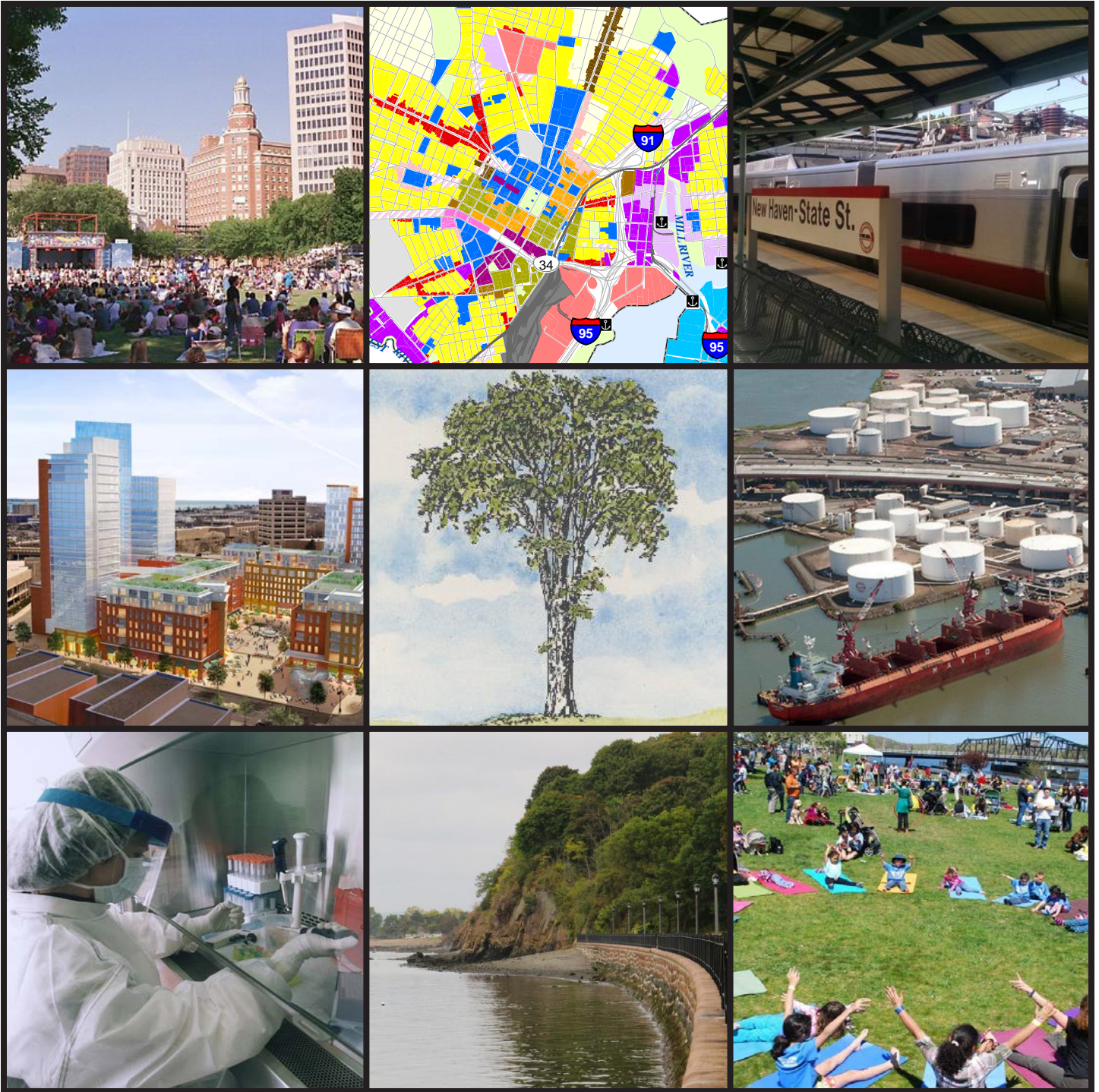


# New Haven Vision 2025

A Plan for a Sustainable, Healthy, and Vibrant City



**City of New Haven, Connecticut**  
**Toni N. Harp, Mayor**  
**November 2015**



# ***Vision 2025 compiled by New Haven City Plan Department:***

**Karyn Gilvarg A.I.A.**  
Executive Director

**Susmitha Attota**  
Assistant Director of Comprehensive Planning

**Joy Ford**  
Planner (retired)

**Donna Hall**  
Senior Project Planner

**Anne Hartjen**  
Senior Project Manager

**Josh Lecar**  
Planner

**David Moser**  
Landscape Architect

**Ted Stevens**  
Planner

**Thomas Talbot**  
Deputy Director of Zoning

**Brian Bickford**  
Intern

**Jacob Gorski**  
Intern

**Corey Harper**  
Intern

**Datesta Nickle**  
Intern

**Iva Poppa**  
Yale PPSF Intern

**Micah Rodman**  
Yale PPSF Intern

## ***On behalf of the New Haven City Plan Commission:***

**Edward Mattison**  
Chairman

**Roy Smith, Jr.**  
Vice Chair (former)

**Adam J. Marchand**  
Aldermanic Representative (D-25)

**Kevin DiAdamo**  
Member

**Richard H. Miller**  
City Engineer (retired)

**Leslie Radcliffe**  
Member

**Maricel Ramos-Valcarel**  
Member

**Larry Smith**  
Assistant City Engineer

**Audrey D. Tyson**  
Member

**Giovanni Zinn**  
City Engineer

## ***With additional contributions from:***

**Mark Abraham**, Executive Director, DataHaven, New Haven, CT  
**Charles Anyinam**, GIS/Crime Statistics, New Haven Police Department  
**Clifford Atkins**, Property Appraiser/Assessor, Assessor's Office, New Haven, CT  
**Rebecca Bombero**, Director, Department of Parks, Recreation, and Trees, New Haven, CT  
**Joshua Borenstein**, Managing Director, Long Wharf Theater, New Haven, CT  
**Bradley Bullis**, Public Services Administrator for Adult Services, New Haven Free Public Library, New Haven, CT  
**William F. Clark**, Chief Operating Officer, New Haven Board of Education, New Haven, CT  
**Michael Courtney**, Manager, Assessor's Office, New Haven, CT  
**Frank D'Amore**, Deputy Director, Office of Livable City Initiative, New Haven, CT  
**Barry Diggs**, Supervisor of Scheduling, CTTRANSIT, New Haven Division  
**Donna DiNello**, Records Supervisor, New Haven Police Department, New Haven, CT  
**Renee Dobos**, Chief Operating Officer, New Haven Housing Authority, New Haven, CT  
**Steve Fontana**, Deputy Economic Development Director, Office of Economic and Business Development, New Haven, CT  
**Jon Foster**, Rail Operations, Connecticut Department of Transportation, Newington, CT  
**Kim Futrell**, Assistant Director Market Analysis, Department of Arts, Culture, and Tourism, New Haven, CT  
**Douglas Hausladen**, Director, Department of Transportation, Traffic, and Parking, New Haven, CT  
**Jacqueline Henry-Rafiq**, Transportation Supervising Planner, Connecticut Department of Transportation, Newington, CT  
**Michael Howser**, Director, Connecticut State Data Center, Storrs, CT  
**Ethan Hutchings**, Manager Operations Process Improvement, Department of Transportation, Traffic, and Parking, New Haven, CT  
**Al Iallonardo**, Transportation Supervising Planner, Connecticut Department of Transportation, Newington, CT  
**Eugene Interlandi**, Transportation Planner, Connecticut Department of Transportation, Newington, CT  
**Erik Johnson**, Director (former), Office