

PLAN OF CONSERVATION AND DEVELOPMENT

An Action Plan
for Guilford's Future



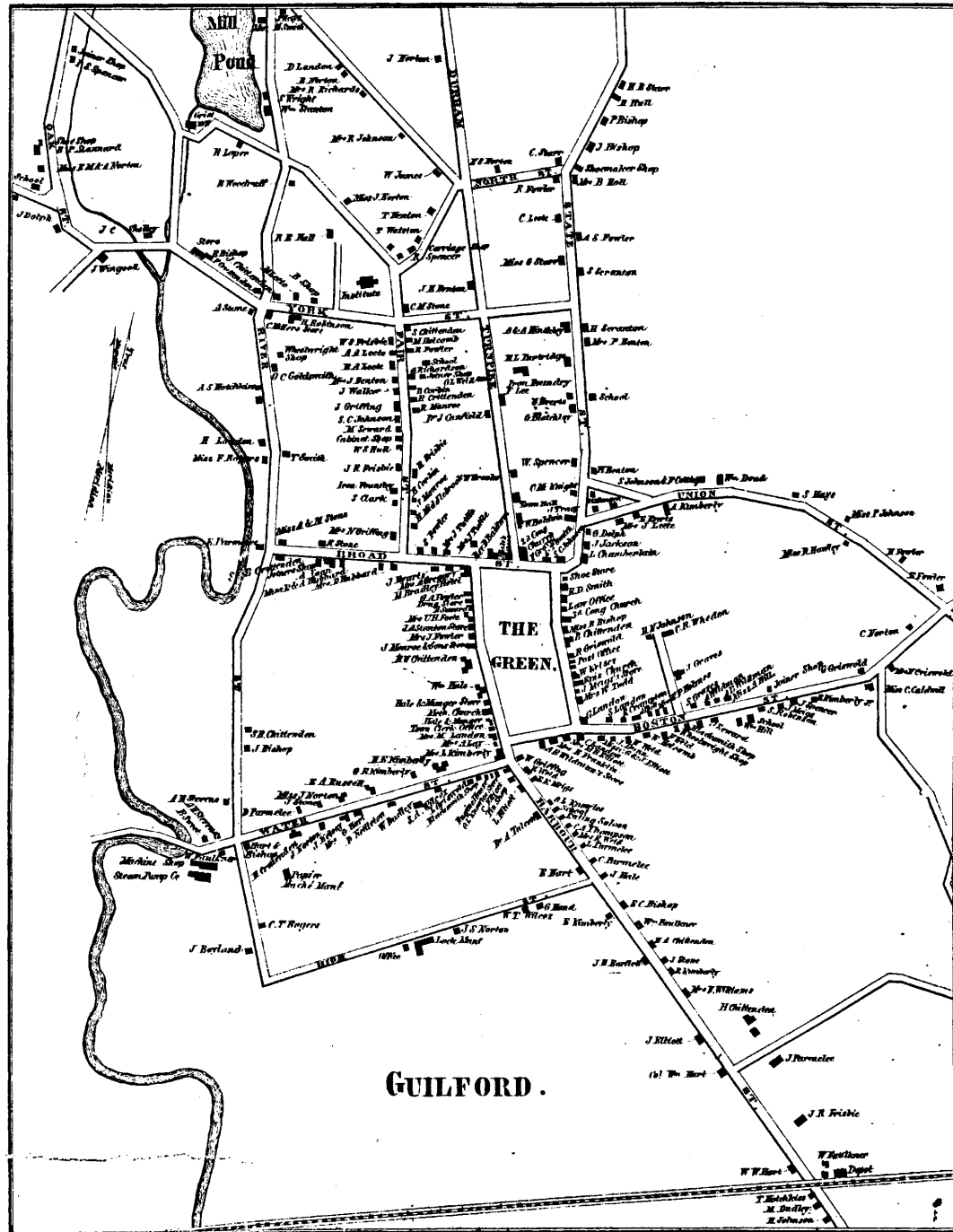
This Plan of Conservation and Development was prepared by the Planning and Zoning Commission and the Planning and Zoning and Environmental Planning Staff and was approved by the Commission, following public hearings, on xx, 2002.

The Commission wishes to acknowledge the assistance of the various Town agencies and citizen groups that also participated in the Plan's development.



Courtesy of Joel Helander

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EARLY MAP OF GUILFORD CENTER

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Guilford: A BRIEF HISTORY

Under the leadership of the Reverend Henry Whitfield, about 25 English Puritans and their families sailed from England in May 1639 for Connecticut in the New World to establish a model community. This sturdy band of Englishmen staked their lives on the open Atlantic and the untamed wilderness. They were Christians who wanted the Church of England purged of any liturgy, ceremony, or practices that were not found in Scripture. The Bible was their sole authority.

The Whitfield Company landed at Quinnipiac (New Haven), where they were welcomed to stay but declined. Instead, they entered into immediate negotiations with the Menunkatuck Indians for the purchase of their lands. At that time, the native Menunkatuck tribe was weak and small, eager to have the protection of the English immigrants. On September 29, 1639, Reverend Whitfield and five associates purchased for the whole group "lands lying between Kuttawoo (East River) and Oiockommock (Hoadley's Creek)."

Guilford's settlers were self-sufficient farmers but well educated persons of clear vision and culture. When Guilford Green was laid out in the first division of lands (1640), it became the hub of the settlement and dictated the design for the streets and house lots. Menunkatuck Plantation was named Guilford in 1643, doubtlessly after Guildford in Surrey County, England. The first recorded Town Meeting was held in 1646. In 1756, seven Selectmen were elected: four from the original parish (Guilford) and one from each of the other three parishes (North Guilford, East Guilford and North Madison). This representation indicates that civil authority was still under church jurisdiction.

Guilford's link with the two great commercial centers of the Northeast, New York and Boston, via the Post Road and Long Island Sound, allowed it to grow steadily during the 18th century. Its population went from 540 in 1690 to 2,169 in 1800. There were numerous small industries by 1747, including mills, a shipyard, and shoe manufactory. Fishing, seafaring, and the West India trade sustained the town's



EARLY PHOTO OF 465
BOSTON STREET

commerce. During the 19th century, an iron foundry, granite quarry, and canning factories contributed significantly to the economic prosperity of the old town.

The advent of the Connecticut Turnpike (I-95) in 1956 tied Guilford into the metropolitan expansion that is still occurring on the Eastern Seaboard. Overnight, it seemed, Guilford became a rural suburb

of New Haven and other urban areas. Its population shot up from 5,100 in 1950 to 8,000 in 1960. Federal census tables trace this continuing trend to the current population of 21,400 inhabitants (2000 Census). There has been a concomitant growth pattern in both residential and commercial development over the same period of time.

Guilford's rich historical background can be traced, in part, through its many old dwelling houses, still in existence today. This, coupled

with its refreshing rural charm borne out of a public spirit for careful land planning and land conservation, sets the old town apart as one of the most pleasant on the shoreline. It also establishes the crucial need and basis for careful planning for the future.

Note: This brief history was adapted from the preface of the Code of the Town of Guilford, "Guilford in History".



EARLY PHOTO OF I-95
INTERCHANGE EXIT 58

GUILFORD: ITS UNIQUE CHARACTER

During the period that this *Plan of Conservation and Development* was being written, there was much commentary from the general public about the importance of maintaining Guilford's unique character. The following piece, written in February 1999 by Nona Bloomer, historical librarian in the Guilford Library, articulates her view of the essential elements of Guilford's character.

"Guilford has evolved, since its settlement in 1639, into a Town expressing distinctive character. This character is a complex of features contributed by nature and man and their on-going relationship. Root meanings of the word 'character' refer both to physical impressions such as mark, engraving, or furrow, and to mental, moral, or ethical traits.

"Guilford's distinguishing landmarks are visible and easy to identify. One can point to the hills and pastures of North Guilford; the waters of its lakes, ponds, and rivers; the public open spaces, which include a renowned green; the acres of forest preserves; and the seashore with marshes bordering the grand Long Island Sound. Also visible are man's physical contributions, many of which are no less distinguished: a famous collection of antique and contemporary houses; buildings which embody religious, civic, and educational institutions; miles of woodland trails; and a fabric of stone walls and roadways woven throughout the Town.

"Less apparent, or more difficult to describe is the town of the Town: participating in public festivities; bicycling, walking, or jogging on streets and sidewalks; attending meetings of local organizations; shopping; visiting the Community Center; going to the Library; and the myriad other activities which constitute the experience of dwelling, and perhaps working, in this particular place.

"Guilford's character is also marked by the reciprocal relationship of nature with man which dates back to the earliest days. Much has been said about man's effect on the land, yet the land itself has influenced its inhabitants. Thirty-six years ago, at the memorial service of Samuel



FARM ALONG SCENIC
ROUTE 77

William Dudley II, former Dean of Yale's School of Engineering, the Reverend Kenneth Steere made a statement that underlines the extent to which character is formed by the environment as it is by the community. He observed: 'When he was a boy, the surroundings affected the people to a far greater degree than we well-insulated people realize. He was subject to nature and to his State in a unique way in his formative years, and what he is and was is due to his surroundings.'

"Another component of Guilford's character is the old Yankee culture modulated over 360 years. Although not so tangible as a visible characteristic, it includes the spectrum of morals, law, customs, opinions, and the religions of a citizenry. From those deep ancestral roots Guilford has become the Town we know today.

"May the citizens of Guilford be sensitive to all the special features which contribute to the Town's character."

The challenge for the future will be to manage the various aspects of residential, commercial, and industrial development while placing increased focus on preserving and conserving the environment, all in ways beneficial to the citizens of the Town while also minimizing the impact on its historically-based character.

EXECUTIVE SUMMARY

Guilford's Vision for the future is primarily based on reflections of the past. This 2002 *Plan of Conservation and Development* builds and expands on the 1978 Plan and several more specific plans developed and written since 1978. Town Boards and Commissions and other agencies as well as private citizens and citizen groups have provided valuable input into the planning process for, and the content of, this 2002 Plan.

This Plan's central thrust is to meet the challenges of increasing growth while maintaining a quality of life that all Guilford citizens have come to expect.

This document describes the planning activities that have taken place over the past several years, delineates seven operating Policies and, under each Policy, discusses pertinent issues and activities that should be pursued, and recommends specific Action Items for the future which will ensure that the goals and objectives stated within each policy are realized.

The seven Policies are defined as follows:

A. Preserve Guilford's Character and Cultural Landscape

The general thrust of this Policy is to protect Guilford's natural, archeological, cultural, historic, scenic, marine, and other important resources, habitats, and feature in order to preserve the Town's unique character. Guilford is in transition from what was a rural and village pattern to a composite of rural, suburban, and village patterns of habitation. Thus, the principal focus for the future will be on maintaining the sense of Guilford as a small, historic town, and on maintaining the sense of Guilford as a small, historic town, and on maintaining the quality of life enjoyed by Guilford citizens in the face of continuing increase in population. Future development must be accomplished in such a way that it supports the established character of the Town.

There are 14 Action Items associated with this Policy.

B. Conserve the Town's Open Space and Natural and Environmental Resources and Habitats

The general thrust of this Policy is to preserve and conserve the natural environment of the Town for the benefit of future generations and to maintain a high quality of life for Guilford's people as well as maximum protection for wildlife. The focus of Guilford's conservation policy is on encouraging practices that honor the land and all that life it contains. It is crucial to the maintenance of Guilford's character and sense of place that the pattern and intensity of future development of all kinds be kept in balance with the preservation and conservation of natural resources and habitats.

There are 26 Action Items associated with this Policy.

C. Promote Compatible and Sustainable Economic Development

The general thrust of this Policy is to promote compatible business in appropriate locations in order to foster local employment opportunities, a favorable tax base, and the provision of goods and services for local residents. Compatible commercial and industrial economic development must suit the Town in terms of type, scale, and overall impact. Sustainable commercial and industrial economic development must, over the long term, conserve and improve what most residents value about the Town.

There are eight Action Items associated with this Policy.

D. Encourage the Development of a Diverse Housing Supply for Households with a Broad Range of Incomes

The general thrust of this Policy is to encourage a variety of housing types and sizes to meet different housing needs and desires. Guilford's high quality of life is in part created by the demographic and socioeconomic diversity of its population. Maintaining this diversity is increasingly difficult given the lack of variety in the Town's housing stock and, in particular, the shortage of housing that is within the economic reach of lower and middle income citizens. The vision for this type of housing is one in which the structures are quality built and fit the character of Guilford and they neighborhoods in which they are located.

There are 10 Action Items associated with this Policy.

E. Provide Efficient, Safe and Compatible Transportation Infrastructure and Facilities

The general thrust of this Policy is to provide for the safe and efficient movement of people and goods through and within the Town while ensuring that community character and scenic qualities are not adversely affected. Increasing attention must be focuses on providing alternative forms of transportation. Since Guilford's street and roads play a great role in forming impressions of community character, their maintenance and development must be treated with a great deal of sensitivity. A high priority must be placed on coordinating all types of residential, commercial, and industrial development within the capacity of roads as they exist.

There are 15 Action Items associated with this Policy.

F. Provide Community Facilities

The general thrust of this Policy is to provide various community facilities, a range of recreational opportunities, and open space to meet a variety of local needs. Efforts need to be focused on providing additional athletic fields for an increasing school-age population, providing improved access and facilities at Jacobs Beach and Lake Quonnipaug,

and acquiring open space for both passive and active recreation with emphasis on acquiring land to increase public access to Long Island Sound. A long-range capital improvement program for the Town should be developed.

There are nine Action Items associated with this Policy.

G. Encourage and Participate in Cooperative Efforts to Promote the Health and Welfare of the South Central Connecticut Region

In today's complex world, no Town is an island. Guilford exists in both a regional and State context. The health and well-being of the Town and its ability to achieve its objectives are inexorably intertwined with those of the region and the State and, in large part, determined by the growth and economic vitality of these two entities. The focus of this Policy is on continuing to strengthen participation in a variety of regional efforts primarily structured through the South Central Council of Governments and its subsidiary entities, the Regional Planning Commission and the Regional Growth Partnership.

There are five Action Items associated with this Policy.

TABLE 1 below shows the distribution of the 83 Action Items across the 7 Policies and the 13 responsible Town agencies.

TABLE 1		POLICIES							TOTAL
RESPONSIBLE AGENCIES		A	B	C	D	E	F	G	
Board of Selectmen		5	3	4	2	3	3	4	24
Board of Selectmen/Town Engineer						6			6
Department of Health			2						2
Planning and Zoning Commission		7	12	2	4	3	2	1	31
Conservation Commission			3						3
Economic Development Commission				1					1
Inland Wetlands Commission			1						1
Park and Recreation Commission							2		2
Historic District Commission		1							1
Water Pollution Control Authority			4						4
Housing Partnership					3				3
Routes 146 and 77 Scenic Road						2			2
Advisory Committee									
Guilford Land Acquisition Committee		1					2		3
TOTAL		14	25	7	9	15	9	5	83



This 2002 *Plan of Conservation and Development for Guilford* is consistent with both the 2000 *Regional Plan of Development* and with the 1998–2003 *Conservation and Development Policies Plan for Connecticut*.



