potential #1 (sq. ft.)	161,172	163,786	324,958
Development Potential #2 (sq. ft.)	222,156	338,897	561,053

Source: Town of Oxford Assessor's Maps, USGS, Central Naugatuck Valley Council of Governments; Compiled by Brian J. Miller, AICP

The projections of the potential development indicate that theoretically, there is room for a substantial amount of new commercial development along the Route 67 commercial corridor. The first scenario projects a potential for 325,000 square feet of retail building space along the corridor, which is equal to the amount of floor area in a large community

shopping center, or "power center." However, development of a power center is impossible in Oxford under current conditions as the available land is not contiguous. The actual development of the magnitude of retail development projected under either of the scenarios is unlikely to happen for the following reasons:

- The ownership of the land is within small parcels. Contemporary retail development would require a minimum parcel size of two to two and one-half acres. The study area was originally developed for residential and small commercial uses, with homes on relatively small parcels. These parcels are not particularly conducive to redevelopment for retail or other commercial uses. Development in accordance with contemporary standards would require the assemblage of parcels, which is logistically difficult and of uncertain economic feasibility.

- The topography of much of the area is a constraint to development of retail facilities. Retail development requires a relatively flat parcel. The subject area is along the Little River and as such, much is within the floodplain or slopes rising up from the river.

- Large and moderate-scale retail development requires good access. Most of the time, good access comes from multi-directional accessibility. This facilitates a larger trade area and can moderate the potential impact of traffic as the traffic would be dispersed on more than one road. This is evidenced as most of the central retail districts of Connecticut towns developed around a four directional crossroads, with accessibility from all areas of the community. Oxford lacks that four-directional accessibility, as there is no major state highway or cross street intersecting Route 67 within the Study Area. That indicates that the potential market within the southwest area of Oxford lacks good access to the retail areas.

- The two commercially zoned areas are configured as frontage strips along Route 67. They are not deep enough to accommodate the development of a large retail center.

The actual scenario of potential commercial development in Oxford under current zoning and other conditions is likely to be of a much lower magnitude than the full development projected for the reasons listed above. The actual form is likely to have the following characteristics:

- A greater number of small freestanding single-use commercial buildings, some newly constructed, others re-used residential buildings.

- A limited number of additional retail multi-use centers, brought about through lot consolidation. These centers would be relatively small and neighborhood in orientation.

- Continued residential use within the commercial strips.

- All of the new retail uses in Oxford will be automobile oriented in design and orientation.

- Little change in the pattern of Oxford residents needing to obtain much of their retail service needs within other communities.

- Little change in Oxford Center but requests for conversion of existing structures to non-residential uses.

Although some parcel consolidation is likely, the potential development scenario envisions strips of small freestanding commercial buildings lined up along the highway. The larger parcels would be developed as small shopping centers.

We can conclude that there is a sufficient amount of commercially zoned land to accommodate retail development to meet the Town's needs over the next 10 to 20 years, strictly in terms of the quantity of land. The real issue however, is whether the form, type, and location of the commercial development currently planned is what the Town wants and needs.

4.2 Route 34 Corridor

No land within the Route 34 corridor is zoned for commercial development. Therefore, there is no potential commercial development under current regulations. However, as indicated within the Existing Land Use Section, there are several large vacant parcels along the Route 34 Corridor. All of this property is zoned for residential use, and under current zoning, there is the potential for the development of several hundred homes on the large vacant lands within the corridor and adjacent to the corridor. Although there are many areas of steep slopes on these parcels, there is still a significant residential development potential within this area.

5. Circulation System

5.1 Existing Conditions

As indicated earlier, Route 67 is the main road through the center of Oxford. All of the commercially zoned properties of Oxford have frontage on Route 67. It is a two-lane undivided highway, designed to contemporary standards, with traffic volumes of 12,600 ADT between the intersections of Route 42 and Great Hill Road and 17,600 to the Seymour Town Line. The road extends from Woodbridge through the center of Seymour,

across Oxford, to Southbury, and into Litchfield County. Route 67 is the primary connection between Oxford and the Route 8 Expressway, at the interchange in Seymour.