of Livable City Initiative, New Haven, CT  
**William F. Kilpatrick** Executive Director (retired), New Haven Parking Authority, New Haven, CT

**Mason Leege**, Intern, Office of Livable City Initiative, New Haven, CT  
**Frank Lennon**, Assistant Director Market Analysis/Fare Policy, Metro-North Railroad, New York, NY  
**Dawn Lewis**, New Haven Fire Marshall, New Haven Fire Department, New Haven, CT  
**Robert H. Lynn**, Director, New Haven School Construction Program, New Haven, CT  
**Vivian Nabeta**, Director, Office of Arts, Culture, and Tourism, New Haven, CT  
**Serena Neal-Sanjurjo**, Executive Director, Office of Livable City Initiative, New Haven, CT  
**Rigel Nigel**, Intern, Department of Transportation, Traffic, and Parking, New Haven, CT  
**Matthew Nemerson**, Economic Development Administrator, Office of Economic and Business Development, New Haven, CT  
**Michael Piscitelli**, Deputy Economic Development Administrator, Office of Economic Development, New Haven, CT  
**John Plante**, Senior Associate/Vice President, Langan Engineering, New Haven, CT  
**Alex Pullen**, Acting City Assessor, Department of Assessments, New Haven, CT  
**Donald Relihan**, Director of Support Services, Yale University, New Haven, CT  
**Andrew J. Rizzo**, Director (retired) Building Department, New Haven, CT  
**Alycia Santili**, Chair, New Haven Food Policy Council, New Haven, CT  
**Michael C. Santoro**, Community Development Specialist, Department of Economic and Community Development, Hartford, CT  
**Donna Sasso**, CADD Technician, Department of Engineering, New Haven, CT  
**Thomas Sgroi**, Director of Engineering, Greater New Haven Water Pollution Control Authority, New Haven, CT  
**Judith Sheiffele**, Executive Director, New Haven Port Authority, New Haven, CT  
**Catherine Schroeter**, Deputy Director, Housing and Preservation Division, Office of Livable City Initiative, New Haven, CT  
**Neetu Singh**, Senior Traffic Engineer, New Haven Department of Transportation, Traffic and Parking, New Haven, CT  
**Gary Sojka**, Transportation Supervising Planner (retired), Connecticut Department of Transportation, Newington, CT  
**Mark Speirs**, Data Analyst, DataHaven, New Haven, CT  
**Evan Trachten**, Acquisition and Disposition Coordinator, Office of Livable City Initiative, New Haven, CT  
**Jim Travers**, Director, Department of Transportation, Traffic and Parking, New Haven, CT  
**Jeff Trull**, Project Administrator (former), Greater New Haven Community Loan Fund, New Haven, CT  
**Elisabeth Verrastro**, Director of Development and Communications, CAPA/Shubert Theater, New Haven, CT  
**William Villano**, Executive Director, Workforce Alliance, Inc., New Haven, CT  
**Alec Vincitorio**, GIS Manager, Office of Information Technology, New Haven, CT  
**Will Warren**, Economic Development Project Manager, REX Development, North Haven, CT  
**Carla Weil**, Executive Director, Greater New Haven Community Loan Fund, New Haven, CT  
**Sarah Wilcox**, Finance and Human Resources Manager, New Haven Open at Yale, New Haven, CT  
**Erin Wilson**, Planner, Milone and MacBroom, Inc., Branford, CT  
**Anne Worcester**, Tournament Director, Connecticut Open, New Haven, CT  
**Lauren Zucker**, Associate Vice President of New Haven Affairs, Yale University, New Haven, CT