GUILFORD'S LOCATION WITHIN
THE 15 TOWN SOUTH CENTRAL
REGION

PART 1 BACKGROUND

1.1 INTRODUCTION

This 2001 *Plan of Conservation and Development* is designed to guide the land development process and maintain the quality of life in Guilford and preserve its unique character, insofar as is practicable, into the 21st century. The Plan describes policies, discusses issues and objectives, and recommends actions, both public and private, intended to preserve and protect the Town's resources and provide strategies to manage, in an orderly fashion, residential, commercial, and industrial development to meet the needs of the citizens of Guilford.

In response to the requirements of the Connecticut General Statutes (Section 8-23) which require periodic updates to Plans of Conservation and Development, and concerns expressed by various citizens on a variety of land use matters, the Planning and Zoning Commission initiated a process to update and rewrite the 1978 *Comprehensive Plan of Development and Conservation*. Based on a review of several plans recently written for other towns within the State of Connecticut of about the same population size as Guilford, brainstorming sessions involving the Planning and Zoning Commission and staff, and interaction with many of the Boards and other Commissions within the Town and other interested citizens, and the results of a poll of a subset of Guilford citizens, seven key high level policies for Guilford were developed which form the foundation for this 2002 *Plan of Conservation and Development* and Vision for the future of Guilford.

The Town of Guilford is located on the north shore of Long Island Sound about 15 miles of shoreline, is about 10 miles in extent north to south, and has a land area of about 50 square miles or somewhat over 30,000 acres. Faulkners Island, which is 3 miles off the coast, is also a part of Guilford. It has been designated as the Stuart B. McKinney National Wildlife Refuge and provides protection for three endangered species of tern. Guilford's location within the 15 town South Central Connecticut region is shown on Map 1. This map as well as the other maps associates with this Plan will be found in *Maps for the Plan of Conservation and Development* which is a separate document. The table of contents of this document are found in Appendix I on page 68.

Guilford's blending of the seashore, the Town Center, and the countryside provide a character and atmosphere that is unique. More than

450 recorded historic structures dating from 1639 to 1937 make the heritage of the Town a strong, visible component of this character. The moderate scale of these historic structures and many others in the Town contribute to the small town feel of Guilford. Individual elements, such as the Town Green and the Town harbor, are inseparable from the character of the Town. The natural setting of Guilford, composed of open water, coves and bays, wetlands, forests, fields, tree-lined streets, stone walls, winding roads, and many other elements, all create the context of the Town.

The key challenge for the future for Guilford, then, is to maintain the key elements of its historically developed character in the face of pressures from an increasing population and the concomitant increase in the broad spectrum of residential and commercial development. This plan addresses that fundamental critical issue and attendant pressures and sets forth a variety of recommended Actions which provide direction for the future.

The purpose and function of this overall Plan, then, is to provide land use guidance for all agencies of the Town so that they may operate in a coordinated manner under a common set of Policies. This document describes the planning activities that have taken place over the past several years, delineates seven operating Policies and under each Policy discusses pertinent issues and activities that should be pursued, and recommends specific Actions for the future.

1.2 PLANNING HISTORY IN GUILFORD

The Town of Guilford has a long history of planning activities dating from the Colonial period when the Town was founded (1639). In the modern era, the first *Plan of Development* was adopted in 1959, and in 1966 the first *Comprehensive Plan of Development* was approved. In 1978 *The Comprehensive Plan of Development and Conservation*, the Plan preceding this 2002 Plan, was adopted.

The creation of the 1978 Plan was a major landmark in Guilford's planning history. Among other major changes in Guilford's Zoning Regulations, it served as the basis for subsequent rezoning which resulted in the creation of the R-8 (low density) zone, and its four-acre-minimum lot size, in a large portion of the land north of I-95 and in a smaller portion on the west side of Town south of Route 1. The dominant focus of the 1978 Plan was growth management, including the conservation of open space rural land and environmental resources, and the preservation of Guilford's small town character. Since 1978, a significant number of additions to Guilford's overall planning program have been completed and, with the 1978 Plan, provided a broad spectrum of support in developing Guilford's 2002 *Plan of Conservation and Development*. Those additions included:

Metcalf and Eddy Plan (1973-75)

This engineering plan proposed the development of sewer facilities for Guilford including a wastewater treatment plant to be located near the West River at Pages Lane.

Sewer Avoidance Program (1977-78)

With the concurrence of the State Department of Health, the Town established the Sewer Avoidance Program with emphasis on strict enforcement of septic system installation and operation, including restoration and upgrading of failing systems and periodic monitoring of all systems.

Malcolm Pirnie Plan (1981)

This plan recommended that in lieu of the system proposed by Metcalf and Eddy, a sewer avoidance policy could be implemented to include the development of six community septic systems to address specific neighborhood public health/septic system problems.

Municipal Coastal Program (1982)

This program created plans and procedures, which are reflected in Guilford's Zoning Regulations, for protecting coastal resources and promoting coastal access under the aegis of the Connecticut General Statutes, Sections 22a-105 through 22a-109.

Route 1 Landscape Plan (1985)

This plan provided the details for a proposed streetscape and tree-planting program for Route 1. It supports the tree planting and landscaping efforts sponsored by the Guilford Preservation Alliance from 1986 to the present.

Managing US-1 Land Use and Traffic in Guilford (1985)

This two-pronged plan recommended roadway and traffic control improvements and a reduction in the density of allowed commercial development.

Master Plan for Preservation and Scenic Conservation (1986 and 1995)

Prepared by the Guilford Preservation Alliance, this plan focuses on historic preservation and preserving the Town's scenic character.

Final Report Economic Development Potential: An Analysis of the Boston Post Road Corridor (1990)

This plan recommended an economic development strategy for the

Town's west side and provided the basis for the WEDOZ overlay zone, which was a part of the Zoning Regulations for the western portion of the Boston Post Road.

Affordable Housing Plan (1992)

This plan catalogs a variety of recommended tools to create more affordable housing.

Routes 77 and 146 Corridor Management Plan (1996)

Prepared by the State Department of Transportation, this plan urges the preservation of these scenic roads and recommends ways and means to do so. A joint Branford-Guilford Scenic Roads Advisory Committee has been established which provides oversight of activities along Routes 146 and 77 to ensure maintenance of their scenic quality.

Guilford, Connecticut Harbor Management Plan (1985, 1996)

This plan calls for the preservation of Guilford's harbor resources and delineates a management plan to do so.

Athletic Field Facilities (1999)

This study prepared by the Standing Fields Committee for the Board of Selectmen provided an inventory and evaluation of all Town athletic fields and provided plans for future maintenance and development.

Planning and Design Guidelines – Route 1 East, Boston Post Road (August 2000)

This plan, prepared by ICON Architecture, Inc. and Community Planning Solutions, furnished guidelines for upgrading the zoning regulations along the eastern portion of the Boston Post Road. This plan also provided recommendations for the establishment of a Design Review Committee for commercial and industrial site plans.

Plan for Open Space and Municipal Land Needs (2001)

This plan establishes goals for the preservation of open space, identifies several areas of high conservation interest, and identifies future land needs to support municipal requirements.

Boston Post Road West Planning Committee Report to the Planning and Zoning Commission (August 2001)

This plan proposed new zoning regulations for the western portion of the Boston Post Road from Long Hill Road to the Branford town line.

1.3 PLANNING AND DEVELOPMENT STUDY: A SURVEY OF GUILFORD RESIDENTS

In October 1997, a telephone survey of a sample of residents of Guilford was conducted by The Center for Research and Public Policy, New Haven, Connecticut. This survey was commissioned by the Planning and Zoning Commission to attempt to understand the views of Guilford residents about a variety of planning and development issues. The survey results were analyzed by the researchers and published in December, 1997 (*Planning and Development Study*, prepared by: The Center for Research and Public Policy, December 1997). This study and the survey results both indicated general support for the policies established for this 2002 *Plan of Conservation and Development*. However, it should be noted that while there was unanimity of opinion expressed concerning policies for preservation and conservation and smaller scale development, there were and are issues concerning economic development, transportation, certain aspects of providing housing diversity, and developing recreational facilities that need careful and thoughtful consideration before proceeding with specific actions. A summary of the study results can be found in *Appendix II*.

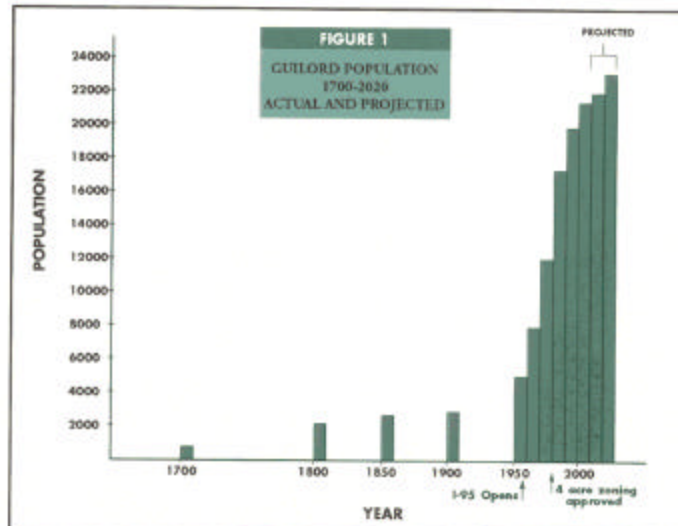


Figure 1

1.4 TRENDS AND ISSUES

Guilford's population growth since 1690, 51 years after its founding, to the present time with projections to the year 2020 (from *Conservation and Development, Policies Plan for Connecticut, 1998-2003*) is shown in FIGURE 1. The major growth spurt which began in the late '50s indicates the impact that the opening of I-95 had on Guilford's population. The rate of increase of population was curbed to some degree in the '80s and '90s by the creation of the four-acre-minimum lot size in the R-8 residential zone called for in the 1978 *Plan of Development and Conservation*.

Since the writing of that Plan, however, the population has increased by 20% to its current number of 21,400 residents. FIGURE 2 shows the current distribution of the number of towns in the state having populations within the increments shown (from *Conservation and Development Policies Plan for Connecticut, 1998-2003*). It is interesting to note that the number of towns in the first two increments—0 to 9,999 and 10,000 to

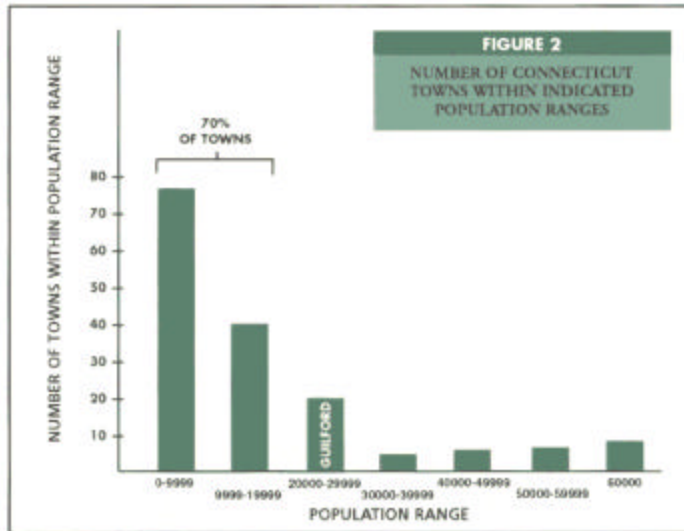


Figure 2

19,999—make up 70% of the total number of towns in the state. Guilford's population of 21,400, along with towns such as Farmington, Ridgefield, Simsbury, and Windham, puts it at the low end of the third increment.

Guilford is no longer the small town that it was 20 years ago as characterized in the 1978 *Plan of Development and Conservation*, but it still retains certain small town characteristics with its spectacular Town Center area around the Green and the rural, low housing density flavor of North Guilford. A

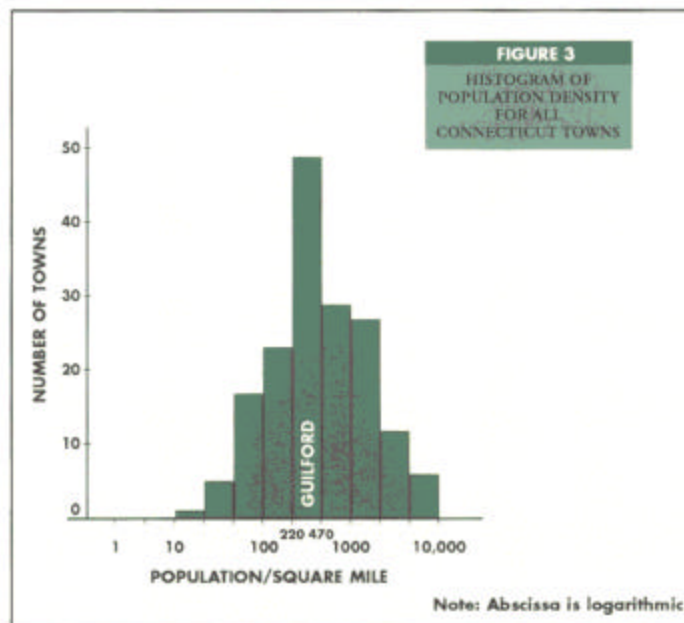


Figure 3

histogram of population density for all the towns in Connecticut (from Connecticut Market Data 1999, Connecticut Department of Economic and Community Development) is shown in FIGURE 3 (note logarithmic scale along abscissa). Guilford's population density of 428 people per square mile places it near the median for the population density distribution.

Guilford is in transition from what was a rural and village pattern to a composite of rural, suburban and village patterns of habitation. Thus, the principal issue for the future will be maintaining Guilford's "small town" character and the quality of life enjoyed by Guilford citizens in the face of the continuing increase in population. This increase is inevitable as long as there is residential land available for development and as long as the quality of life is maintained. The increasing population will continue to put pressure on all aspects of Guilford citizens' lives, including

One way of envisioning Guilford's future, and therefore planning for it, is to attempt to project what might occur if current growth trends continue. Based on the current availability of "buildable" land (but not allowing for the future setting aside of open space land), there are more than 4,000 potential building lots within the various residential zones. The distribution of parcels greater than 10 acres available for development is shown on MAP 2. This number of available lots coupled with the average building rate of 116 residential dwelling units per year (as averaged over the past five years), indicates that "build out" would occur in 36 years, and the peak population would be somewhat more than 30,000. These numbers give credence to the real need to establish a vigorous open space set aside plan and other growth management strategies for the Town as soon as possible.

In addition to the fundamental issue of how best to handle overall growth, there are trends, which will have a major ability to direct and manage our future:

- While Guilford will continue to be predominantly middle and upper income community, family types will likely be more diverse. According to current trends, there will be more young people and couples without children represented in Guilford' population as well as more retired persons and empty-nester households.
- Even in predominantly affluent Town, many households will continue to struggle with affordability, especially regarding local property taxes and housing prices and there will be declining Federal and State financial resources available to support the provisions of Town services.
- The traditional distinction between residences and business locations will diminish in many instances because of the tremendous technological improvements that will continue to be made in the computer and telecommunications industries.



VIEW FROM QUONNIPAUG HILL LOOKING SOUTHEAST

PART 2 POLICIES AND ACTIONS

2.1 INTRODUCTION

The following seven broad **Policies**—which focus on preservation, conservation, economic development, housing, transportation, facilities, and regionalization—are based on Guilford's planning history and a recognition of current trends and issues. These Policies were developed to establish a structure for this Plan and, as indicated in FIGURE 4, to support the long-term Vision for Guilford delineated in Part 1. Following each of the Policy statements is a **Considerations** section which discusses existing issues and activities that should be pursued under that particular Policy and which forms the basis for recommended **Actions** to be taken in the future.