Although traffic volumes are not high along Route 67 through Oxford, traffic congestion is increasing during peak hours. The primary source of congestion is turning movements on and off Route 67 from intersecting streets and the curb cuts of the commercial properties. Some of the properties have uncontrolled access. Improvements are planned for the length of road south of the intersection of Chestnut Hill Road, with improvements for the intersections of Park Road and West Street.

Route 34 is a two-lane state highway that crosses the extreme southern part of Oxford. Its two-mile length in Oxford runs along the north bank of the Housatonic River, entering the Town at the Seymour Town Line and crossing the Housatonic River into Monroe at the Stevenson Dam. The traffic volumes through Oxford are 8,800 ADT.

Route 34 extends from the junction of I-91 and I-95 in downtown New Haven to the junction of Route 6 and I-84 in Newtown, going through West Haven, Orange, Derby, Seymour, Oxford, and Monroe. It is the major artery through southern Oxford, linking that part of town with the regional highway network at Route 8 in Derby.

Route 42 is the only state highway that intersects Route 67 within Oxford. Route 188 intersects Route 67 in Southbury, just west of the Oxford town line. It extends south into Oxford, and is the major artery for the west section of Oxford, as previously indicated, north to the I-84 interchange and into Southbury Center. Route 42 extends east from Route 67 near Oxford Center, going into Beacon Falls and the Route 8 Expressway. Both roads have relatively low traffic volumes within Oxford. Route 42 has traffic volumes under 3,000 ADT and for Route 188 they are between 2,700 and 3,700 ADT.

The Study Area is also served by a system of local roads that intersect Route 67. These roads essentially serve as collector roads, feeding traffic from the residential and industrial areas on to Route 67, and linking the Route 67 corridor with other areas of Town. However, Route 67 does not have any major cross streets, which would be a "natural" place for a commercial center.

The following Town roads serve as linkages within the Town to the Route 67 corridor:

- Riggs Street is a north-south street that intersects Route 67 and runs along the east side of the North Industrial area. The pavement condition is fair to poor along much of its length, and too narrow to accommodate high levels of traffic. The road also suffers from poor vertical and horizontal alignment.

- Christian Street, like Riggs Street, is a north-south street that intersects Route 67. It is the major road through the center of the industrial area. The northern section of this road has been partially improved to accommodate increased traffic from the industrial development, but the southern section still would not be able to accommodate increased levels of traffic.

- Hogsback Road is a town road that connects Route 67 with Route 188, Quaker Farms Road. The pavement is adequate along most of the road, but the vertical and horizontal alignment will not support the increased traffic that may be expected from additional residential and commercial development.

- Governors Hill Road is another collector between Routes 67 and 188. It is also deficient in pavement quality, width, vertical alignment and horizontal alignment.

- Park Road – Moose Hill Road. Another collector road between Routes 67 and 188, the pavement quality and width is adequate for most of this length of road, but there are still areas of poor vertical and horizontal alignment.

- Great Hill Road – Holbrook Road. This connector road crosses the extreme southern section of Oxford, with Holbrook Road actually within the Town of Seymour for part of its length. The physical characteristics of this road are very similar to that of the other roads, in that pavement quality, width, vertical alignment and horizontal alignment are not consistent with contemporary standards for the development of a collector road.

5.2 Deficiencies

1. Route 67 is the only road serving commercial development in Oxford. Although some intersection improvements are being done to alleviate current and anticipated traffic congestion, additional improvements, such as widening and left turn lanes will be needed to accommodate future traffic volumes for projected levels of commercial development.

2. Although Route 67 provides access through the center of the Town, there is poor access from the south and western areas of Oxford to Oxford Center and the commercial areas along Route 67. The roads are all local country roads that twist and turn along the hills. As noted, all are not designed to accommodate the projected levels of traffic

3. The intersection of Routes 67 and 42 and Riggs Street is poorly aligned, and potentially dangerous. Increased traffic volumes on Route 42 or Riggs Street would require that the intersection to be improved.