***Special thanks to:***

Members of the Community Management Teams, New Haven Development Commission, and New Haven Redevelopment Agency, as well as residents of New Haven for offering insight at various meetings and workshops



**CITY PLAN COMMISSION  
NEW HAVEN, CONNECTICUT  
RESOLUTION**

WHEREAS, It is the duty of the City Plan Commission to prepare a comprehensive plan pursuant to the Charter of the City of New Haven, Article VII, Section 3 L (3) (a), and Connecticut General Statutes (C.G.S.), Section 8-23: "Preparation, amendment or adoption of plan of conservation and development by planning commissions" and;

WHEREAS, An Act Creating a City Plan Commission in the City of New Haven, enacted by the State Legislature in 1913 states that "It shall be the duty of said City Plan Commission...to prepare a comprehensive plan for the systematic and harmonious development of the City...", and;

WHEREAS, The City Plan Commission finds that the Comprehensive Plan of Development "New Haven Vision 2025", dated September 2015, provides for the systematic and harmonious development of the city;

WHEREAS, The City Plan Commission prepared the Comprehensive Plan update in a manner consistent with Connecticut General Statutes and considered the community development action plan of the city; the need for affordable workforce housing; the need for protection of existing public surface and ground water drinking supplies; the need for protection of potential public surface and ground water drinking supplies; the use of cluster development and other development patterns to the extent consistent with soil types; terrain and infrastructure capacity within the municipality; the state plan of conservation and development, the regional plan of development, the physical, social, economic and governmental conditions and trends; the needs of the municipality including but not limited to, human resources, education, health, housing, recreation, social services, public utilities, public protection, transportation and circulation, cultural and interpersonal communications; the objectives of energy efficient patterns of development; the use of solar and other renewable forms of energy; and energy conservation;

WHEREAS, The Comprehensive Plan promotes housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourages the development of housing which will meet the housing needs identified in the housing plan prepared pursuant to C.G.S. Section 8-37t and in the housing component and the other components of the state plan of conservation and development prepared pursuant to C.G.S. Section 16a-26.;

WHEREAS, The Comprehensive Plan makes provision for the development of housing opportunities, including opportunities for multi-family dwellings, consistent with soil types, terrain and infrastructure capacity for all residents of New Haven and for all residents of the South Central Connecticut planning region;

WHEREAS, The Comprehensive Plan is a statement of the policies, goals and standards for physical development of New Haven; and the policies, goals and standards for the economic development of the municipality; and is designed to promote with the greatest efficiency and

economy the coordinated development of New Haven and the general welfare and prosperity of its people;

WHEREAS, The Comprehensive Plan recommends the most desirable use of land within the city for residential purposes, recreational purposes, commercial purposes, industrial purposes, conservation and other purposes;

WHEREAS, The Comprehensive Plan recommends the most desirable density of population in the city and notes inconsistencies with the state plan of conservation and development;

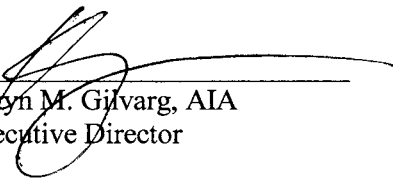
WHEREAS, The Comprehensive Plan is consistent with the Municipal Coastal Program requirements of the Connecticut Coastal Management Act, C.G.S., Sections 22a-101 to 22a-104 inclusive and makes reasonable consideration for restoration and protection of the ecosystem and habitat of Long Island Sound and is designed to reduce hypoxia, pathogens, toxic contaminants and floatable debris in Long Island Sound;

WHEREAS, The South Central Regional Planning Commission approved the draft of the Comprehensive Plan update on June 15, 2015;

WHEREAS, The City Plan Commission held public hearings on June 17, 2015, July 15, and September 17, 2015, on the Comprehensive Plan pursuant to Connecticut General Statutes and is in compliance with laws and regulations governing the adoption of a Comprehensive Plan;

NOW THEREFORE BE IT RESOLVED, by the City Plan Commission of the City of New Haven, that the City Plan Commission does hereby adopt the "New Haven Vision 2025" update of the Comprehensive Plan of Development, for New Haven, Connecticut.