Under each Policy, the Action Items are arranged under the specific board, commission, or other Town agency that would be the most likely candidate to undertake those particular efforts. The Actions sections are structured such that they can be updated periodically as Action Items are completed and new Action Items are developed.

Although the Planning and Zoning Commission is ultimately responsible for ensuring that the Action Items are addressed in a timely manner, the Commission, through the establishment of a permanent Action Item Steering Committee, will seek the participation of appropriate Town agencies, private groups, and consultants to ensure their completion and implementation through new procedures, regulations, ordinances, and institutional structures. The entities that undertake the Action Items will be responsible for determining the specific course to be taken to achieve the objective(s) of the Action Items.

In addition to the Action Items contained in the basic Plan, it is anticipated that Plan Addenda will be developed that will address specific areas of concern in a much more focused and detailed way than in this basic Plan. These Addenda could be developed at any time and made a part of the basic Plan following the required hearing procedures.

The first two policies that follow are overarching and inexorably

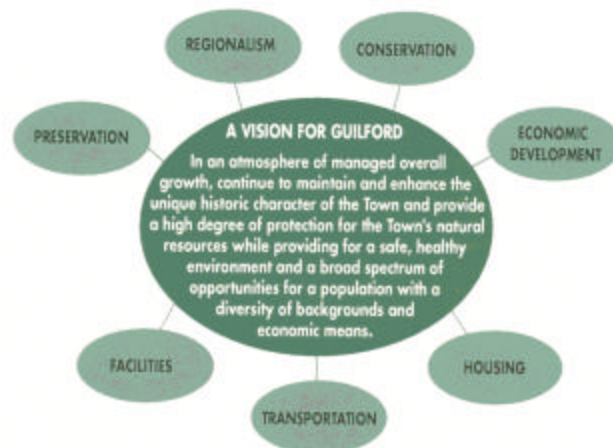


Figure 4

intertwined and provide the basis for maintaining Guilford's intrinsic character. The five remaining policies are more specific and focus on evolving issues that affect the quality of life for all Guilford citizens.

The seven Policies are:

A. Preserve Guilford's Character and Cultural Landscape

Protect Guilford's natural, archeological, cultural, historic, scenic, marine, and other important resources, habitats, and features in order to preserve the Town's unique character.

B. Conserve the Town's Open Space and Natural and Environmental

Resources and Habitats Preserve and conserve the natural environment of the Town for the benefit of future generations and maintain a high quality of life for Guilford's people and maximum protection for wildlife.

C. Promote Compatible and Sustainable Economic Development Promote compatible business in appropriate locations to foster local employment and opportunities, a favorable tax base, and the provision of goods and services for local residents.

D. Encourage the Development of a Diverse Housing Supply for Households with a Broad Range of Incomes Encourage a variety of housing types and sizes to meet different housing needs and desires.

E. Provide Efficient, Safe and Compatible Transportation Infrastructure and Facilities Provide for the safe and efficient movement of people and goods through and within the Town while ensuring that these facilities will not adversely affect community character and scenic qualities.

F. Provide Community Facilities Provide community facilities, a range of recreational opportunities, and open space to meet local needs.

G. Encourage and Participate in Cooperative Efforts to Promote the Health and Welfare of the South Central Connecticut Region In today's complex world, no Town is an island. Guilford exists in both a regional and State context. The health and well-being of the Town and its ability to achieve its objectives are inexorably intertwined with those of the region and the State and, in large part, determined by the growth and economic vitality of these two entities.

Each of these Policies and their attendant recommended Actions are discussed in more detail in the following sections.

2.2 POLICY A: PRESERVE GUILFORD'S CHARACTER AND CULTURAL LANDSCAPE

A

Considerations: This Policy is an overarching one that, along with Policy B, permeates the entire Plan. It primarily encompasses, in the context of this Plan, cultural (physical, historic, and scenic) resources. The resources themselves can be thought of both in terms of individual sites or places, and in terms of generic elements that are both important in themselves and as they contribute to an overall ambiance or character. These two broad categories will be discussed separately. What it means to "protect" specific or generic resources also requires discussion and elaboration.

A 1986 survey, *The Master Plan for Preservation and Scenic Conservation*, conducted by the Guilford Preservation Alliance, identified 16 favorite "scenes and views" in the Town of Guilford. In order of selection they were:

- | | |
|---|--|
| 1. The Green | 10. View from Route 146 of Great Harbor Marshes and Tidal Flats |
| 2. Bluff Head | 11. Fair Street |
| 3. Westwood Trails | 12. Sachem's Head |
| 4. Guilford Harbor/Town Dock | 13. Olmstead's Outlook (Broad Street looking west to West River) |
| 5. Lake Quonnipaug | 14. Route 77 between Route 80 and Lake Quonnipaug |
| 6. Meeting House Hill | 15. Broad Street |
| 7. Chaffinch Island | 16. View of Fields from Great Hill Road looking northwest, near Cooks Lane |
| 8. View from Route 146 of Leetes Island: Leete Farm, Shell Beach Road, Shell Beach, and Meadows | |
| 9. East River Estuary from Clapboard Hill Road Bridge | |

The recent refurbishment of the lighthouse, the on-going effort to minimize erosion on the east side of the island, and its designation as a National Wildlife Refuge, makes the continuing preservation of Faulkners Island an important objective. This Plan adds Faulkners Island to the foregoing list of special places. Faulkners Island is listed on the National Register of Historic Places, is owned by the U.S. Government and operates under the jurisdiction of the U.S. Fish and Wildlife Service. The locations of these 17 special places are shown on MAP 3.

By no means should the protection of resources be limited to these specific and special sites. By organizing the Town's resources into five divisions, a more comprehensive view of the effect of Policy A may be obtained. The five divisions are: 1. Town Center, 2. Shore Front, 3.

Countryside, 4. West End, and 5. North Guilford. (See *Master Plan for Preservation and Scenic Conservation, Town of Guilford, Connecticut*, 1986, Revised 1995, sponsored by the Guilford Preservation Alliance.)

Town Center – The Town Center, designated on the National Register of Historic Places, and most especially the Green lies at the heart of Guilford. Preservation of the architecture and vegetation, and the mix of residential, institutional, and commercial uses is essential to the continuing integrity of this area including Boston, Park, Broad, State, Church, Fair, Whitfield, and Water Streets. Clapboard Hill Road, the area known as Meeting House Hill, and Leetes Island are also on the National Register of Historic Places. Although being on the



THE GUILFORD GREEN AS IT LOOKS TODAY

National Register of Historic Places offers no specific protection to these entities, it adds immeasurably to the sense of Guilford as a historic town. Guilford's Historic Districts, which lie within the Town Center, were established in 1986 and 2001 under the guidelines set forth in the Connecticut Statutes governing Municipal Planning and Zoning and are overseen by Guilford's Historic District Commission. The locations of these historic districts and other areas listed in the National Register of Historic Places are shown on MAP 4. During 1981 and 1982 The Guilford Preservation Alliance produced *A Survey of the Historic Architecture of Guilford Connecticut* which provides descriptive material for over 400 historic buildings in the town.

Shorefront—The shore front is another of Guilford's most important resources and includes a wide variety of physical features. The shorefront extending from Grass Island on the East to the Thimble Islands on the West includes residential neighborhoods, marine commercial districts, and significant passive and active recreational resources. Physical features include harbors, beaches, rocky shorefronts, and tidal wetlands. Major public access areas include the Guilford Town Marina, Grass Island, Jacobs Beach and Chittenden Park, Chaffinch Island Park, Great Harbor, and Shell Beach. It is essential that these areas be preserved and upgraded as appropriate, and additional shore front property be

acquired by the Town and marine resources be development under the aegis of the Coastal Area Management Act for public recreational enjoyment.

Countryside – The diversity of Guilford’s landscape is further illustrated by the many areas of the Town that are quintessentially rural New England in character and feeling. Much of North Guilford is exemplary in this respect. IN addition to North Guilford, the East River estuary area and Clapboard Hill Road are outstanding resources. These areas and many others are all characterized by low-density development, a combination of forest and field, narrow roads, stone walks, mature roadside landscapes, stone bridges and drainage structures, and historic buildings, including dwellings, barns, and other accessory structures, many of which are on the National Register of Historic Places. Open vistas of fields and pastures are contributing features as well. The large landholdings owned by the South Central Regional Water Authority, the West River, and other major wetland areas also contribute significantly to this vital resource, which must be protected and preserved. Following the guidelines established by the recently developed *2000 Plan for Open Space and Municipal Land Needs* is crucial to effect his preservation. (See Policy B for further discussion.)

The West End – The area contiguous to the Boston Post Road in Guilford’s West End represents the only remaining major opportunity for further appropriate commercial development. In the *Final Report Economic Development Potential*, this area is recommended for mixed use multifamily residential/commercial development with emphasis on discouraging retail shopping strips. This area serves as the western gateway to the town and has many of the resource aspects worthy of preservation noted above.

A year long study has recently culminated in the upgrading of zoning regulations for the commercial and industrial areas along the eastern portion of the Boston Post Road. More recently, a similar study of the western portion of the Boston Post Road has led to significant changes in the zoning regulations for this area including an emphasis on mixed use, a deemphasis on large retail, and establishing appropriate buffers and setback to maintain the rural feel that exists today. As with the eastern portion of the Boston Post Road, these most recent changes in the zoning for the western portion should ensure the enhancement of the character of future development along the entire length of this principle artery.

North Guilford – North Guilford faces many of the challenges, and has many of the same resources already described. However, because of its strong sense of community, almost as though it were a town unto itself,

it warrants a separate discussion as a special place. This 20-square-mile area (40% of Guilford's total land area) is one of the few remaining places of this size in the New York/Boston megalopolis which has retained its rural New England character. Preserving the character of North Guilford, which contributes so importantly to the overall character of the Town, will be difficult in the future because of the increasing pressures for residential development. However, this development must be sensitive to the preservation goals of the Town. A proper and reasonable balance must be developed and maintained between development and preservation and conservation interests. IN a manner similar to the Boston Post Road studies discussed previously, a study of this special residential area should be undertaken to develop strategies for controlling growth and maintaining its unique character.

One of the overall objectives of this plan is to protect and preserve all the areas treated under Policy A. To "protect and preserve" does not necessarily mean to keep things precisely the way they are but rather to preserve and enhance those special aspects of each place or area that give it its unique quality. IT is always possible to straighten and widen roads and enlarge or replace buildings, but such changes often invite further congestion and destroy the trees, landscapes, and other special features that give Guilford its unique character. Every attempt must be made to coordinate all types of development within the capacity of roads as they exist and to encourage, if not demand, site and building design that supports the established character of the Town.

2.3 ACTION ITEMS FOR POLICY A: PRESERVE GUILFORD'S CHARACTER AND CULTURAL LANDSCAPE

The action items below are listed by the entities responsible for their implementation (not listed in priority order).

Board of Selectmen

1. Enact a Demolition Delay Ordinance under the enabling legislation of Connecticut General Statutes Chapter 29-406(b), which provides a 90-day waiting period before granting a demolition permit for historic buildings, structures, or parts thereof, that are 50 years old or more. This would allow interested parties, such as the Historic District Commission, time to explore alternatives to demolition of historic resources.
2. Prepare and consider a plan for off-street parking behind the Town Hall and the Library that enhances the historic character of the area and provides additional pedestrian access between Boston Street and the Library.
3. Work with the Police Commission and consider regulations to diminish the use of village streets by heavy trucks (except for fire

and emergency vehicles). Such regulations would protect the structural integrity of historic homes as well as maintain small town character.

4. Review and consider programs for property tax relief to owners of historic property in order to encourage investment in historic buildings.

5. Continue and increase funding for the Town's street tree planting program.

Planning and Zoning Commission

1. Appoint a permanent Action Item Steering Committee (AISC) to work with the Commission to oversee the implementation of this Plan. The AISC will guide and monitor the efforts of those Town agencies that have undertaken the responsibility for completing specific Action Items. The AISC shall be chaired by a member of the Planning and Zoning Commission and shall include a member of the Board of Selectmen as well as representatives from preservation, conservation, and economic development interests, and others as appropriate.

2. Develop a range of strategies and appropriate zoning regulations to preserve and protect the 17 favorite scenes and views and special places identified under Policy A, to preserve the pedestrian, residential, and small scale



OLMSTEAD'S OUTLOOK

architectural characteristics of the Town Center, and to preserve the sense of place of North Guilford and other rural areas of the town.

3. Review Village District enabling legislation (Connecticut Statutes Governing Municipal Planning and Zoning, Section 8-2j) and determine its applicability to various areas in Guilford, including the Town Center, Meetinghouse Hill, Route 146, Clapboard Hill Road, and other appropriate districts.

4. Initiate a study of the North Guilford area to establish strategies for controlling residential growth and preserving and maintaining the unique character of the place.



THE FAIR STREET FOUNDRY
CONDOMINIUMS

5. Work with the Historic District Commission to ensure that historic resources are protected in the context of Planning and Zoning Commission decisions. Procedures for such work may include joint plan reviews, plan referrals to the Historic District Commission, and staff coordination.

6. Develop regulations and procedures to protect archaeological resources.

7. In accordance with Coastal Area Management policies, review and amend the *Zoning Code* for the Town Harbor area to encourage water development uses such as fishing, boating, and boat building while prohibiting non-marine uses.

Historic District Commission

1. Encourage the creation of new Historic Districts on Whitfield Street, Water Street, Boston Street, Graves Avenue, and around Meetinghouse Hill, Clapboard Hill, and Route 146.

2.4 POLICY B: CONSERVE THE TOWN'S OPEN SPACE AND NATURAL AND ENVIRONMENTAL RESOURCES

Considerations: Guilford's present and future health, safety, general welfare, and quality of life cannot be separated from its natural environment. Because we have the power to dramatically alter the landscape (within the constraints set by the appropriate State Statutes and by our Zoning and Subdivision regulations), the state of the land reflects our state of being as a community and as a culture. The intention of Guilford's conservation policy is to encourage practices that honor the land and all the life it contains.

Since European settlement, Connecticut has lost 70% of its tidal wetlands and 45% of its inland wetlands (according to the Connecticut Department of Environmental Protection). Current patterns of land use and development in Guilford have, in the long term, the potential for endangering the health of the environment and, indeed, for affecting our own health and the well-being of future generations. That is why the conservation and preservation of Guilford's natural environment is an important fundamental consideration for strengthening zoning, subdivision, and wetlands regulations, and road ordinances.

The Natural Environment – Guilford’s natural environment includes forests and woodlands, open fields, trap rock ridges and other geologic features, streams, rivers, ponds, and lakes, as well as the tidal shoreline, shellfish beds, and salt and freshwater wetlands. Large undeveloped, contiguous tracts of forested land protect and sustain forest wildlife as well as provide substantial decreases in air pollution levels, particularly when trees are in leaf. Guilford’s forested areas should be recognized and protected for the part they play in improving the quality of life for all Guilford citizens. Open fields and meadows are vital for habitat diversity and are a major scenic feature of the Town. Inland wetlands are vital for flood protection, erosion control, pollution control, and maintaining the diversity and sustainability of wildlife habitat. Managing development in flood-prone areas promotes safety and protects valuable habitat and wildlife corridors. Protecting the water quality of our freshwater resources, tidal wetlands resources, and the waters of Long Island Sound promotes public health and welfare, and benefits aquatic and terrestrial wildlife.