4. Route 34 is somewhat isolated from the rest of the Town, with better access and circulation into Seymour and Derby than to other areas of Oxford.

5. Access to the North Industrial Area from Route 67 along Riggs Street and Christian Street is deficient as noted in Part 1 of the Plan Update.

6. As mentioned, Riggs Street is essentially a "country road", like many other roads within the town, that has deficiencies concerning alignment, drainage, width and pavement quality along various points of its approximately 3 miles of length between Route 67 and Towantic Hill Road. The importance of Riggs Road to the Town's circulation system has increased with the approval of the Residential Golf Community, just east of Riggs Street, which could add 500 dwelling units to the area. The traffic from this development will use Riggs Street as its primary means of access. Riggs Street is not suitable to accommodate all traffic generated from the Residential Golf Community nor from any industrial development that may occur within the east side of the Study Area. However, the zoning regulations for the Residential Golf Community do require that the developers contribute funds towards the improvement of Riggs Street.

7. Christian Street is not adequate south of Robinson Lane to serve anticipated traffic volumes.

8. Although Route 42 is a State highway, it is rather narrow with hills and curves. As such, it does not provide a good access connection between the central part of Oxford and the Route 8 Expressway. The traffic volume on Route 42 within Oxford is rather low, averaging approximately 2,200 to 2,800 ADT.

Taken together, these circulation deficiencies limit the potential trade area of any commercial development in Oxford.

5.3 Capacity for Growth

The road system that serves the commercial areas is not well developed but Route 67 in itself is capable of accommodating a moderate degree of additional commercial development with some minor improvements. These improvements may include widening the road at the entrances to the proposed developments, left turn lanes, the construction of deceleration lanes and the installation of additional traffic signals.

The greatest immediate threat to traffic safety and smooth circulation along Route 67 would be a proliferation of curb cuts from small commercial development. This would have implications for traffic safety, as it would increase the number of turning movements. It would also lead to greater congestion, reduce the traffic carrying capacity of the road and slow the flow of traffic. The control of access onto Route 67 to the greatest extent possible would help mitigate the impact of commercial development.

At some point in the development process, improvements will be needed to the streets that intersect Route 67, such as Riggs Street, Route 42 and Christian Street. Depending upon traffic volumes, these improvements will need to be accompanied by signalization. Taken together, these improvements should accommodate the traffic generation of a neighborhood shopping center, typically consisting of a supermarket and several convenience oriented retail establishments.

However, the current road system probably would not accommodate multiple retail shopping centers. The lack of a functional cross street means that all resultant traffic must be concentrated on Route 67.

6. Water Supply

6.1 Existing Conditions

The Study Area is within the service area of two private water companies. The service area of the Heritage Village Water Company includes the north area of the Town, as well as sections of Southbury and Middlebury. The Bridgeport Hydraulic Company, a division of Aquarion Company, serves the communities of the Greater Bridgeport area. The division line between the service areas of these two water companies is Governor's Hill Road.

The sections of the Study Area which are currently served with water service are as follows:

- Route 67 between Great Hill Road and the Seymour Town Line.
- Wyant Road near the Seymour Town Line. This consists only of residential properties.
- Route 67 between Christian Street and Governor's Hill Road. This includes most of Oxford Center.

6.2 Capacity for Growth

Both water companies have adequate supplies for projected needs over the planning horizon, and both have potential additional supplies. However, there is no allocation of capacity amongst the communities of the service areas of the water companies. The water companies have a legal obligation to provide water service to any potential users within their service areas unless it would cause an immediate or near-term water supply problem.

Therefore, water supply would not appear to be a constraint to commercial development over the mid-term planning period. The only potential limitation would be the location and size of the water lines.

7. Sewers

7.1 Existing Conditions

Sanitary Sewer service within the Study Area is under the authority of the Oxford Water Pollution Control Authority. The only sanitary sewer service within the Study Area is along Wyant and Cold Spring Roads. All the properties served are residential.

The Oxford system is only a collection system and is connected to the system of the Town of Seymour where it is carried and treated at the Seymour Wastewater Treatment Plant. The Town of Oxford has contracted with the Town of Seymour for the rights to capacity for twenty-five thousand gallons per day of treatment.