**ADOPTED:** September 17, 2015  
Edward Mattison  
Chair

**ATTEST:**   
Kathryn M. Gilvarg, AIA  
Executive Director



**CITY PLAN COMMISSION  
NEW HAVEN, CONNECTICUT  
RESOLUTION**

WHEREAS, it is the duty of the City Plan Commission to prepare and amend a comprehensive plan pursuant to the Charter of the City of New Haven, Article VII, Section 3 L (3) (a), and Connecticut General Statutes (C.G.S.), Section 8-23: "Preparation, amendment or adoption of plan of conservation and development by planning commissions" and;

WHEREAS, an Act Creating a City Plan Commission in the City of New Haven, enacted by the State Legislature in 1913 states that "It shall be the duty of said City Plan Commission...to prepare a comprehensive plan for the systematic and harmonious development of the City....", and;

WHEREAS, the City Plan Commission finds that the Comprehensive Plan of Development "New Haven Vision 2025" provides for the systematic and harmonious development of the city;

WHEREAS, the City Plan Commission adopted "New Haven Vision 2025" on September 17, 2015;

WHEREAS, "New Haven Vision 2025" endorses the creation of neighborhood plans, which guide future development and are amendments to the City's Comprehensive Plan of Development;

WHEREAS, the City collaborated with a broad array of local stakeholders in creating the "Hill to Downtown Community Plan (2014)", a neighborhood plan intended to guide future development in the region of New Haven between the Hill neighborhood and Downtown;

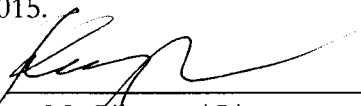
WHEREAS, subsequent to a public hearing held by the Legislation and Community Development Committees of the Board of Alders (March 2014), the City collaborated with key local stakeholders in making changes to the Hill to Downtown Community Plan, to be in accord with concerns raised by local residents.

WHEREAS, the full Board of Alders of the City of New Haven approved "New Haven Vision 2025" on November 5, 2015 and suggested that the text below be substituted in Housing and Neighborhood Planning chapter on page IV-27 under the section entitled "Hill," as well as, in "Executive Summary" on page lviii under the section entitled "Plan Implementation," under the sub-section entitled "Key Near-Term Actions," under Strategy 1-Establish the Hill-to-Downtown Steering Committee of the Hill to Downtown Community Plan (2014):

"An official Hill-to-Downtown Steering Committee model shall include the four Hill Alders or their designees, two designees from the Hill Management Teams [one from Hill North and one from Hill South elected by their respective Management Teams], two City of New Haven Officials designated by the Mayor [one from City Plan and one from Economic Development], and two representatives from local institutions or businesses nominated by the Mayor and approved by the Board of Alders."

NOW THEREFORE BE IT RESOLVED, by the City Plan Commission of the City of New Haven, that "New Haven Vision 2025" be amended accordingly and re-adopted with the updated document becoming effective on December 1, 2015.

**ADOPTED:** November 18, 2015  
Edward Mattison  
Chair

**ATTEST:**   
\_\_\_\_\_  
Karyn M. Gilvarg, AIA  
Executive Director



# City of New Haven

RECEIVED

165 Church Street  
New Haven, CT 06510  
(203) 946-6483 (phone)  
(203) 946-7476 (fax)  
cityofnewhaven.com

Master

File Number: LM-2015-0243

REC 01 2015  
CITY PLAN DEPT.  
165 CHURCH ST.  
NEW HAVEN, CT 06510

**File ID:** LM-2015-0243      **Type:** Order      **Status:** On File

**Version:** 2      **Reference:**      **In Control:** City Clerk

**File Created:** 05/26/2015

**File Name:**      **Final Action:** 11/05/2015

**Title:** RESOLUTION OF THE BOARD OF ALDERS APPROVING THE CITY PLAN COMMISSION'S NEW COMPREHENSIVE PLAN OF DEVELOPMENT

**Notes:** Not included in this file is the binder which includes the comprehensive plan. Awaiting for the link to be posted online to include. Otherwise the hard copies will be with Leg. Services

**CERTIFIED COPY  
PASSED & APPROVED  
ATTEST**

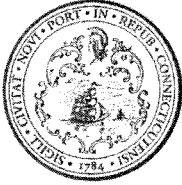
OLS Staff:

*[Signature]*

Effective Date:

### History of Legislative File

Ver- sion:	Acting Body:	Date:	Action:	Sent To:	Due Date:	Return Date:	Result:
1	Board of Alders	06/01/2015	Referred	Joint Community Development/Legi slation			
	<b>Action Text:</b> This Resolution was Referred to the Joint Community Development/Legislation						
	<b>Notes:</b> concurrently referred to City Plan Commission, Transportation, Traffic and Parking, and Public Works						
1	Joint Community Development/Legislation	10/08/2015	Favorable Report	Board of Alders			
	<b>Action Text:</b> This Order was Favorable Report to the Board of Alders						
1	Joint Community Development/Legislation	10/08/2015					
1	Board of Alders	10/19/2015	Noted				
	<b>Action Text:</b> This Order was Noted						
2	Board of Alders	11/05/2015	Passed				Pass
	<b>Action Text:</b> This Order was Passed						



# City of New Haven

165 Church Street  
New Haven, CT 06510  
(203) 946-6483 (phone)  
(203) 946-7476 (fax)  
cityofnewhaven.com

## Signature Copy

Order: LM-2015-0243

---

**File Number: LM-2015-0243**

### RESOLUTION OF THE BOARD OF ALDERS APPROVING THE CITY PLAN COMMISSION'S NEW COMPREHENSIVE PLAN OF DEVELOPMENT

WHEREAS, in accordance with the Special Act of 1913 creating a City Plan Commission in New Haven and in accordance with the Charter of the City of New Haven (Article VII, Section 3 L (3) (a)) it is the duty of the City Plan Commission to prepare a comprehensive plan and to recommend development plans for the improvement of the entire city;

WHEREAS, the City Plan Commission has prepared a draft update of the city's Comprehensive Plan of Development and submitted it for aldermanic review and approval; and

WHEREAS, the draft plan is prepared in a manner consistent with both local and state law, providing for the systematic and harmonious development of the city; and

WHEREAS, the City Plan Commission has held several community meetings and workshops, conducted a city wide survey that garnered 920 responses, and prepared or analyzed various data sources to prepare the plan; and

WHEREAS, the City Plan Commission will hold a public hearing on the plan in June this year; and

WHEREAS, the City Plan Commission has developed directives intended to improve the quality of neighborhoods, to maintain a regional standing, and to maintain a sense of place in New Haven; and

WHEREAS "New Haven Vision 2025" endorses the creation of neighborhood plans, which guide future development and are amendments to the City's Comprehensive Plan of Development;

WHEREAS the City collaborated with a broad array of local stakeholders in creating the "Hill to Downtown Community Plan", a neighborhood plan intended to guide future development in the region of New Haven between the Hill neighborhood and Downtown;

WHEREAS subsequent to a public hearing held by the Legislation and Community Development Committees of the Board of Alders, the City collaborated with key local stakeholders in making changes to the Hill to Downtown Community Plan, to be in accord with concerns raised by local residents.

BE IT HEREBY RESOLVED, the Board of Aldermen has reviewed the draft and approves

the new comprehensive plan of development as prepared by the City Plan Commission.

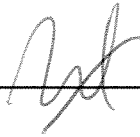
BE IT FURTHER RESOLVED by the Board of Alders of the City of New Haven that the Board of Alders hereby approves the Hill to Downtown Community Plan as recommended to be amended by the City and key local stakeholders, and dated November 2014.

BE IT FURTHER RESOLVED by the Board of Alders of the City of New Haven that the text below be substituted in "Summary," page xi, under the section entitled "Strategy 1: Continued Stakeholder Involvement," as well as in "Implementation," page 76, under the section entitled "Key Near-Term Actions: Establish the Hill-to-Downtown Steering Committee" of the Hill to Downtown Community Plan:

"An official Hill-to-Downtown Steering Committee model shall include the four Hill Alders or their designees, two designees from the Hill Management Teams [one from Hill North and one from Hill South elected by their respective Management Teams], two City of New Haven Officials designated by the Mayor [one from City Plan and one from Economic Development], and two representatives from local institutions or businesses nominated by the Mayor and approved by the Board of Alders."

At a meeting of the Board of Alders on 11/5/2015, this Order LM-2015-0243 was Passed.