It is crucial to the maintenance of Guilford’s character and sense of place that the pattern and intensity of future development of all kinds be kept in balance with the preservation and conservation of natural resources and habitats.

Natural Resource Inventory – Clearly, one of the major thrusts in Guilford’s conservation program is identifying and determining which natural resources need protection and preservation and their location. The Guilford Conservation Commission, in coordination with regional, State and Federal, and non-governmental agencies, has the responsibility for developing and maintaining a Natural Resource Inventory (NRI) data base. This Inventory will be used by various Town agencies in all matters affecting natural resources, habitats, and the environment. The Conservation Commission, in concert with other Town agencies, is continuing the development of a computer data base for the cataloging of biophysical and social data to be used with the Geographic information System (GIS) which allows the display of variety of maps showing, among other things, the location of various natural landscape features such as a steep slopes, wetlands soils, forests, salt marshes, vernal pools, agricultural land, viewsapes, rivers, waterbodies, and wildlife corridors. This facility is invaluable in analyzing land-use and resource data and determining strategies for natural resource and habitat protection. For example, MAP 5 shows the distribution of land uses within the Town and MAP 6 shows the distribution of wetlands, watercourses, and undeveloped land.

The Need For Open Space Planning – Open space planning and land acquisition is an extremely important tool, both for preserving natural

resources and habitats and for managing residential growth, as noted below. In addition, recent studies have shown that the purchase of open space is one of the most fiscally sound planning strategies that a town can pursue (Ad Hoc Associates, Vermont, 1995; The Southern New England Forest Consortium, 1995). As stated in the recently developed *Plan for Open Space and Municipal Land Needs* (2001), which is hereby adopted as a part of this 2002 *Plan of Conservation and Development*, Guilford's open space goals are to preserve resources along scenic corridors, preserve the "gateways" to Guilford, foster the conservation and preservation of the important natural habitats and scenic resources of Guilford, protect the cultural landscape features, protect shoreline views, and identify land available for municipal needs. The Plan identifies 20 areas of high conservation interest that should be considered by the Town for purchase and/or protection. The Plan also delineates 17 major wetlands areas that merit special attention for protection. These important conservation and wetlands areas are delineated on APPENDIX III. The Plan also focuses on various mechanisms for the Town to acquire open space.

Clearly, all available and appropriate strategies for setting aside open space for future generations should be pursued. As an example, the use of land for agricultural purposes, as defined by the State of Connecticut, forms an important part of Guilford's open space landscape and should continue to be strongly encouraged by the Town. As a further example, The Guilford Land Conservation Trust, Inc. (GLCT), a private non-profit, organization founded in 1965, was chartered for the purpose of acquiring open space land by gift or purchase. The Trust also protects land through conservation easements and accepts open space created through the subdivision process. The Trust is supported by private contributions and membership dues and now owns more than 1,800 acres in many locations in Guilford and holds several conservation easements. The locations of all of Guilford's existing land presently held as open space are shown on MAP 7. About 28% of the open space land shown on the map is non-committed open space which means it's "available" for development. These are the lands for which the Town needs to develop a prioritized long-range plan for possible acquisition.

Development and Conservation – All development is a potential threat to the environment and conservation interests. Commercial and industrial development, in particular, requires careful control. However, commercial and industrial development is limited to a very small fraction of Guilford's land area located generally along the Boston Post Road/I-95 corridor as shown on MAP 8, the Zoning Map for Guilford. Environmental impact, however, is always a concern and must be carefully monitored during any new commercial or industrial development. Of particular continuing concern is the design and installation of sani-

tary and stormwater management systems, both of which should comply with the standards established by the Connecticut Public Health Code and the Connecticut Department of Environmental Protection in order to eliminate any adverse impacts to water resources. In addition, the impact of commercial and industrial development on neighboring residential areas should be carefully considered.

As noted earlier in this Plan, as long as residential land is available and Guilford's quality of life remains high, residential growth is inevitable. Comparing the distribution of the various residential zones shown on MAP 7 with the uncommitted open spaces shown on MAP 6 indicates that most of the land currently available for residential development lies in Guilford's R-7 and R-8 (low density) zones which require lot sizes of two acres and four acres respectively (or in terms of coverage density, 0.5 housing units per acre or 0.25 housing units per acre, respectively). To best serve the Town's conservation and preservation interests, and to maintain the Town's particular overall character, however, growth should be carefully managed and controlled. Open space acquisition is at the heart of that management and control function because it makes the acquired land unavailable for further residential development.

In addition to open space acquisition, other open space set-aside strategies must be followed. The current regulations allowing open space, or conservation, subdivisions (in R-5, one acre, R-6, one and one-half acre, R-7, two acre, and R-8, four-acre zones) where at least half of the land proposed for a subdivision is set aside as open space should be strengthened so that the choice between a standard subdivision and an open space subdivision is left to the Planning and Zoning Commission and not the developer. The regulations should also provide, to the maximum extent possible, for linkages between contiguous subdivisions to develop greenbelts for conservation purposes.

In addition, Planned Residential Developments (PRDs) or "clustered" developments should continue to be considered as another method for providing open space, and minimizing the fragmentation and parcelization of the landscape and the impervious surfaces created by required Town roads. In a clustered development, the "local" density



BLUFF HEAD SUBDIVISION

can be considerably higher than that established for the zone, but the “global” or overall density of the development must meet the density requirements for the zone. The maximum density allowed in a clustered development will be established by the capability of the existing soils to support the necessary sanitary systems. New Buildable Area concepts in which unbuildable land such as wetlands, steep slopes, and ridges are removed from the formula for determining the housing capacity or density of subdivisions must be considered as well to provide a mitigating factor against the size of new developments and overall growth within the town. Other tools such as fees in lieu of open space and purchase or transfer of development rights should be utilized as available and appropriate for open space management. It is also important that methods be developed to better understand and assess the impact of large developments on public safety, schools, the environment, water supply, roads and other elements of the human support system.

Coastal Resource Conservation – *The Coastal Management Act for the State of Connecticut* was adopted in 1978 and amended in 1979 and 1982. The intent of this Act is to assure the wise use and development and conservation of coastal resources. Guilford’s Coastal Boundary Area, which comes under the aegis of the Act, is about 17 percent of the total land area of the Town and encompasses a natural estuarine ecosystem which is both unique and fragile.

Since 1982, with the assistance of and cooperation with the Office of Long Island Sound Programs, the Town has vigorously pursued a policy of coastal resource protection and appropriate development. The policies identified in *Municipal Coastal Program, Guilford, Connecticut* (1982) are hereby adopted as a part of this 2002 *Plan of Conservation and Development*. Over the next several years, coastal development issues will, most likely, revolve around the development pressures created by the desire to expand the size and occupancy time of small summer cottage-style dwellings that have been built along the shoreline over the past 60 to 70 years. These development pressures will press the limits of on-lot sewage disposal methodologies; will necessitate the review of zoning requirements for front, rear, and side-yard setbacks; and will intensify the interest in preserving private and public views of Long Island Sound. In addition, the appropriate commercial and recreational use of shorefront property for the future must be addressed. New planning initiatives and regulatory approaches will be required to address these issues and provide an update to the *Municipal Coastal Program Plan*.

Public Health Considerations in Development – Guilford residents and businesses in and around the Town Center depend on public supply of drinking water. Development in the drainage areas for these public water supplies must continue to be assiduously monitored and con-

trolled to minimize soil erosion, sedimentation, and sources of pollution. In other regions of the Town, residents depend on on-site well water. Therefore the aquifers and drainage areas that supply drinking-quality water must be effectively protected to meet existing and future needs. The locations of the public water supply wells, their drainage areas, and the public water supply distribution system as well as the locations of Guilford's major aquifer are all shown on MAP 9.

The design and installation of septic systems throughout the Town must strictly adhere to the requirements of the Connecticut Public Health Code to prevent contamination of well water and water supply recharge areas and aquifers. Particular attention must be paid to systems installed in the Food Plain and areas with problem soils. Guilford's *Sewer Avoidance Program* in which reliance is placed on individual septic systems for sewage disposal throughout the Town is managed by the Water Pollution Control Authority (WPCA). The Program provides for the continual monitoring of individual septic systems; the quality of well waters and the waters of lakes, ponds, and rivers within the Town; and the condition of shellfish beds in the waters of Long Island Sound. All septic systems in the Town are placed in one of three classifications depending on the frequency of inspections required to ensure proper performance. The general locations of these three categorized areas are also shown on MAP 9. Designation I systems require the most frequent inspections while Designation III systems require the least. This Program has provided a limiting factor on commercial and industrial growth within the Town as well as requiring generally larger lot sizes for on-site residential septic systems. The *Sewer Avoidance Program* has been successful and must continue to be strongly supported.

To sum up, preservation and conservation of Guilford's natural resources will require unwavering vigilance with respect to applying various State and local regulations to any future residential, commercial, and industrial development to ensure that Guilford retains its high quality of life and unique character.

2.5 ACTION ITEMS FOR POLICY B: CONSERVE THE TOWN'S OPEN SPACE AND NATURAL AND ENVIRONMENTAL RESOURCES

The action items below are listed by the entities responsible for their implementation (not listed in priority order).

Board of Selectmen

1. Implement the recommendations in the 2001 *Plan for Open Space and Municipal Land Needs* and establish priorities and schedules for the acquisition of uncommitted open space.

2. Maintain the Land Acquisition Fund for the continuing purchases of open space including shorefront property and other properties identified in the 2001 *Plan for Open Space and Municipal Land Needs*.
3. Establish better coordination between the Assessor's Office, the Conservation Commission, and the Planning and Zoning Commission for the maintenance of the Town's Land Use Information System.

Department of Health

1. Work closely with the Planning and Zoning Commission to regulate new to ensure that new development sewage disposal systems are fully compliant with State of Connecticut and local laws and standards.
2. Work closely with the Water Pollution Control Authority to fully implement a program for Townwide septic system maintenance.

Planning and Zoning Commission

1. Explore the possibilities of incorporating environmental conservation and protection criteria as a fundamental aspect of the Planning and Zoning review and permitting process.
2. Explore opportunities to manage and control the growth rate of residential development. Examine the feasibility of adopting a development fee ordinance and a building permit pacing and phasing ordinance.
3. Consider changes to the subdivision regulations that would give the Planning and Zoning Commission the authority to mandate an open space subdivision when it is more appropriate than a standard subdivision in any particular situation.
4. Develop zoning and subdivision regulations that minimize the potential for extensive changes in topography and minimize the development of areas that are less suitable for development (e.g. steep slopes, wetlands, and wetlands buffers). Consider establishing fixed limits on the extent of excavation, grading, or filling to create "buildable" land.
5. Consider use of a "net buildable area" concept in determining lot yields for residential development.
6. Consider changes to zoning regulations that would reduce the area of impervious surfaces allowed as part of most commercial development and would provide for zero increase in

stormwater runoff from what would occur if the land were in its natural state.

7. In conjunction with other relevant Town, State, and non-governmental agencies (such as the Connecticut Water Company), strengthen groundwater protection regulations.

8. Explore the creation of "fees in lieu of open space" regulations.

9. Strengthen zoning and subdivision enforcement mechanisms to ensure that all aspects of all development projects are completed according to plan.

10. Review Guilford's *Municipal Coastal Program Plan* and the current *Coastal Site Plan* regulations with the State of Connecticut Office of Long Island Sound Programs. Update the Plan and the regulations to conform with current standards to protect Long Island Sound to the maximum extent possible.

11. Consider changes to the Zoning Regulations that would facilitate the maintenance and improve the accuracy of the Town's Land Use Information System.

12. Simplify Planned Residential Development (PRD) regulations to improve their efficacy for clustered developments.



WETLANDS

Conservation Commission

1. Develop and maintain a natural resource and open space inventory for the Town.

2. Develop environmental goals and appropriate performance evaluation criteria and produce an annual *State of the Guilford Environment Report*.

3. Develop a continuing conservation education and awareness program for all Guilford citizens.

Inland Wetlands Commission

1. Strengthen regulations to preserve and protect "vernal pools" and riparian ecosystems.

Water Pollution Control Authority

1. Strictly maintain Town's *Sewer Avoidance Program*.
2. Encourage use of new technologies in sewage disposal to permit development consistent with the other Policies of this Plan.
3. Examine the feasibility of limited sewer agreements with other towns to facilitate the Town's development and environmental protection goals.
4. Prepare a Stormwater Management Ordinance for approval by the Board of Selectmen.

Guilford Land Acquisition Commission

1. Continue to prioritize lands for acquisition and make appropriate recommendations for purchase to the Board of Selectmen.

2.6 POLICY C: PROMOTE COMPATIBLE AND SUSTAINABLE ECONOMIC DEVELOPMENT

Considerations: Developing and maintaining a strong local economy is essential to enhance the community's resources, foster its way of life, provide employment opportunities, and support the provision of the broad number of amenities and services desired by Guilford's growing population. When one thinks of economic development, one generally thinks of commercial and industrial activities, but residential development (real estate and building industries) is an important part of economic development as well. Commercial and industrial development generally have a net positive fiscal impact on the Town, paying more in taxes than the cost of required Town services, whereas residential development may not as discussed later in this section.

Commercial and Industrial Economic Development Standards – To be compatible, commercial and industrial economic development must suit the Town in terms of type, scale, and overall impact. To be sustainable in the long run, commercial and industrial economic development must conserve and improve what most residents value about the Town and provide goods and services desired by the Town's citizens. In contrast to haphazard, unplanned growth (which can cost more in expanded infrastructure and services as well as in tax and other incentives than it generates in income), Guilford's future commercial and industrial economic development should be compatible and sustainable, should be such that it costs less overall than it generates in tax income to the Town, should benefit the Town by enhancing the vitality and character of its communal life as well as preserving the best of its natural and built envi-

ronments and, most importantly, should be guided by a comprehensive, long-range economic development plan.

In determining the appropriateness of future commercial and industrial economic development projects, the following criteria should be considered: Economic development should:

- contribute to the Town's long-term quality of life
- have a net positive fiscal impact, generating more in taxes than it costs in infrastructure and services
- utilize architectural and landscape design that is in scale with surroundings, and be compatible with the Town's cultural history, rural character, and unique topography
- arrange site plans to preserve existing topography, woodlands and/or fields to the maximum extent possible
- have a minimal negative impact on local wildlife habitats
- produce no pollution of any kind and byproducts that are recyclable
- produce neither substantial traffic congestion nor excessive traffic within the Town
- be sensitive to neighboring residential areas, if any

Above all else, the health of Guilford's existing businesses and business districts is critical to the Town's quality of life and economic well-being. The Town must maintain effective vehicles of communication with and support for our existing businesses and work closely with the Guilford Chamber of Commerce and similar organizations.

Economic Development Areas – Except for farming and home handicraft activities, and home offices which are currently allowed in residential zones, the great majority of commercial and industrial economic development will continue to occur along the I-95/Boston Post Road corridor where land is zoned for commercial and industrial uses. As noted earlier and shown on MAP 8, this land comprises 3.4% of the Town's total land area. Thus, it is important to realize that even with large-scale new commercial or industrial development, Guilford's tax base will continue to be overwhelmingly residential.