7.2 Capacity for Growth

The Town of Oxford's twenty-five thousand gallons per day allocation of sewer capacity will only support a limited amount of commercial development. In addition, some or all of this capacity may be needed to provide service to the homes near Swan Lake, where there have been problems with the septic systems.

Sewer demands amongst nonresidential uses vary considerably with the specific nature of the use, particularly for commercial uses. For example, restaurants require more sewer capacity than retail uses, with office uses somewhere between in the capacity needed. However, a commonly used "rule of thumb" is 200 gallons per day 1,000 sq. feet of building area. Based upon the two alternative potential development scenarios stated in the previous memorandum, we can assume the following projections of additional sewer use:

- Scenario 1 – 65,000 gallons per day
- Scenario 2 – 112,200 gallons per day

Therefore, we can conclude while there is sufficient sewer capacity in the near term to accommodate small-scale commercial growth within the Study Area, additional capacity would be needed for either of the build-out scenarios. The most feasible method of obtaining additional sewer capacity appears to be the purchase of additional capacity within the Seymour system. It is unknown how much excess capacity is available at the Seymour treatment facility. If no additional capacity is available; other options include working with the Town of Seymour to make the necessary improvements to increase the capacity of the Seymour system, or the construction of a treatment plant within the Town of Oxford. As development occurs within the Study Area, it would be advisable for the Town to assess these options and start planning for increased capacity.

Sewer service to properties along Route 67 could possibly be established by extending the existing sewer mains from Wyant Road. The provision of sewer service to Route 34 properties would require connections to a main in Seymour.

8. Development Factors

The land use plan of a community must reflect the goals and objectives of the community. It should be based upon realistic expectations as well as environmental conditions. The plan should reflect a balance between respect for private property and achievement of public welfare.

In the formulation of a land use plan for a community, it is important to identify those factors that are the major influences on land use. The following are the primary considerations in the formulation of a land use plan for the Route 67 and Route 34 corridors:

8.1 External Factors

1. Residents and businesses within Oxford rely on other communities for most of their retail needs.

2. The retail centers of the surrounding communities have certain locational advantages to the Oxford business districts as far as access and proximity to the market area.

3. The business areas of Oxford do not have direct access to a regional expressway or other high traffic route.

4. Oxford lies outside of the traditional corridor of retail development within the region.

5. A growing population and industrial base will increase the demand for retail services in Oxford.

8.2 Internal Factors – Route 67 Corridor

1. Over one–half of the commercially zoned land along the Route 67 corridor is either vacant or currently in residential use.

2. There is room for several hundred thousand square feet of additional commercial development under current zoning patterns and regulations. However, this is unlikely to occur given current property ownership patterns.

3. Most of the vacant and developable land is within parcels of less than two acres in size. Most contemporary retail development is multi-tenanted or for large retail users,

and its development would require larger parcels of property than is generally available within the Route 67 Corridor.

4. The size of available properties and current configuration of the zoning pattern would preclude the development of a moderate to large full service retail center under current conditions.

5. The location of the commercially zoned areas is not central to the Town of Oxford. Therefore, the northern and western sections of Town are not within the primary market area.

6. Access from the southwest side of Town to the Route 67 commercial strips is poor.

7. Oxford is a relatively large, spread out Town, and does not have the historical tradition of a dominant central business district. Due to its rural heritage and proximity to larger, more urban communities, residents of Oxford have historically relied upon surrounding communities for their commercial needs.

8. Each of the commercial districts lacks internal cohesion. The two commercial areas essentially consist of individual commercial properties that lack any real functional interrelationship. In order to make each of the business areas function more as a bona fide business district, there needs to be some interrelationship between the properties; such as shared parking and/or access, orientation of the buildings, architectural compatibility and/or pedestrian linkages such as sidewalks.

9. Oxford Center, clustered around the intersection of Academy Road and Route 67 has been the traditional cultural focus of the community, although it has not been a retail center. In recent years, it has been extended up Route 67 to include the school and Town Hall.