Attest, City Clerk

  
\_\_\_\_\_

Date

11/16/15

Signed, City Clerk

  
\_\_\_\_\_

Date

11/16/15

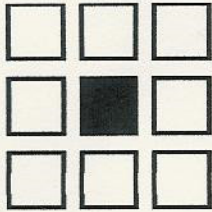
Signed, Mayor

\_\_\_\_\_

Date

\_\_\_\_\_

NOV 16 2015  
CITY CLERK  
NEW HAVEN



**New Haven Redevelopment Agency**  
**165 Church Street, New Haven, CT 06510**

**Matthew Nemerson**  
**Executive Director**

**Toni Harp, Mayor**  
**Jorge Lopes, Chairman**

July 15, 2015

Edward Mattison, Chair  
New Haven City Plan Commission (CPC)  
165 Church Street  
New Haven, CT- 06510

Dear Mr. Mattison:

On behalf of the New Haven Redevelopment Agency (NHRA), I am writing to support the official adoption of New Haven Vision 2025 planning document which provides guidance to the future land use and planning in the city over the next decade. City Plan Director, Ms. Karyn Gilvarg, shared the draft document with us at our monthly meeting in May, 2015. In addition to this, City Plan staff regularly updated us about the plan during various stages of its development and considered our input in preparing draft recommendations.

This plan is our guide to stabilize inner city neighborhoods, increase housing opportunities for all, promote multi-modal transportation network, build a healthy city, and ensure a sustainable environment. The NHRA supports the preparation of neighborhood plans for the Fair Haven, Long Wharf, and Science Park areas (Newhallville/Dixwell neighborhoods) to connect residents to the waterfront and to available economic opportunities.

We urge you to adopt this plan as a critical first step in steering the anticipated population and housing growth in the city for the next decade in the right direction. Thank you for your time and consideration.

Sincerely,

Jorge Lopes, Chair  
New Haven Redevelopment Agency

cc: Daisy Abreu, NHRA Co-Chair  
Matthew Nemerson, Economic Development Administrator  
Karyn Gilvarg, Executive Director, City Plan Department  
Susmitha Attota, Assistant Director of Comprehensive Planning, City Plan Department



Toni N. Harp  
Mayor

**New Haven Development Commission**  
165 Church Street, New Haven, Connecticut 06510  
Phone: (203) 946-2366 Fax: (203) 946-2391



Matthew Nemerson  
Executive Director

July 14, 2015

Edward Mattison, Chair  
New Haven City Plan Commission (CPC)  
165 Church Street  
New Haven, CT- 06510

Dear Mr. Mattison:

On behalf of the New Haven Development Commission (NHDC), I am writing this letter to endorse the New Haven Vision 2025 plan—the City of New Haven’s Comprehensive Plan update. At the June 9, 2015 NHDC meeting, City Plan staff member Ms. Susmitha Attota presented the draft recommendations of this planning document. Over the past two years, Ms. Attota attended NHDC meetings several times to brief us on key data findings, analyses, community feedback and also solicited input from us in developing the draft recommendations of the plan.

We have carefully reviewed the plan and believe that it provides a foundation for: achieving the most desirable land use pattern and density within the city, stabilizing our neighborhoods, re-connecting residents to the waterfront, enhancing our local economy, improving the streetscape, and ensuring a sustainable built and natural environment. We support the direction it provides in growing jobs, attracting and retaining businesses, enhancing the skills of local workforce, and building the city’s tax base.

Therefore, we strongly encourage the approval of this plan and look forward to implementing the community vision and planning recommendations over the next decade.

Sincerely,

Pedro Soto, Chair  
New Haven Development Commission

- cc: Adam Marchand, CPC Member
- Leslie Radcliff, CPC Member
- Audrey Tyson, CPC Member
- Maricel Ramos-Valcarcel, CPC Member
- Kevin DiAdamo, CPC Alternate Member
- Giovanni Zinn, City Engineer
- Matthew Nemerson, Economic Development Administrator
- Karyn Gilvarg, Executive Director, City Plan Department
- Susmitha Attota, Assistant Director of Comprehensive Planning, City Plan Department



[InfoNewHaven.com](http://InfoNewHaven.com)

203. 946.2366 Phone / 203. 946.2391 Fax

**SOUTH CENTRAL CONNECTICUT  
Regional Planning Commission**

---

June 15, 2015

**RPC  
Representatives**

**Bethany:**  
Michael Calhoun

**Branford:**  
Charles Andres

**East Haven:**  
Vacant

**Guilford:**  
Walter Corbiere

**Hamden:**  
Ryszard Szczypek

**Madison:**  
Christopher Traugh

**Meriden:**  
David White

**Milford:**  
Benjamin Gettinger

**New Haven:**  
Kevin DiAdamo

**North Branford:**  
Frances Lescovich

**North Haven:**  
James Giulietti

**Orange:**  
Vacant

**Wallingford:**  
Vacant

**West Haven:**  
Christopher Suggs

**Woodbridge:**  
Peggy Rubens-Duhl

Susmitha Attota  
Assistant Director of Comprehensive Planning  
New Haven City Plan Department  
165 Church Street  
New Haven, CT 06510

**Re: City of New Haven: 2015 City of New Haven Comprehensive Plan Update  
(New Haven Vision 2025)**

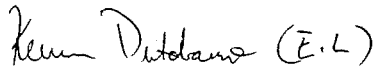
Dear Ms. Attota:

Thank you for sharing the City of New Haven 2015 Comprehensive Plan Update (New Haven Vision 2025). The Regional Planning Commission (RPC) reviewed the proposal at its meeting on Thursday, June 11, 2015.