Boston Post Road East – Based on the recommendations made in the recently completed studies of the eastern portion of the Boston Post Road (*Planning and Design Guidelines, Route One East, Boston Post Road*, August 2000, by ICON Architecture, Inc. and Community Planning Solutions), the original haphazard arrangement of commercial zones has been simplified to three zones as indicated on MAP 10(A): the Post Road Village District Zone, the Shopping Center zone, and the Transition and Service Zone. In addition, the various uses allowed along

the eastern portion of the Boston Post Road have been completely updated and, most importantly, a Design Review function has been

established for all commercial and industrial development. Future development along the eastern portion of the Boston Post Road will continue to occur on a case-by-case basis as older commercial/industrial activities are discontinued and new projects come into fruition and, based on the recent zoning changes, the distribution, pattern, and appearance of these developments should show a marked improvement over the next several years. This gradual upgrading of the quality of



EARLY PHOTOGRAPH OF THE
NEW MILL PARK CABINS ON
BOSTON POST ROAD WEST

this portion of the Boston Post Road should significantly enhance the economic vitality of that area.

Boston Post Road West—Most recently, a companion study of the western portion of the Boston Post Road (from Long Hill Road to the Branford Town line) has been completed and the zoning regulations updated. The goal for this area is to encourage appropriate development that is sensitive to existing residential areas and the local environment and maintains the general character of the region. This section of the Boston Post Road is substantially different from that of the east side in that it has a significant amount of residential land and contains generally poorer soils for septic system operation. Map 10 (b) shows the seven new commercial zones. The PV2, SCW, C4-W and TS2 zones are comparable in many respects to the zones that existed previously with some variations in allowed uses and bulk standards. The three MU/C or Mixed Use zones are unique and have no comparables in Guilford's Zoning Code. In terms of permitted uses, they allow both special purpose residential use and office, research, health care, educational and lodging uses. In terms of bulk standards, these zones allow only very low building density and moderately low impervious surfaces.

The Boston Post Road West Plan also encourages the Town to pursue the development of public sewers from the Town of Branford to serve the Sullivan property on the south side of the Boston Post Road at the Branford Town line. In order to best preserve the environmental resources in the area and its special character, the Plan also calls for bet-

ter storm water regulation, the establishment of an environmental review function for development, and new regulations to encourage the preservation of the natural landscapes.

Septic System and Storm Water Management Considerations—

Since there are generally poorer soils along the western portion of the Boston Post Road, septic system design and installation and storm water management systems for commercial use will require careful consideration in the early planning stages of any new project and must be carefully done to ensure proper operation over a long period of time. There have been continuing discussions between the Town of Branford and the Town of Guilford concerning limited use of Branford's sewage system for future projects at the extreme western end of Guilford's portion of the Boston Post Road. As a planning initiative, the Town should conduct fiscal and environmental impact studies of waste treatment options for the West Side. The costs and benefits of small, neighborhood-scale waste treatment facilities (so-called Package Treatment Plants) should be compared with the costs and benefits of connecting at some point in the future to Branford's sewer system. Both options for sewage disposal for larger-scale economic development projects should be considered.

Residential Areas North of I-95—

As Guilford's population continues to grow, and the traffic within and near the Town Center grows and becomes more congested, consideration should be given to establishing, in outlying residential neighborhoods, neighborhood shopping areas containing a limited number of stores, offices, and other services. These commercial areas would be established with the participation of local residents and would be sized according to demand.

Residential Economic Development—Residential development plays a major role in the economy of the Town of Guilford. It also has a significant fiscal impact on the Town's treasury. Recent studies have shown that on average new home development has a net negative fiscal impact on the Town. It is important to note, however, that this fiscal impact can



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vary greatly depending on the taxable value of the home and the demographic characteristics of the household. Large-scale residential housing for seniors, for instance, would have a net positive impact on the Town and should be supported in appropriate areas.

Residential development and construction, and the buying and selling of residential real estate are a significant part of the overall Guilford economy. While quantitative analysis of this aspect of the economy is lacking (but should be accomplished), it is obvious that a significant number of jobs (both in construction and services) depend on residential development. With more than 100 new homes being built every year for the past few years, this construction alone represents a very significant addition to the Guilford economy.

Opportunities for Future Economic Development – The establishment of new businesses that offer a range of meaningful opportunities, including high-value employment, as well as appropriate in-home businesses and professional offices, especially those that are service-oriented and entrepreneurial, should be encouraged. As noted earlier, on an as needed basis, small-scale neighborhood shopping areas would be appropriate in the more rural areas of Town. The proximity of major universities and the ongoing revolution in electronic communication and computer technology suggests that small-scale, home-based enterprises, especially those creating “intellectual property”, may contribute to appropriate economic development and have minimal negative environmental impact.

Guilford’s demographics suggest that there may be a market for commercial development related to entertainment, and cultural recreational facilities. Examples include unique restaurants, small-scale cinemas, theaters, art and handicraft galleries, physical fitness establishments, indoor swimming pools, skating rinks, golf courses, and sports training facilities. A medium-sized, upscale hotel or hotel/spa and conference center would also be appropriate for Guilford preferably in the Boston Post Road West area. The development of these types of facilities in appropriate locations, with substantial landscape buffers, and in the proper scale is compatible with the Policies of this Plan.

The Town’s historic and small-town character suggest that tourism related to local cultural events and the area’s historic heritage is an underdeveloped economic resource. If the findings from both fiscal and environmental impact studies undertaken by the Town as well as studies assessing the impact to residents on traffic, parking, and access to Town facilities support it, Guilford, in concert with the State and the Region, should actively promote tourism that is compatible with Guilford’s other planning policies.

The broad range of agricultural activities (as defined by the State of

Connecticut), commercial fishing or shellfishing, and recreational fishing and hunting (including sporting clubs) all contribute to the quality of life and economic vitality of the Town. Existing activities of this type should be maintained, and comparable, appropriate new activities should be encouraged. From a Coastal Area Management perspective, business development along the shoreline that is not marine-related should be prohibited.

Regional Considerations—

Successful economic development planning must take a long-term approach, considering issues of sustainability and quality of life, and a regional approach. The health of the Town's economy is clearly tied to the economic health of the New Haven region and the State of Connecticut. Thus, the Town of Guilford should continue to work closely with regional institutions such as the South Central Connecticut Council of Governments and the Regional Growth Partnership.



THE GUILFORD MARINA

2.7 ACTION ITEMS FOR POLICY C: PROMOTE COMPATIBLE ECONOMIC DEVELOPMENT

The action items below are listed by the entities responsible for their implementation (not listed in priority order).

Board of Selectmen

1. Create an economic development advisory committee consisting of a member of the Board, the chairs of the Economic Development Commission, the Conservation Commission, and the Planning and Zoning Commission, and a representative from the Board of Finance. The purpose of this committee is to provide oversight of preservation, conservation, and economic development activities and their interrelationships, to receive public comment, and provide periodic advice to the Board as necessary and appropriate.
2. Support the provision of funding to develop, in part, an *Economic Development Plan for Guilford* (see below).

3. Consider the extension of Hubbard Road to the east to Saw Mill Road (see Policy E) to provide relief for Boston Post Road traffic and opportunities for multifamily residential, office, recreational, and public service developments.
4. Work with the Water Pollution Control Authority to develop options and plans for future state-of-the-art sewage disposal service for the Boston Post Road business corridor with particular emphasis on the West Side area.

Planning and Zoning Commission

1. Continue to monitor and upgrade the distribution of an allowed uses along the I 95/Boston Post Road corridor using the results of the Boston Post Road studies and the recommendations of the *Economic Development Plan* cited below as references.
2. Develop a model for a new, limited size commercial zone that would be appropriate for outlying residential areas, such as North Guilford.

Economic Development Commission

1. In conjunction with other boards and commissions, develop an *Economic Development Plan for Guilford*. This plan should provide an appraisal of the Town's present economy, and articulate how Guilford's economy could be strengthened and developed and the reasons therefore. The plan should also indicate the fiscal, environmental, and capital improvement implications of Guilford's economic development options. A funding request to support the development of this Plan should be made to the Board of Selectmen/Board of Finance.

2.8 POLICY D: ENCOURAGE THE DEVELOPMENT OF A DIVERSE HOUSING SUPPLY FOR HOUSEHOLDS WITH A BROAD RANGE OF INCOMES

Considerations: Guilford's high quality of life is in part created by the demographic and socioeconomic diversity of its population. Maintaining this diversity is increasingly difficult given the lack of variety in the Town's housing stock and in particular the shortage of housing that is within the economic reach of lower and middle income citizens. Economic development is also adversely affected by the lack of affordable housing for potential employees of Guilford businesses.

Affordable Housing, as defined in the Connecticut General Statutes and supported by the Connecticut Housing Finance Authority, is within the economic reach of families having low and moderate incomes that are equal to or less than 80% of the median income for the State or the

region, which ever is less. As a follow-up to that definition and for the purposes of this Plan, middle income families would have incomes in a range around the median, but more than 80% of the median, and more affluent families would have income substantially higher than the median. The focus of this Policy is the provision of Affordable Housing for low and moderate income families and housing for middle income families.

The economic growth that Guilford enjoyed during the 1980's stimulated real estate costs to rise sharply. Even with the period of adjustment in housing prices and rents during the early 1990's, prices for both housing and rentals are still not within the economic reach of many of our residents. This is a problem that has become even more critical as the growing economy continues to widen the gap between the various income groups and new housing prices continue to rise. And there is no sign that this situation will significantly change in the next few years. As long as people are attracted to Guilford to share in its quality of life, housing will be built to satisfy their needs.

Most new developments contain large houses meant for affluent people who are moving into Guilford. Many of Guilford's children who have grown to young adulthood cannot afford to live in the Town in which they grew up. Similarly, elderly retired citizens living on fixed incomes find it increasingly difficult to maintain their family homes. Many employees of the Town of Guilford and of Guilford businesses cannot afford to live near their work.

Housing diversity means more than just price diversity, although the lack of housing that low, moderate, and middle income families can afford is the most significant obstacle to creating a truly diverse housing supply. Housing diversity takes a variety of forms; in terms of ownership (condominium, rental, or single-family purchase), size (number of bedrooms, total floor area), occupancy (family, single person, elderly), physical form (single-family detached, cluster, townhouse, congregate), as well as price range. The creation of the availability of this total range of housing types is the underlying thrust of this Policy.

In order to encourage the production of a more diverse housing supply, a number of strategies need to be employed. Several types of housing developers must be involved. For-profit developers should be encouraged (perhaps required) to build more diverse types of housing with particular attention paid to a broad range of housing prices. These developers should be encouraged through incentive arrangements to build more housing for middle income families. Non-profit developers such as the Mutual

Housing Association of South Central Connecticut, Habitat for Humanity, and others employing Federal, State, local and private funding sources should likewise be encouraged to work in Guilford. Their focus should be on developing housing for low and moderate income families.

The Guilford Housing Authority can also play a significant role in developing and managing new Affordable Housing. The Housing Authority can concentrate particularly on senior citizens, people with disabilities, and very low income households. In addition, strategies must be developed through the use of adjusted zoning regulations, funding and financing assistance programs for prospective occupants, and incentives for developers to ensure that housing goals can be realistically met. To provide significant housing diversity within Guilford will require a strong commitment and dedication by the various appropriate Town agencies and housing developers. The following categories of housing types represents Guilford's first priority in attaining a goal of greater housing diversity.

Family Rental Housing—Within this category of housing, two, and three, bedroom rental units are needed the most. Two distinct types of rental housing are required: (1) Housing of a more temporary nature for young families, perhaps with children, who may move up to home ownership in a short period of time. (2) Permanent rental housing for those who do not anticipate home ownership in the short term. The concept

of Mutual Housing is ideal for both groups. This housing can be located either in a residential area, or in complexes designed for combination residential/commercial use in locations such as the Boston Post Road. Access to transportation would be preferred.

Elderly Rental Housing—Efficiency and one-bedroom units are the most desirable in this category. These can be in both public ownership, such as the Guilford Housing Authority, and private owner-

ship. Non-profit developers are particularly desirable sources for this housing category. Locations should be targeted to provide proximity to the Town Center, safety, and handicap accessibility.



GUILFORD COURT ELDERLY
HOUSING COMPLEX

Elderly Congregate Living—Affordable congregate living for elderly households with varying levels of need for medical care is in short supply. This priority also includes handicap accessible assisted living facilities that include support services such as one daily meal served in a congregate setting, house cleaning assistance, transportation to town for shopping and doctors' appointments, etc. Locations considered should be similar to those for "elderly rental housing".

Owned Housing—Moderately priced single and multi-family housing with two to three bedrooms and condominiums with two bedrooms plus a loft are needed to accommodate singles, couples, and small families.

Overall, the vision for housing development that is within the economic reach of low, moderate, and middle income single people, couples, and families is one in which the structures are quality built, fit the character of Guilford and the neighborhoods in which they are located, and are in locations compatible with the other policies and objectives of this Plan.

Homes should be diverse in type, architecture, and size, and spread throughout the many neighborhoods and areas of the Town. The locations of various special housing facilities currently existing in Guilford are shown on MAP 11.

Affordable Housing developments should be limited in size to avoid overwhelming any one neighborhood or location. All housing should be designed and constructed to meet the needs of persons with mental and physical handicaps. Geographically, the West

End could be a primary site for Affordable Housing development in combination with appropriate commercial development.

In conjunction with the future development of the Guilford Train Station as an important part of an overall transportation plan, as discussed in Policy E, consideration should be given to developing the area around the Train Station as an integrated community containing moderately priced, higher density housing as well as office and retail uses.



AFFORDABLE HOUSING,
APPLETREE LANE

D

2.9 ACTION ITEMS FOR POLICY D: ENCOURAGE THE DEVELOPMENT OF A DIVERSE HOUSING SUPPLY FOR HOUSEHOLDS WITH A BROAD RANGE OF INCOMES

The action items below are listed by the entities responsible for their implementation (not listed in priority order).



GUILFORD COURT

Board of Selectmen

1. Through partnerships with non-profit developers (such as the Mutual Housing Association and the Guilford Housing Authority) develop new affordable housing opportunities and seek grants (such as Community Development Block Grants) to pursue these partnership efforts.
2. Use Town assets including Town-owned land to support affordable housing efforts.

Planning and Zoning Commission

1. Create new zoning regulations for assisted living facilities and other forms of senior housing.
2. Consider changes to the zoning regulations to provide bonus lots or other incentives for subdivisions that provide a broad range of housing prices and/or affordable housing.
3. Consider rezoning some residential land to allow a higher coverage density where public water supply is available.
4. Gather requirements data, perform a needs analysis, and establish goals for all types of housing within the Town.

Housing Partnership

1. In conjunction with the Planning and Zoning Commission, gather and maintain data with regard to affordable housing needs within the Town.
2. Research and develop new strategies for creating affordable housing within Guilford.

3. Educate the citizens of Guilford and other appropriate Town agencies about the need for affordable housing within the Town.