8.3 Internal Factors – Route 34 Corridor

1. There are large tracts of vacant land along the Route 34 Corridor on the north side of Route 34.

2. The riverfront location of the vacant land increases its attractiveness for development.

3. The vacant land contains large areas of steep slope, as the land rises from the Housatonic River.

4. The prevailing land use pattern is residential, although there is commercial land just across the Town line in Seymour.

5. There is no public water or sewer service within this area.

9. Recommendations

9.1 Revised Goals and Policies

The following goal and policies are recommended as revised from those in the 1991 Plan of Development. No changes are recommended for the Goal, and Policy 6a. Policy 6c was reworded and the recommendation is to replace the existing Policies 6b, and 6d with the following new policies 6b, 6d and 6e.

Goal 6 Commercial development, including neighborhood scale shopping centers, of a type and size commensurate with the needs of the residents and workers in Oxford should be encouraged in those areas which are appropriate and which are zoned for such uses.

Policy 6a. The Town should not expand the area currently zoned for commercial use along Route 67 but should allow for realignment and minor modifications.

Policy 6b The character of Oxford Center as the traditional focal point of the community should be preserved. This may require allowing certain nonresidential uses to be placed within existing buildings, such as professional offices.

Policy 6c Any proposed rezoning of commercial areas and/or proposed modification of commercial regulations should be evaluated on the basis of the maximum permitted scale, potential traffic impact on the roadways of Oxford and the roadways' capacity to accommodate such development.

Policy 6d Limited commercial uses should be permitted along Route 34 as part of a planned mixed-use development.

Policy 6e The Town should permit the development of a commercial center along the Route 67 corridor, which would meet more of the retail and service needs of Town residents and businesses. The center should be planned and developed in accordance with a comprehensive unified plan. The center should be sized to be large enough to accommodate a contemporary design, but not so large that it is out of scale with the community and becomes a regional center for residents of other communities.

9.2 *Land Use Recommendations*

1. The Town should consider the possibility of utilizing the "Village District" concept for Oxford Center, as provided for in Public Act 98-116. Upon the establishment of the Village Districts within the zoning regulations, the Act authorizes the regulation of the following:

   - Alterations and improvements;
   - Substantial reconstruction and rehabilitation of properties in view of public roadways;
   - Design and placement of buildings;
   - Maintenance of public views;
   - Design, paving materials and placement of public roadways, and
   - Other elements that the Commission deems appropriate to maintain and protect the character of the Village District.

   The intent of this is to permit local planning and zoning commissions to adopt regulations to achieve compatibility within unique areas of the community, through the regulation of elements not customarily provided for within zoning regulation. However, the statute also requires that all applications for new construction and substantial reconstruction within the district be subject to review and recommendation by an architect.

2. Whether or not the Village District concept is utilized, an evaluation should be done for Oxford Center to determine its eligibility for Historic District designation. Oxford Center contains many historic buildings and appears to have been subject to minimal nonconforming development over the years. Historic Districts must be established by local ordinance with approval of 75% of the property owners. Designation as an historic district would provide for an Historic District Commission to regulate all new construction and exterior modifications to maintain the historic character of the area.

3. The zoning regulations within the Oxford Center should be amended to permit certain nonresidential uses that would be compatible with the current character of the area. These nonresidential uses should be permitted only under strict guidelines to ensure compatibility. The following uses should be considered to be permitted by Special Exception; professional non-medical offices, bed and breakfast establishments, artist and dance studios, and other similar uses. This would provide for the continued economic use of this area, protect its unique character and contribute to the economy of the Town by a greater economic utilization of the center of Town.

4. The Zoning Map indicates that the exterior boundaries of the commercial zones are of a uniform distance from the road and do not coincide with parcel boundaries. The zoning boundaries should be redrawn to coincide with parcel boundaries, which would provide more economically viable areas for commercial development.