By resolution, the RPC has determined that the 2015 Comprehensive Plan Update for the City of New Haven appears to be consistent with the policies and goals identified in both the State and Regional Plans of Conservation and Development.

Please contact us if you have any questions. Again, we appreciate your referring this matter to us.

Sincerely,



Kevin DiAdamo  
*Chairman, Regional Planning Commission*

# Table of Contents



<b>EXECUTIVE SUMMARY</b> .....	<b>XI</b>
A. Introduction .....	xi
B. Accomplishments of Past Plan .....	xii
C. Public Input & Plan Update Priorities .....	xviii
D. Consistency with State and Regional Plans .....	xx
E. Community Vision & Planning Recommendations .....	xxi
F. Proposed Future Land Use Map.....	xxxv
Low-density Residential .....	xxxv
Medium-density Residential .....	xxxv
High-density Residential .....	xxxv
Special High-density Residential .....	xxxvi
Office Mixed Use .....	xxxvi
Neighborhood Commercial Mixed Use.....	xxxvi
General Commercial Mixed Use .....	xxxvi
Large-scale Commercial Mixed Use.....	xxxvii
Industrial .....	xxxvii
Industrial Mixed Use.....	xxxvii
Marine Mixed Use .....	xxxviii
Downtown Commercial Mixed Use .....	xxxviii
Downtown Residential Mixed Use.....	xxxviii
Downtown Medical Mixed Use.....	xxxix
Downtown Transit-oriented Mixed Use .....	xxxix
Institutional .....	xxxix
Port .....	xxxix
Parks and Open Space.....	xl
G. Summary of Recommendations.....	xlv
Recommended Zoning Amendments.....	xlv
Sub-Planning Studies Proposed .....	xlv
Mapping Projects Recommended (Inclusive of all Planning Topics) .....	xlvi
Housing and Neighborhood Planning Recommendations.....	xlvii
Transportation Recommendations .....	xlviii
Economic Development Recommendations .....	lii
Environment Recommendations .....	lv
H. Plan Implementation .....	lvii
Key Near-Term Actions.....	lviii
<b>CHAPTER I: INTRODUCTION</b> .....	<b>I-1</b>
A. Legal Standing .....	I-1
B. Relationship to Other Plans.....	I-2
C. Process for Amendments .....	I-2
D. Planning History .....	I-2



# Table of Contents

- E. Community Involvement ..... I-6
- F. Guiding Principles for Recommendations ..... I-9
  - Land Use..... I-9
  - Housing and Neighborhood Planning ..... I-10
  - Transportation..... I-10
  - Economic Development..... I-11
  - Environment ..... I-12

## **CHAPTER II: COMMUNITY OVERVIEW ..... II-1**

- A. Community Context ..... II-1
- B. Demographic Characteristics..... II-2
  - Population by Age ..... II-3
  - Population by Neighborhood ..... II-4
  - Population Change in Neighborhoods ..... II-4
  - Population by Race and Ethnicity ..... II-4
  - Population Projection..... II-5

## **CHAPTER III: LAND USE ..... III-1**

- A. Existing Land Use ..... III-1
- B. Planning Considerations..... III-4
- C. Guiding Principles for Recommendations ..... III-5
- D. Recommendations ..... III-6
  - New Developments ..... III-6
  - Land Use Compatibility ..... III-6
  - Zoning Amendments ..... III-7
  - Development Review and Permitting..... III-8
  - Use and Development Regulations ..... III-8
  - Site Development Standards..... III-9
  - Site Preparation ..... III-9
  - Environmental Compliance ..... III-9
  - Access/Mobility..... III-9
  - Parking..... III-10
  - Community Facilities ..... III-10
  - Open Space/Recreation ..... III-10
  - Floodplains ..... III-10
  - Environmentally Sensitive Areas..... III-11
  - Sustainability ..... III-11
- E. Future Land Use Map ..... III-12
  - Low-density Residential ..... III-12
  - Medium-density Residential ..... III-12
  - High-density Residential ..... III-12
  - Special High-density Residential ..... III-13

# Table of Contents



- Office Mixed Use..... III-13
- Neighborhood Commercial Mixed Use..... III-13
- General Commercial Mixed Use ..... III-13
- Large-scale Commercial Mixed Use..... III-15
- Industrial ..... III-15
- Industrial Mixed-use..... III-15
- Marine Mixed-use..... III-15
- Downtown Commercial Mixed-use ..... III-16
- Downtown Residential Mixed-use..... III-16
- Downtown Medical Mixed-use ..... III-16
- Downtown Transit-oriented Mixed-use ..... III-17
- Institutional ..... III-17
- Port ..... III-17
- Parks and Open Space ..... III-17
- F. Summary of Recommendations..... III-19