2.10 POLICY E: PROVIDE EFFICIENT, SAFE, AND COMPATIBLE TRANSPORTATION INFRASTRUCTURE AND FACILITIES

Considerations: One of government's primary responsibilities is the provision and maintenance of safe and efficient transportation systems and facilities. However, the traffic associated with new development and the expansion of existing commercial or industrial facilities must be carefully addressed, and transportation and traffic issues must be a major consideration in any comprehensive plan. Within the town of Guilford, residents rely on automobiles for personal mobility and trucks for delivery of goods, and enjoy the use of available sidewalk and bicycle lanes. Therefore, transportation planning, for the most part, involves planning for streets, roads, and high ways, and associated pedestrian byways.

Roadway Character and Streetscapes – Guilford's roads and streets are dominated by motor vehicles. They are, however, places where Guilford's citizens spend much of their time and from which they are able to view much of their surroundings and environment. Therefore, roads and streets play a great role in forming impressions of community character. For this reason, the preservation of community character depends, in part, on maintaining a sensitivity to the features of the Town's streets and roads that contribute to that character. Each street or road has its own special features, such as narrow pavements, rolling and curving alignments, stone walls and mature roadside plantings, all of which must be given consideration when balancing the needs for safe travel and scenic preservation.

Efficient Use and Traffic Calming – A second type of balancing is needed when weighing the benefits of travel efficiency against the negative effects of motor vehicle traffic. The concept of traffic calming (deliberate design to cause traffic to slow down) must be employed in the design of road improvements. Too much emphasis is currently placed on *speedy* travel. Greater attention must be paid to methods to slow down traffic and encourage other forms of transportation such as walking or bicycling. Mandated state and federal design standards for roads and bridges should not be followed where they are incompatible with the objectives of this Plan. Existing laws that allow departure from these standards should be used or, if necessary and appropriate, cost sharing for federal or state aid should be refused. (See *Routes 77 and 14 Corridor*)

Management Plan, Lardner/Klein Landscape Architects, 1996, for further discussion on traffic calming.)

Boston Post Road (Route U.S.1) – The Boston Post Road is the principal artery of intratown travel in Guilford and the focus of most commercial development. Major planning goals for this road focus on selective capacity improvements for the sections east of Route 77, including improved turning lanes, and coordinate signalization. The continued installation of sidewalks in appropriate locations should also be considered.

Routes 77 and 146 – The future preservation of these two State of Connecticut Scenic Roads is best described in *From the Mountains to the Sea, Route 77 and 146 Corridor Management Plan (1996)* prepared by Lardner/Klein Landscape Architects for the Connecticut Department of Transportation.

“Route 146 is a seaside corridor that captures the essence of coastal New England – the exceptionally intact historic towns of Guilford and Branford, dramatic upland vistas, and views of the Sound and marshy estuaries as the curvy road meanders up the rocky coastline. Route 77, which runs north from Route 146 in Guilford, is a countryside scenic corridor bordered by 18th and 19th century agricultural landscapes, many with their historic farm house and barns still intact.

“In the decades ahead, Guilford and Branford will continue to preserve the existing character of the roadside and countryside along Routes 77 and 146. This can be accomplished only through a common vision and understanding of the qualities that make these corridors so very special, and a collaborative commitment to managing the number and types of uses found along the roads to the roadway capacity as it exists today. To succeed, those responsible for the future of Routes 77 and 146 must:

- manage, minimize, or redirect the growing traffic volume as it relates to the safety of pedestrians and bicyclists as well as motorists;
- preserve the marshes and the healthy ecology of the coastal landscape;
- provide ways for visitors and residents to admire the scenery safely;
- preserve the residential use and quality of life symbolized by the many historic houses and farms that give the setting such a strong character;
- keep the strong distinction between town and countryside;

- ensure that new construction contributes and does not conflict with scenic quality;

... all without detracting from the present character of the roadside experience and quality of the views.”

The continuing maintenance of the character and scenic beauty of these two roadways is the responsibility of the Routes 77 and 146 Scenic Road Advisory Committee, which is composed of members from both Guilford and Branford.



RENDERING OF THE
PROPOSED GUILFORD
TRAIN STATION

Route 80—Route 80 provides intertown transportation parallel to the Boston Post Road and I-95 through the northern part of Guilford. Route 80 should be designated a State of Connecticut Scenic Road, and the Scenic Roads Advisory Committee mentioned above should be given additional oversight responsibility for this road. No further widening of this roadway should be considered.

The Green and Town Center—Special consideration should be given to the Green and surrounding area for improvements to vehicular and pedestrian facilities and for parking. Traffic control and traffic calming improvements are needed to make this area more congenial to pedestrians. (See “Policy F: Provide Community Facilities” in this Plan for more discussion on parking and related improvements in this area and the above referenced *Routes 77 and 146 Corridor Management Plan* for traffic calming and pedestrian improvement recommendations.) To make their use more efficient, consideration should be given to relocating some emergency service activities and facilities to the area near the new Police Station. The recently established Planning and Zoning Commission Transportation Committee (recommended in the Action Item section under this policy) should determine the size and weight of vehicles allowed on streets within the Town Center and Historic Districts. In the future, businesses that require more than occasional deliveries by large trucks should not be located in areas that can be reached only by way of village streets.

Existing Town Roads—Existing Town roads should be improved in accordance with a long-range Road Improvement Plan in which issues of



safety, efficiency, traffic calming, and the preservation of scenic character should be addressed and balanced. Most importantly, this plan should be developed with the involvement of those most affected by the recommendations of the plan including the traveling public and residents of the affected area.

New Roads and Major Transportation Facilities – The potential effects of all proposed new roads on our cultural heritage and natural environment require particularly careful advanced study. New roads built as a part of new residential or commercial developments must be built in accordance with the Town Road Ordinance and the Subdivision Regulations. The recommendations of the aforementioned Planning and Zoning Transportation Committee should also be considered. In general, for safety, emergency access, and maintenance reasons, private roads are discouraged as are long cul-de-sacs. New east-west roads north of I-95 and south of Route 80 are desired to ease the burden on the Boston Post Road and other east-west roads close to I-95.

As with plans for changing existing roads mentioned above, planning for construction of new roads in this area(as mentioned below under 2.11) should take place only with the involvement of road users and nearby residents. At a minimum, Hubbard Road should be extended from Long Hill Road east to Saw Mill Road in accordance with the already approve plans. Bullard Drive should be extended from Long Hill Road to Route 77. In order to decrease the congestion at (eastbound) Exit 59 of I-95, the State Department of Transportation should be encouraged to fully develop Exit 60 in Madison to provide full interchange capability. This would allow Madison residents who currently use Interchange 59 for access to New Haven to gain ingress and egress to I-95 closer to home. The Town's existing and proposed transportation facilities are shown on MAP 12.

Bikeways and Walkways – Many bicyclists and pedestrians must share roadways with motor vehicles because many Town roads and streets lack sidewalks or bicycle lanes. Public transportation, bikeways, and walkways are seriously underdeveloped. The explosion in bicycle use and walking by the general public requires, principally for safety considerations, the separation of bikeways and some walkways from automobile roadways. Additional walkways and sidewalks in the Town Center should be provided to encourage walking from place to place rather than automobile use.

Public Transportation – To lessen automobile congestion on main thoroughfares, intratown bus service should be considered, and intertown bus service should be improved and increased. As part of

Guilford's increasing regional participation responsibilities (See Section G of this Plan), the case must be made to the State for expansion of the Shore Line East Rail Service. This should include reverse commuting schedules (east-bound morning and west-bound evening trains).

Since railway electrification has been completed in Connecticut, attention should be focused on creating seamless commuting from Guilford and other shoreline

towns to New Haven, Fairfield County and New York City. As mentioned under Policy D, in conjunction with rebuilding the Guilford train station and increasing its value as a transportation center, future consideration should be given to developing a "commuter community" in the train station area consisting of higher density housing and office and retail uses.



EARLY PHOTOGRAPH OF THE VIADUCT ON ROUTE 146

2.11 ACTION ITEMS FOR POLICY E: PROVIDE EFFICIENT, SAFE AND COMPATIBLE TRANSPORTATION INFRASTRUCTURE AND FACILITIES

The action items below are listed by the entities responsible for their implementation (not listed in priority order).

Board of Selectmen

1. Work with the Connecticut Department of Transportation and Town of Madison officials to provide a full interchange capability at Exit 60 on I-95 in Madison.
2. Work with the State Legislature to provide support for the continuation, enhancement, and extension of the Shore Line East Rail Service. In conjunction with this Action Item, provide active support for the development of a Shore Line East rail station, and attendant parking and access, that is in harmony with the Town's character.
3. In conjunction with the Planning and Zoning Transportation Committee, develop ordinances to regulate truck traffic on streets within the Town Center and Historic Districts.

Board of Selectmen and Town Engineer

1. Provide traffic calming and more off-street parking in the Town Center, particularly near the Green.
2. In conjunction with the *Transportation Master Plan* mentioned below, provide more safe bikeways and walkways within Guilford particularly within the Town Center and along the Boston Post Road.
3. Require inclusion of traffic calming in the design of new roads. Add traffic calming o roads within the Village National Register Historic District.
4. As part of the *Transportation Master Plan*, consider, with the involvement of residents and road users, extending both Hubbard Road and Bullard Drive from Long Hill Road to Route 77. Also consider constructing Bearhouse Hill Road to connect Podunk Road to Goose Lane.
5. Strengthen Town Ordinances to protect and preserve scenic roads.
6. Develop design standards for roads, sidewalks, and curbs that reflect and enhance the Town's village and rural character.

Planning and Zoning Commission

1. Modify the Subdivision Regulations to ensure that the capacity of existing roads is taken into account when considering subdivisions for possible approval.
2. Develop recommendations for reducing congestion on the Boston Post Road, particularly the section east of the West River.
3. Create a process and obtain funding for preparing a *Transportation Master Plan for Guilford*.

Routes 146 and 77 Scenic Road Advisory Committee

1. Provide continuing vigilance on maintaining and upgrading the scenic ambiance of Routes 146 and 77.
2. Obtain State of Connecticut Scenic Road status for Route 80.

2.12 POLICY F: PROVIDE COMMUNITY FACILITIES

Considerations: The provision of community facilities is a joint function of local, State, and Federal governments, and the private sector (non-profit and for profit entities). Although the principal thrust of this Policy involves recreational facilities, it must be recognized that other town facilities, discussed briefly in this section, are extremely important

and their needs are or should be addressed in separate Town capital improvement plans.

Recreational Facilities – Recreational facilities are developed primarily by the town, non-profit providers, and the for-profit sector. For the Town, both the Park and Recreation Commission and the Board of Education provide significant facilities and programs. Other organizations like the Shoreline Foundation, Guilford Racquet and Swim Club, and the several sportmen’s clubs are also significant providers. Recreational facilities provided by commercial interests tend to be small scale at present (health and fitness clubs, for example) but there is significant potential for growth in this area. The development of ice-skating, swimming, and bowling facilities would be most desirable. In addition, a large scale enclosed, multipurpose sports facility should be considered.

On a broad scale, there is a need for a large multi-use park in the east side of Town. This facility would include open spaces, a picnic shelter, skating area, basketball court, a ball field and hiking trails. Ideally, park, school, or open space should be within walking distance of every home in Guilford. More Town recreational facilities should be accessible to the physically disabled. Jacobs Beach and Lake Quonnipaug are the highest priorities for improved accessibility and facility improvements. A centrally located area should be set aside for rollerblading and skateboarding. Better access should be developed for waterfront areas, including a boardwalk/scenic trail at Chittenden Park along the West River-provided that sensitive coastal resources on the site can be suitably protected. Athletic fields of all types are currently in short supply. The 1999 report on *Athletic Field Facilities*, prepared for the Board of Selectman by the Standing Fields Committee provides an inventory and evaluation of all existing Town athletic fields and provides plans and recommendations for continuing maintenance and a needs analysis for future athletic field development.

The Shoreline Foundation or a similar non-profit organization should be supported in its efforts to build an indoor swimming facility in Guilford. Sportsmen’s clubs should be encouraged to expand and maintain their hunting, fishing, and shooting activities in a manner that is compatible with adjoining land uses.

Open Space – Open space for passive recreational uses is provided primarily by the State of Connecticut, the South Central Regional Water Authority, the Town, and the Guilford Land Conservation Trust. The Regional Water Authority should be encouraged to open more of its land for public use, including hiking, fishing, and hunting. In accordance with the *Town’s Plan For Open Space and Municipal Land Needs* (2001) as the population grows, more land should be set aside for both passive and active

recreation throughout the Town, and funding should be regularly provided as a line item in the Town's annual budget for such acquisitions. Private conservation organizations should be supported in their efforts to acquire important parcels, and open space subdivisions and Planned Residential Developments (PRDs) should continue to be encouraged as a method for setting aside open space lands. As noted in a previous Policies in this Plan, all open space acquisition activities should be coordinated to achieve the maximum opportunity for establishing large "greenways" within the Town, thereby minimizing fragmentation and parcelization of these potentially environmentally important open spaces.

Other Recreational Needs – Marine-related recreational development should occur as recommended in the *Town of Guilford Harbor Management Plan* (1996). In general, the Plan's recommendations are to expand marina and harbor facilities in an orderly manner to meet increasing demands, protect coastal resources especially from erosion, promote increased public access through the acquisition of additional shorefront lands, and more effectively regulate coastal uses including shellfishing, mooring, and landside development.

Art and cultural facilities are an important part of Guilford's economy and community. The Guilford Handcrafts Center (sponsor of the annual Guilford Handcrafts Festival) and the Shoreline Alliance for the Arts are important institutions. The development of a new cultural performing arts center with gallery, performance space, and workshop space is an important goal for Guilford.

Other Town Facilities – As part of the Town's non-recreational facility responsibilities, public school development should occur in accordance with the plan prepared by the Superintendent of Schools and the Board of Education. The Town must ensure that as the need for new schools or expansion of present schools arises or is projected, adequate land in the most efficacious places is made available. Greater use of school facilities for a variety of purposes by the general public on a year-round basis should be encouraged.

In addition, the Town should ensure that, in the near term, the Town's ambulance and emergency services be relocated to a new facility at the I-95 Exit 58 site shared with the Police Station. Over the longer term, a central fire station should be constructed on this site to permit the relocation of one or more of the Volunteer Fire Companies clustered around the center of Town on Graves Avenue, Whitfield Street, and Water Street.

With the planned removal of the ambulance barn on the Town Hall site, this property can be rehabilitated as additional parking space within the town Center. And additional consideration would be the possible

development of a pedestrian and/or vehicular mall between the Town Hall and the Library and the Major Lathrop House along the rear of these lots. The former Boston Street Public Works garage should be demolished and the site redeveloped as a park and parking area in conjunction with the Hyland House. This initiative, however, would require the replacement of the storage space provided by the old brick building.



THE COX SCHOOL

The Town's Sewer Avoidance Program, managed by the Water Pollution Control Authority, should be maintained. As noted under Policy C, no sewer systems should be developed in Guilford with the possible exception of limited sewer service provided by Branford to serve economic development interests on the western portion of the West Side, and, if supported by emerging technology, a community system built in an appropriate area under special circumstances. Public water provided by the Connecticut Water Company should be extended to serve areas with residential development having a density of more than one dwelling per acre.