5. The best potential for the development of a neighborhood or community based planned retail center along Route 67 is in the vicinity of the intersections of Towners Lane, Christian Street and Hogsback Road. Ideally, the site should encompass at least eight to ten acres of developable land and be planned for development within a unified manner. The Commission may consider adopting a "floating zone" which could be applied when a proposal addresses all the criteria for approval. These criteria could include a "village like" design, proper accommodation of traffic, which may include offsite improvements, and adherence to all relevant aesthetic and environmental considerations. The Commission could also require a mixed-use development, if it wishes to create a new commercial center of the Town. The use of a "Planned Commercial Center" floating zone has the advantage of giving the Commission the maximum degree of authority to closely regulate the design of this development, as well as prevent over-development within the area.

6. The zoning regulations for the Commercial zone should be revised so that all developments over a certain size, such as 25,000 to 50,000 square feet, receive review by special exception. The larger developments may have certain impacts upon the roads and utility systems that may need to be addressed in conjunction with the development. Therefore, the evaluation of the impact upon the roads and utilities should be made a specific condition of special exception review within the Commercial Zone.

7. Drive-through facilities, which have been traditionally limited to fast food restaurants and banks, are expanding into other retail businesses, such as pharmacies. These drive-through businesses have greater traffic and site development impacts than comparable facilities without the drive through. Therefore, drive-through uses should be permitted only with a special exception and specific criteria, such as number of stacking spaces, interference with parking spaces, etc.

8. The Commercial Zone should be amended to include certain basic architectural design standards to ensure at least a minimum quality level of development.

9. The large tracts of land along Route 34 would be suitable for development as planned unit developments with some component of non-residential uses on the site. These planned unit developments should take advantage of the sites' proximity and views of the Housatonic River. However, the isolation of this area from the rest of the Town, and the topographical limitations make large scale commercial development unadvisable.

10. The Town should consider the establishment of a linear open space trail along the Little River along the Route 67 Corridor. The corridor can be a walking or bicycle trail and it can be developed in conjunction with the development of the properties. This would not detract from the development potential of the property, as it would use land within the floodplain. It could enhance the business environment of the area by acting as a unifying linkage along the corridor.

9.3 *Transportation Recommendations*

1. The zoning regulations should include access control for commercial developments. This would restrict the number and size of all driveways and curb cuts onto Route 67. The developer should be required to utilize an intersecting road for access whenever possible.

2. The zoning regulations should be amended to include a requirement that all retail development over a certain size, such as 25,000 to 50,000 square feet, require a traffic impact study.

3. The following roads should be upgraded to collector standards along the entire length between Route 67 and Route 188:

   - Hogsback Road
   - Governors Hill Road
   - Park Road
   - Great Hill Road – Holbrook Road

4. The following intersections of Route 67 need to be improved:

   - Route 42
   - Riggs Street
   - Christian Street

5. Sidewalks should be installed along Route 67 in Oxford Center. The most important sidewalk link is on the east side of the road between the Town Hall and the intersection of Riggs Street. A sidewalk should also be installed on the south side of the road between the Oxford House restaurant, just north of the intersection of Governor's Hill Road, and at least as far as Dutton Road.