This section of the *Plan of Conservation and Development* calls for the development of a broad spectrum of facilities that would make Guilford a better place to live and significantly improve the quality of life for its citizens. Because of budgetary constraints, the development would occur in a carefully paced manner over a number of years. Thus, a detailed, thoughtful capital plan for development must be prepared. Existing Town facilities are shown on MAP 13.



2.13 ACTION ITEMS FOR POLICY F: PROVIDE COMMUNITY FACILITIES

The action items below are listed by the entities responsible for their implementation (not listed in priority order).

Board of Selectmen

1. Prepare a *Long-Range Capital Improvement Plan* for the provision of Town facilities.
2. Continue to develop the *Plan for Open Space and Municipal Land Needs* to ensure that appropriate land is available for future Town facilities.

3. Work with the Superintendent of Schools and the Board of Education to make school facilities more available for public use on a continuing basis.

Planning and Zoning Commission

1. Create zoning regulations that encourage the private development of appropriate recreational, cultural, and arts facilities.
2. Consider changes to the zoning regulations to allow higher density housing in areas supplied by public water.

Park and Recreation Commission

1. Prepare a *Master Plan for Development of Guilford's Recreational Facilities*.
2. Implement the recommendations in the 1999 *Athletic Fields Facilities* study.

Guilford Land Acquisition Commission

1. Continue to make appropriate recommendations for the acquisition of land for community facilities.
2. Work with the Connecticut Forest and Park Association to develop hiking trails in Guilford with emphasis on providing linkages to other Connecticut trails.

2.14 POLICY G: ENCOURAGE AND PARTICIPATE IN COOPERATIVE EFFORTS TO PROMOTE THE HEALTH AND WELFARE OF THE SOUTH CENTRAL CONNECTICUT REGION

Considerations: Planning professionals are improving their understanding of the importance of planning at a regional level. No longer can cities or towns be thought of as islands. The health of each individual entity will depend to a large part on the health of the entire region. The Town of Guilford currently participates in a variety of regional efforts primarily structured through the South Central Council of Governments and its subsidiary entities, the Regional Planning Commission and the Regional Growth Partnership. These organizations encompass and represent the 15 Towns and Cities surrounding the City of New Haven. MAP 1 shows Guilford's relationship to other towns within the South Central Connecticut Region. Guilford's regional efforts should continue and, over the near term, should focus on the following specific areas:

Transportation Planning – I-95 is the principal link between the Town and the rest of the region. In the medium term, officials of Madison,

Guilford, Branford, and East Haven should work cooperatively with the State and Federal governments to have I-95 widened to a six-lane highway through Madison. This expansion, however, must minimize the impact on the towns by a maintenance of natural buffers along the highway.

To provide an efficient alternative to automobile travel on I-95, as noted under Policy E, the Shore Line East train service should be enhanced and increased, and plans to link the Shore Line East train service with the high speed rail system should be pursued by area towns.

Economic Development – The Town should continue its membership and participation in the Regional Growth Partnership. In particular, the Regional Growth Partnership should develop a regional program for marketing the broad New Haven region, which includes Guilford. Staff of the RGP should continue their role of technical assistance to the member towns.

Government Processes – The Town should establish as a routine budgetary procedure the exploration of opportunities to share costs of facilities, major capital equipment, or specialized personnel with other Towns in order to:

- minimize costs to the Town;
- receive the benefit of specialized equipment or services that the Town could not otherwise afford;
- leverage the use of savings that can then be made available for other needs such as open space acquisition.

To facilitate these recommendations the Town should consider developing, in cooperation with other communities, an administrative structure that will facilitate the funding and sharing of such costs and services with a minimum of administrative effort through a standardized protocol of contracts, accounting, and operational controls.

Land Conservation – The Town should cooperate with adjoining Towns in establishing and maintaining open space areas and greenways that cross Town boundaries, including hiking trail systems and wildlife corridors. The Town should work with the Connecticut Forest and Park Association to develop intrastate and interstate hiking trail systems, particularly the envisioned Canada to Long Island Sound trail system. The Town should support regional institutions with open land holdings, particularly the Regional Water Authority, in an effort to maintain these areas as open space in perpetuity. The Town should support the State of Connecticut's Smart Growth Initiative.

2.15 ACTION ITEMS FOR POLICY G: ENCOURAGE AND PARTICIPATE IN COOPERATIVE EFFORTS TO PROMOTE THE HEALTH AND WELFARE OF THE SOUTH CENTRAL CONNECTICUT REGION

The Action Items below are listed by the entities responsible for their implementation (not listed in priority order).

Board of Selectmen

1. Place increased emphasis on cooperative efforts within the South Central Connecticut Region with specific emphasis on the four areas discussed in this section of the Plan.
2. Develop points of contact with area towns and build strategies for cooperation.
3. Maintain Guilford's strong participation in the South Central Connecticut Regional Council of Governments and Regional Growth Partnership.
4. Provide support to the State's Smart Growth Initiative.

Planning and Zoning Commission

1. Promote closer working relationships with bordering Towns and regional planning agencies by establishing annual or biannual meetings to discuss issues of common interest.



GRASS ISLAND

PART 3 ACTION STRATEGIES AND RESPONSIBILITIES

3.1 DISCUSSION

This *Plan of Conservation and Development* has set forth seven Policies that will guide the future preservation, conservation, and development efforts in Guilford during the next several years. As indicated in the 83 Action Items articulated under the seven Policy statements, there remains much hard work to be done to reach the goals implicit in the discussions under each Policy.

Although the Planning and Zoning Commission is primarily responsible for implementing the many recommendations made in this Plan, as noted in the Action Item sections under each of the seven Policies, the participation of many Town agencies will be required to make the over-all effort possible and successful. As discussed previously, the Commission will appoint an Action Item Steering Committee (AISC) that will be chaired by a member of the Commission and will include a member of the Board of Selectmen as well as representatives from preservation, conservation, and economic development interests, and others as appropriate. The AISC will work with the various responsible Town agencies to develop priorities, schedules, level and kind of effort, and financial assistance, as appropriate, to complete the various Action Items. Once the Action Item activities are underway, the AISC will continue to guide and monitor the separate efforts and should meet once a quarter or semiannually, as appropriate, with the various Town agencies to fulfill its oversight responsibilities.

It is anticipated that this overall effort would be carried out over several years. Those Action Items having the highest priority, as determined by the AISC in consultation with the various implementing Town agencies, would be addressed as soon as possible, while other less pressing Action Items would be addressed as soon as possible, while other less pressing Action Items would be addressed later on in the overall schedule.

As time goes on, it is reasonable to expect that certain of the initial set of 83 Action Items will no longer be appropriate or require attention, and that other Action Items suggested by the general public or specific Town agencies will have to be addressed. Maintenance of the Action Item list will be the continuing responsibility of the Planning and Zoning Commission.

TABLE 1 shows the distribution of the 83 Action Items identified in this Plan across the 7 Policies and the 13 responsible Town agencies.

TABLE 1	POLICIES							TOTAL
	A	B	C	D	E	F	G	
Board of Selectmen	5	3	4	2	3	3	4	24
Board of Selectmen/Town Engineer					6			6
Department of Health		2						2
Planning and Zoning Commission	7	12	2	4	3	2	1	31
Conservation Commission		3						3
Economic Development Commission			1					1
Inland Wetlands Commission		1						1
Park and Recreation Commission						2		2
Historic District Commission	1							1
Water Pollution Control Authority		4						4
Housing Partnership				3				3
Routes 146 and 77 Scenic Road Advisory Committee					2			2
Guilford Land Acquisition Committee	1					2		3
TOTAL	14	25	7	9	15	9	5	83

Perusal of TABLE 1 shows that the Planning and Zoning Commission and the Board of Selectmen have responsibility for almost 75% of the identified Action Items.

The Action Items that have been listed previously under each of the pertinent Policies are rearranged and listed again, as follows, under each of the responsible Town agencies.

3.2 BOARD OF SELECTMEN

Policy A—Preservation

1. Enact a Demolition Delay Ordinance under the enabling legislation of Connecticut General Statutes Chapter 29-406(b), which provides a 90-day waiting period before granting a demolition permit for historic buildings, structures, or parts thereof, that are 50 years old or more. This would allow interested parties, such as the Historic District Commission, time to explore alternatives to demolition of historic resources.

2. Prepare and consider a plan for off-street parking behind the Town Hall and the Library that enhances the historic character of



the area and provides additional pedestrian access between Boston Street and the Library.

3. Work with the Police Commission and consider regulations to diminish the use of village streets by heavy trucks (except for fire and emergency vehicles). Such regulations would protect the structural integrity of historic homes as well as maintain small town character.
4. Review and consider programs for property tax relief to owners of historic property in order to encourage investment in historic buildings.
5. Continue and increase funding for the Town's street tree planting program.

Policy B – Conservation

1. Implement the recommendations in the *Plan for Open Space and Municipal Land Needs* and establish priorities and schedules for the acquisition of uncommitted open space.
2. Maintain the Land Acquisition Fund for the continuing purchases of open space including shorefront property and other properties identified in the 1999 *Plan for Open Space and Municipal Land Needs*.
3. Establish better coordination between the Assessor's Office, the Conservation Commission and the Planning and Zoning Commission for the maintenance of the Town's Land Use Information System.

Policy C – Economic Development

1. Create an advisory committee consisting of a member of the Board, the chairs of the Economic Development Commission, the Conservation Commission, and the Planning and Zoning Commission, and a representative from the Board of Finance. The purpose of this committee is to provide oversight of preservation, conservation, and economic development activities and their interrelationships; to receive public comment; and to provide periodic advice to the Board as necessary and appropriate.
2. Support the provision of funding to develop, in part, an *Economic Development Plan for Guilford*.
3. Consider the extension of Hubbard Road to the east to Saw Mill Road (see Policy E) to provide relief for Boston Post Road traffic and opportunities for multifamily residential, office, recreational, and public service developments.

4. Work with the Water Pollution Control Authority to develop options and plans for future state-of-the art sewage disposal service for the Boston Post Road business corridor with particular emphasis on the West Side area.

Policy D – Housing

1. Through partnerships with non-profit developers (such as the Mutual Housing Association and the Guilford Housing Authority) develop new affordable housing opportunities and seek grants (such as Community Development Block Grants) to pursue these partnership efforts.
2. Use Town assets including Town-owned land to support affordable housing efforts.

Policy E – Transportation

1. Work with the Connecticut Department of Transportation and Town of Madison officials to provide a full interchange capability at Exit 60 on I-95 in Madison.
2. Work with the State Legislature to provide support for the continuation, enhancement, and extension of the Shore Line East Rail Service. In conjunction with this Action Item, provide active support for the development of a Shore Line East rail station, and attendant parking and access that is in harmony with the Town's character.
3. In conjunction with the Planning and Zoning Transportation Committee, develop ordinances to regulate truck traffic on streets within the Town Center and Historic Districts.

Policy F – Facilities

1. Prepare a *Long-Range Capital Improvement Plan* for the provision of Town facilities.
2. Continue to develop the *Plan for Open Space and Municipal Land Needs* to ensure that appropriate land is available for future Town facilities.
3. Work with the Superintendent of Schools and the Board of Education to make school facilities more available for public use on a continuing basis.

Policy G – Regionalization

1. Place increased emphasis on cooperative efforts within the south central Connecticut region with specific emphasis on the four areas discussed in this section of the Plan.

2. Develop points of contact with area towns and build strategies for cooperation.
3. Maintain Guilford's strong participation in the South Central Connecticut Region with specific emphasis on the four areas discussed in this section of the Plan.
4. Provide support to the State's Smart Growth Initiative.

3.3 BOARD OF SELECTMEN AND TOWN ENGINEER

Policy E – Transportation

1. Provide traffic calming and more off-street parking in the Town Center, particularly near the Green.
2. In conjunction with the *Transportation Master Plan* mentioned above, provide more safe bikeways and walkways within Guilford particularly within the Town Center and along the Boston Post Road.
3. Require inclusion of traffic calming in the design of new roads. Add traffic calming to roads within the Village National Register Historic District.
4. As part of the *Transportation Master Plan*, consider, with the involvement of residents and road users, extending both Hubbard Road and Bullard Drive from Long Hill Road to Route 77. Also consider constructing Bearhouse Hill Road to connect Podunk Road to Goose Lane.
5. Strengthen Town Ordinances to protect and preserve scenic roads.
6. Develop design standards for roads, sidewalks, and curbs that reflect and enhance the Town's village and rural character.

3.4 DEPARTMENT OF HEALTH

Policy B – Conservation

1. Work today closely with the Planning and Zoning Commission to regulate new development to ensure that new development sewage disposal systems are fully compliant with State of Connecticut and local laws and standards.
2. Work closely with the Water Pollution Control Authority to fully implement a program for Townwide septic tank maintenance.

3.5 PLANNING AND ZONING COMMISSION

Policy A—Preservation

1. Appoint a permanent Action Item Steering Committee to work with the Commission to oversee the implementation of this Plan. The AISC will guide and monitor the efforts of those Town agencies that have undertaken the responsibility for completing specific Action Items. The AISC shall be chaired by a member of the Planning and Zoning Commission and shall include a member of the Board of Selectmen as well as representatives from preservation, conservation, and economic development interests, and others as appropriate.



SACHEM'S HEAD HARBOR

2. Develop a range of strategies and appropriate zoning regulations to preserve and protect the 17 favorite scenes and views and special places identified under Policy A. For example, to preserve the pedestrian, residential, and small scale architectural characteristics of the Town Center. Also preserve the sense of place of North Guilford and other rural areas of the Town.

3. Review Village District enabling legislation (Connecticut Statutes Governing Municipal Planning & Zoning, Section 8-2j) and determine its applicability to various areas in Guilford, including the Town Center, Meetinghouse Hill, Route 146, Clapboard Hill Road and other appropriate districts.

4. Initiate a study of the North Guilford area to establish strategies for preserving and maintaining its unique character.

5. Work with the Historic District Commission to ensure that historic resources are protected in the context of Planning and Zoning Commission decisions. Procedures for such work may include joint plan reviews, plan referrals to the Historic District Commission, and staff coordination.

6. Develop regulations and procedures to protect archaeological resources.

7. In accordance with Coastal Area Management policies, review and amend the *Zoning Code* for the Town Harbor area to encourage water development uses such as fishing, boating, and boat building while prohibiting non-marine uses.

Policy B – Conservation

1. Explore the possibilities of incorporating environmental conservation and protection criteria as a fundamental aspect of the Planning and Zoning review and permitting process.

2. Explore opportunities to manage and control the growth rate of residential development. Examine the feasibility of adopting a development fee ordinance and a building permit pacing and phasing ordinance.

3. Consider changes to the subdivision regulations to give the Planning and Zoning Commission the authority to mandate an open space subdivision when it is more appropriate than a standard subdivision in any particular situation.

4. Develop zoning and subdivision regulations that minimize the potential for extensive changes in topography and minimize the development of areas that are less suitable for development (e.g. steep slopes, wetlands, and wetlands buffers). Consider establishing fixed limits on the extent of excavation, grading, or filling to create “buildable” land.

5. Consider use of a “net buildable area” concept in determining lot yields for residential development.

6. Consider changes to zoning regulations to reduce the area of impervious surfaces allowed as part of most commercial development and to provide for a zero increase in stormwater runoff from what would occur if the land were in its natural state.

7. In conjunction with other relevant Town, State and non-governmental agencies (such as the Connecticut Water Company), strengthen groundwater protection regulations.

8. Explore the creation of “fees in lieu of open space” regulations.

9. Strengthen zoning and subdivision enforcement mechanisms to ensure that all aspects of all development projects are completed according to plan.

10. Review Guilford’s *Municipal Coastal Program Plan* and the current *Coastal Site Plan* regulations with the State of Connecticut

Office of Long Island Sound Programs. Update the Plan and the regulations to conform with current standards to protect Long Island Sound to the maximum extent possible.

11. Consider changes to the Zoning Regulations that would facilitate the maintenance and improve the accuracy of the Town's Land Use Information System.

12. Simplify Planned Residential Development (PRD) regulations to improve their efficacy for clustered developments.

Policy C – Economic Development

1. Continue to monitor and upgrade the distribution of and allowed uses along the I 95/Boston Post Road corridor using the results of the Boston Post Road studies and the recommendations of the *Economic Development Plan* cited below as references.

2. Develop a model for a new, limited size commercial zone that would be appropriate for outlying residential areas, such as North Guilford.

Policy D – Housing

1. Create new zoning regulations for assisted living facilities and other forms of senior housing.

2. Consider changes to the zoning regulations to provide bonus lots or other incentives for subdivisions that provide a broad range of housing prices and/or affordable housing.

3. Consider rezoning some residential land to allow a higher coverage density where public water supply is available.

4. Gather requirements data, perform a needs analysis, and establish goals for all types of housing within the Town.

Policy E – Transportation

1. Modify the Sub-division Regulations to ensure that the capacity of existing roads is taken into account when considering subdivisions for possible approval.

2. Develop recommendations for reducing congestion on the Boston Post Road, particularly the section east of the West River.

3. Create a process and obtain funding for preparing a *Transportation Master Plan for Guilford*.

Policy F – Facilities

1. Create zoning regulations that encourage the private devel-

opment of appropriate recreational, cultural, and arts facilities.

2. Consider changes to the zoning regulations to allow higher density housing in areas supplied by public water.

Policy G – Regionalization

1. Promote closer working relationships with bordering Towns and regional planning agencies by establishing annual or biannual meetings to discuss issues of common interest.

3.6 CONSERVATION COMMISSION

Policy B – Conservation

1. Develop and maintain a natural resource and open space inventory for the Town.
2. Develop environmental goals and appropriate performance evaluation criteria and produce an annual *State of Guilford Environment Report*.
3. Develop a continuing conservation education and awareness program for all Guilford citizens.

3.7 ECONOMIC DEVELOPMENT COMMISSION

Policy C – Economic Development

1. In conjunction with other boards and commissions, develop an *Economic Development Plan for Guilford*. This plan should provide an appraisal of the Town's present economy, and articulate how Guilford's economy could be strengthened and developed and the reasons therefore. The plan should also indicate the fiscal, environmental, and capital improvement implications of Guilford's economic development options. A funding request to support the development of this plan should be made to the Board of Selectmen/Board of Finance.

3.8 INLAND WETLANDS COMMISSION

Policy B – Conservation

1. Strengthen regulations to preserve and protect "vernal pools" and riparian ecosystems.

3.9 PARK AND RECREATION COMMISSION

Policy F – Facilities

1. Prepare a *Master Plan for Development of Guilford's Recreational Facilities*.

2. Implement the recommendations in the 1999 *Athletic Field Facilities* study.

3.10 Historic DISTRICT COMMISSION

Policy A – Preservation

1. Encourage the creation of new Historic Districts on Whitfield Street, Water Street, Boston Street, Graves Avenue and around Meetinghouse Hill, Clapboard Hill, and Route 146.

3.11 WATER POLLUTION CONTROL AUTHORITY

Policy B – Conservation

1. Strictly maintain Town's *Sewer Avoidance Program*.
2. Encourage use of new technologies in sewage disposal to permit development consistent with the other Policies of this Plan.
3. Examine the feasibility of limited sewer agreements with other towns to facilitate the Town's development and environmental protection goals.
4. Prepare a Stormwater Management Ordinance for approval by the Board of Selectmen.

3.12 HOUSING PARTNERSHIP

Policy D – Housing

1. In conjunction with the Planning and Zoning Commission, gather and maintain data with regard to affordable housing needs within the Town.
2. Research and develop new strategies for creating affordable housing within Guilford.
3. Educate the citizens of Guilford and other appropriate Town agencies about the need for affordable housing within the Town.

3.13 ROUTES 146 AND 77 SCENIC ROAD ADVISORY COMMITTEE

Policy E – Transportation

1. Provide continuing vigilance on maintaining and upgrading the scenic ambiance of Routes 146 and 77.
2. Obtain State of Connecticut Scenic Road status for Route 80.

3.14 GUILFORD LAND ACQUISITION COMMISSION

Policy A—Preservation

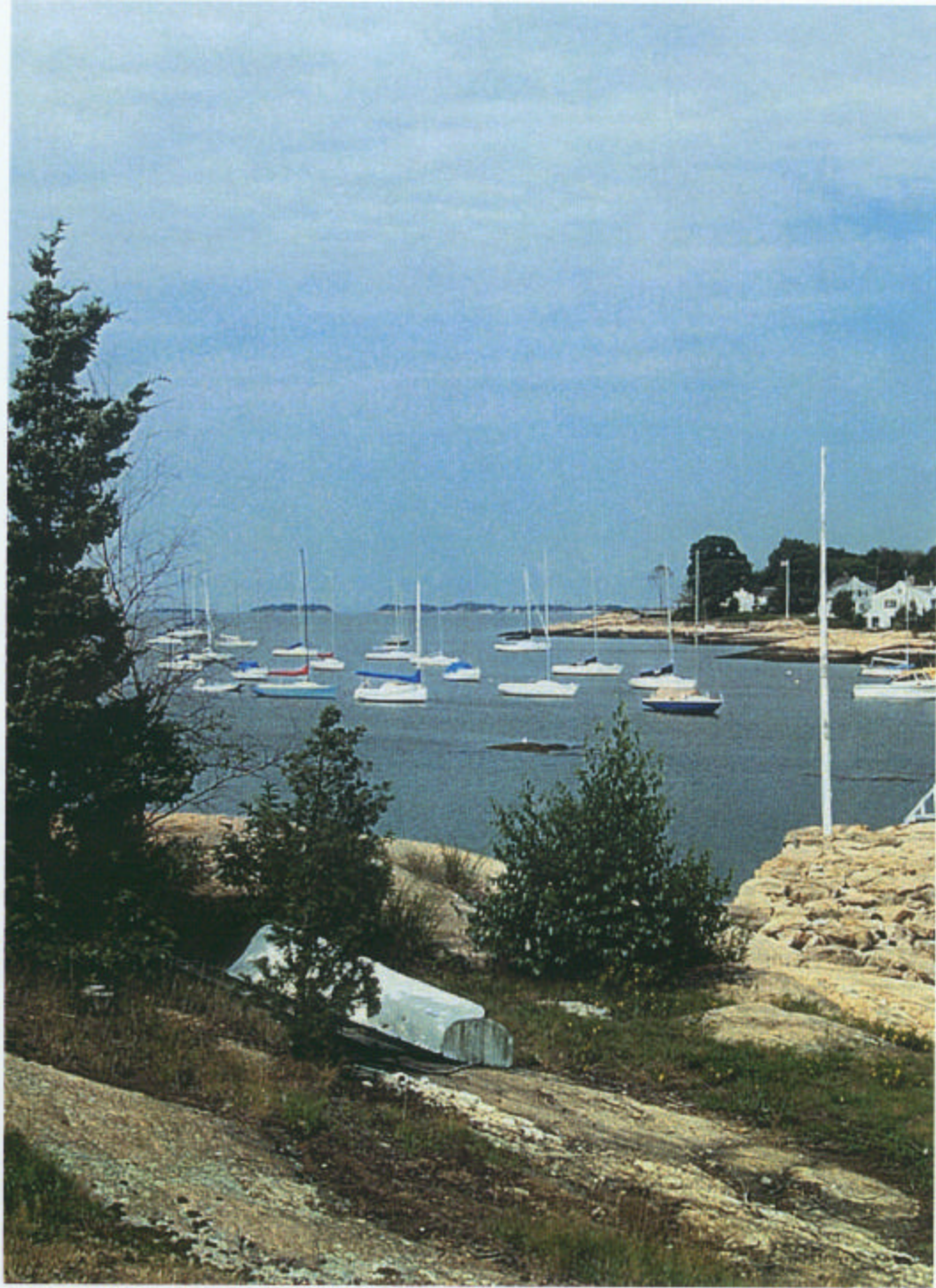
1. Continue to prioritize lands for acquisition and make appropriate recommendations for purchase to the Board of Selectment.

Policy F—Facilities

1. Continue to make appropriate recommendations for the acquisition of land for community facilities.
2. Work with the Connecticut Forest and Park Association to develop hiking trails in Guilford with emphasis on providing linkages to other Connecticut trails.



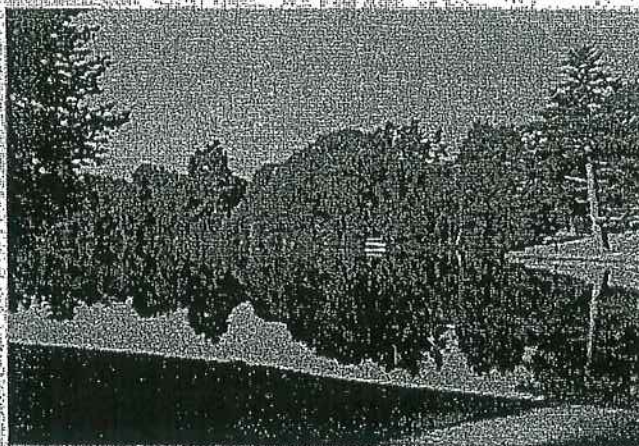
FIELDS ALONG ROUTE 77



SACHEM'S HEAD HARBOR

PART 4 CONSISTENCY WITH STATE AND REGIONAL PLANS

This 2001 *Plan of Conservation and Development for Guilford* is entirely consistent with the *Regional Plan of Development* produced in 2000 by the South Central Regional Council of Governments and generally consistent with the policies, goals and strategies as set forth in the *Conservation and Development Policies Plan for Connecticut*, which covers the period 1998-2003. There are, however, some inconsistencies having to do with recommended growth areas on the Location Guide Map, which is included with the State plan. Following ratification of Guilford's Plan, Guilford planners will coordinate corrective recommendations with personnel from the State Office of Policy and Management.



GUILFORD LAKES

APPENDIX I

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APPENDIX II

Summary of Planning and Development Study – 1997

- Impressively, when respondents were asked to rate their quality of life in Guilford, more than ninety-five percent indicated it was either very good or good. When researchers then asked respondents to rate the quality of life in the State of Connecticut, slightly more than eighty-five percent indicated it was very good or good.
- Throughout the survey, respondents provided answers that illustrate their desire to preserve Guilford's small town character.
- Low crime rate received the highest positive ratings when respondents were asked to rate—using a scale of one to five—a list of predetermined services and characteristics found in Guilford on how important that factor contributes to a positive quality of life. Other factors receiving high positive ratings were Police and Fire protections, library, small town character and open space.
- Nearly ninety percent of those surveyed believe Guilford should protect the historic character of the Green, Town Center and other historical areas with stronger regulations.
- Slightly less than ninety percent of respondents indicated they would support Town purchases of land for open space.
- Strong agreement was provided for stronger zoning and wetlands regulations for Guilford's farms, open spaces and forests.
- When asked if views of Long Island Sound from public streets should be protected by stronger zoning regulations, slightly more than sixty-five percent agreed while nearly thirty percent disagreed with this statement.
- Although more than sixty-five percent agree the Town needs more affordable housing for families, almost thirty percent indicated they do not agree.
- Interestingly, respondents were split when asked if they agree the Town needs more rental housing. About forty-one percent agree the Town needs more while slightly more than forty-four percent disagree with about fourteen percent indicating they were unsure.
- Interestingly, when those surveyed were asked about economic development, slightly less than seventy-five percent disagree that Guilford should encourage the development of more retail stores and shopping centers. Additionally, more than fifty-five percent disagree that Guilford should zone more land for industrial use.

- Nearly seventy-five percent of those surveyed agreed with the statement that the Town should encourage economic development.
- Researchers found that there is confusion among what is meant by economic development and how it impacts their property taxes.
- Respondents are split when asked about parking in the Town Center. Fifty percent of those surveyed agree there is not enough parking in the Center, while forty-non percent indicated they disagree.
- More than sixty percent of respondents agree that there should be a plan developed to ease traffic congestion around the Green and Center. About thirty-five percent disagree.
- More than eighty percent of those surveyed indicated the Town should support development of more arts and cultural facilities.
- When respondents were read the statement, “the Town should not develop public sewers”, slightly more than thirty-six percent agreed while more than fifty percent disagreed with that statement.
- The majority of respondents agree the Town’s police, fire, and ambulance services are adequate.
- When researchers asked those surveyed about the type of recreational facilities they would like to see the Town develop or increase opportunities for, indoor swimming pool received the highest ratings while gold course received the lowest ratings.
- More than fifty percent (52.0%) of those surveyed feel their property taxes are fair for the services provided.
- The majority of respondents (63.5%) either strongly or somewhat agree that Town government is responsive to their needs.
- When researchers asked respondents if the administration and the enforcement of the Town’s building and development regulations are fair, slightly more than fifty percent indicated it was indeed fair, while about thirty percent did not believe it was fairly administered or enforced.
- Researchers then asked those surveyed if they find the administration and enforcement of the Town’s building and development regulations strong enough to preserve the Town’s character and resources. Interestingly, more than forty-five percent indicated “no”, they do not feel the regulations are strong enough while forty percent believe the regulations are strong enough to preserve the Town’s character.

APPENDIX III

Areas of Conservation Interest

- Bluff Head/Totoket Mountain
- Preserve integrity of the Blue Trail System
- Broomstick Ledges
- Open fields along Great Hill Road/Vista from Meetinghouse Hill
- Beaver Head Road
- Working Farms throughout Guilford
- Bartlett parcel north of Town parcel on Lake Quonnipaug
- Parcels abutting Timberlands – Town forest
- East River Meadows and woodland areas
- Trolley bed from North Branford to near West Lake Avenue
- Riparian buffer strip along West River from Route 80 to Bittner Park to Flat Meadow
- Private in-holdings in West Woods
- Connecticut protected land from Branford open space east to West Woods
- Agricultural Society Fairgrounds
- Views of salt marsh and woodland from GLCT preserve known as the Olmstead Outlook on River Street
- Routes 77 and 146 scenic corridors
- Leete farm
- Shellfish beds along Long Island Sound
- Town Gateways

Major Wetland Areas

- West River
- East River
- Hoadley Creek
- Towner Swamp
- Iron Stream and Swamp
- Beaver Head Swamp
- Meyerhuber Pond
- Neck River
- Lake Quonnipaug
- Menunkatuck Reservoir
- Guilford Lakes
- Lane's Pond
- West Lake
- Aquifer Protection Areas (see NRI Map)
- Wetlands within public water supply watersheds
- Wolf Swamp
- Vernal pools complexes on the Bluff Head plateau and the Broomstick ledges area
- Vernal pools