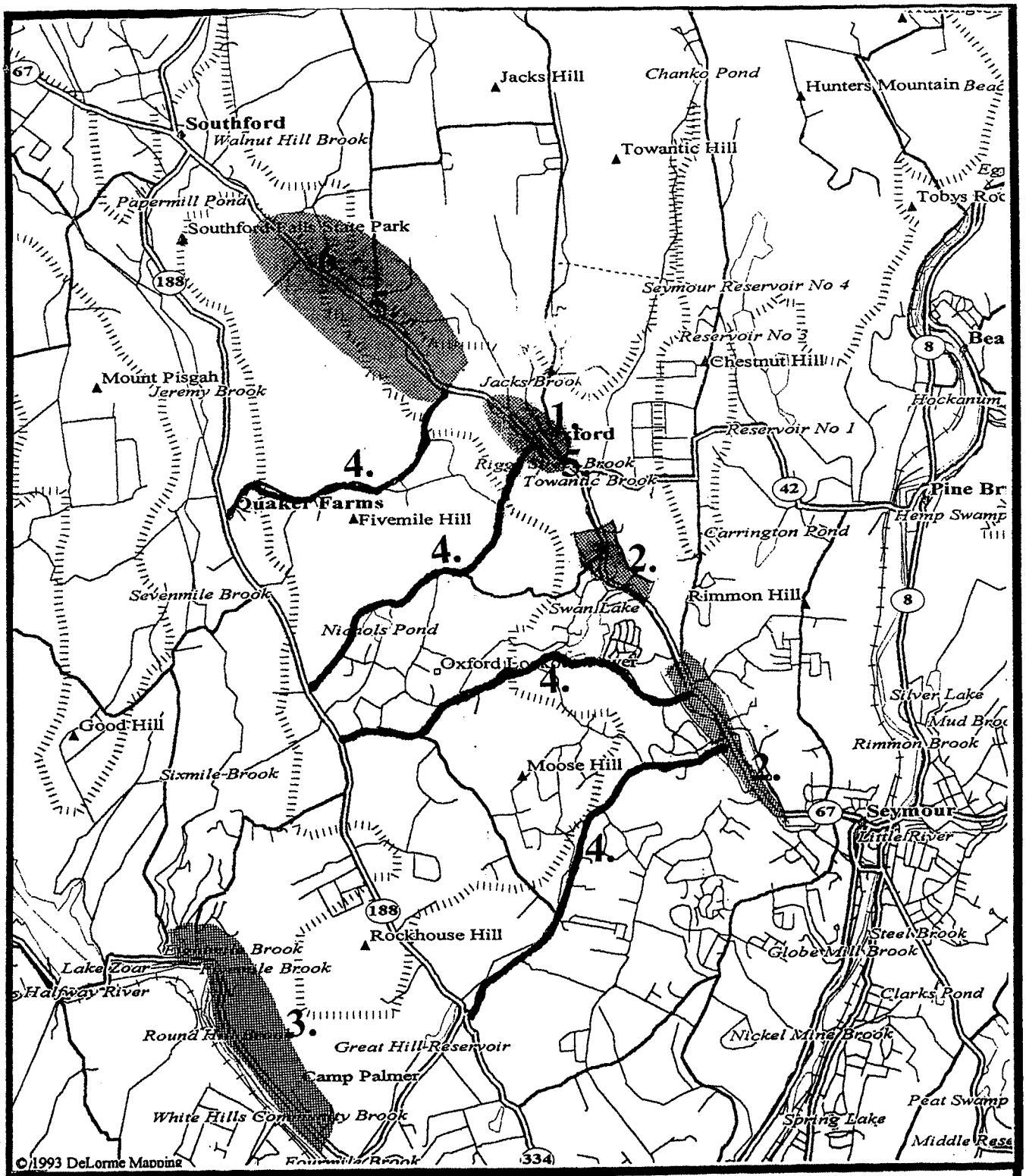
6. The Planned Commercial Center floating zone should include, as a condition of approval, that a traffic impact study be done to determine the impact of the proposed development and mitigate any potential traffic impacts. These mitigation measures could include improvements to Route 67, such as widening or the installation of a traffic light, but as a State highway, this would primarily be within the jurisdiction of the State Traffic Commission or the Department of Transportation. Other mitigation measures could include improvements to the "cross streets" even if these improvements are offsite.

9.4 Other Recommendations

1. The Town of Oxford should continue to work with the Town of Seymour to acquire capacity within Seymour's water pollution control facilities. This may require some upgrades of capacity in the Seymour system over the future.

2. Sanitary sewer service should be provided for the commercial properties along Route 67, as called for in this plan. Commercial development of any significant size or scale is very difficult without the use of a sanitary sewer.

3. Encourage the expansion of public water service in conjunction with commercial development.



RECOMMENDATIONS
ROUTE 34 / 67 STUDY AREAS

1. **Oxford Center – Limited Non-Residential Uses, Sidewalks**
2. **Realign Zoning District Lines to coincide with Property Lines**
3. **Route 34 – Planned Unit Developments w/limited commercial**
4. **Upgrade roads to collector standards**
5. **Improve intersections**
6. **General location of Planned Commercial Center**