## **CHAPTER IV: HOUSING & NEIGHBORHOOD PLANNING ..... IV-1**

- A. General Characteristics ..... IV-1
  - Housing Sector Activity ..... IV-2
  - Housing in Neighborhoods ..... IV-2
  - Owner Occupancy..... IV-3
  - Distressed Housing ..... IV-3
  - Housing Affordability..... IV-4
  - Government-assisted Public Housing..... IV-5
  - Historic Preservation ..... IV-6
  - Institutional Development..... IV-7
- B. Planning Considerations ..... IV-8
- C. Guiding Principles for Recommendations ..... IV-9
- D. Recommendations ..... IV-10
  - Housing Diversity ..... IV-10
  - Housing Density ..... IV-11
  - Home Ownership ..... IV-12
  - Housing Affordability..... IV-12
  - Housing Quality..... IV-13
  - Historic Preservation ..... IV-14
  - Sustainability ..... IV-15
- E. General Recommendations for Neighborhood Stabilization ..... IV-16
- F. Recommendations by Neighborhood ..... IV-18
  - Canal and Belle Dock..... IV-18
  - City Point..... IV-18
  - Dixwell and Newhallville ..... IV-18



# Table of Contents

- Downtown ..... IV-19
- Dwight ..... IV-23
- East Rock and Cedar Hill..... IV-24
- East Side (Annex, Quinnipiac Meadows, Fair Haven Heights, and East Shore)..... IV-24
- Fair Haven ..... IV-26
- Hill ..... IV-27
- Long Wharf ..... IV-27
- Port District..... IV-28
- Prospect Hill..... IV-29
- West Hills/Westville (Amity, Westville, Beaver Hills, Edgewood, and West Rock) ..... IV-29
- West River..... IV-30
- West Rock ..... IV-32
- Wooster Square/Mill River ..... IV-32
- G. Summary of Recommendations..... IV-35

## **CHAPTER V: TRANSPORTATION** ..... V-1

- A. General Characteristics ..... V-1
  - Journey to Work Data..... V-1
  - Vehicular Circulation ..... V-2
  - Bicycle/Pedestrian Counts ..... V-2
  - Congestion ..... V-2
  - Passenger Rail..... V-3
  - Public Bus System ..... V-4
  - Connecticut Transit Shuttle System ..... V-5
  - Waterborne Transportation..... V-5
  - Freight Railroads ..... V-7
  - Air Transportation..... V-7
  - Greenways and Trails..... V-8
- B. Planning Considerations..... V-11
- C. Guiding Principles for Recommendations ..... V-12
- D. Recommendations ..... V-13
  - General Transportation Planning ..... V-13
  - Transportation and Land Use ..... V-14
  - Public Transit ..... V-16
  - Freight ..... V-17
  - Bicycle and Pedestrian Network ..... V-18
  - Parking..... V-20
  - Complete Streets ..... V-21
  - Access and Safety..... V-22
  - Transportation and Emergency Planning..... V-23
  - Regional Transportation..... V-24

# Table of Contents



Sustainable Transportation Network.....	V-24
E. Summary of Recommendations .....	V-26
<b>CHAPTER VI: ECONOMIC DEVELOPMENT .....</b>	<b>VI-1</b>
A. The New Haven Economy.....	VI-1
Unemployment .....	VI-2
Employment by Sector .....	VI-2
Labor Force Characteristics .....	VI-4
Wages .....	VI-4
Employee Commuting Patterns .....	VI-5
State of the Workforce.....	VI-5
Industrial Land Use Patterns.....	VI-6
Commercial Sector .....	VI-7
Retail Sector.....	VI-9
Neighborhood Commercial Districts .....	VI-9
Arts, Cultural, and Entertainment Facilities.....	VI-10
B. Planning Considerations.....	VI-12
C. Guiding Principles for Recommendations .....	VI-13
D. Recommendations .....	VI-14
Balanced Economic Growth .....	VI-14
Business Attraction and Retention .....	VI-15
Coastal Area Development .....	VI-20
Arts, Culture, and Tourism .....	VI-21
Sustainability .....	VI-23
E. Summary of Recommendations .....	VI-25
<b>CHAPTER VII: ENVIRONMENT .....</b>	<b>VII-1</b>
A. Overview .....	VII-1
Air Quality .....	VII-1
Energy Efficiency .....	VII-2
Water Quality .....	VII-4
Sewage and Stormwater .....	VII-6
Parks and Open Space.....	VII-8
Solid Waste .....	VII-11
Coastal Areas.....	VII-13
Flood Mitigation.....	VII-14
Climate Change and Sea Level Rise .....	VII-15
B. Planning Considerations.....	VII-17
C. Guiding Principles for Recommendations .....	VII-18
D. Recommendations .....	VII-18
Natural Systems .....	VII-18
Air Quality .....	VII-19



## Table of Contents

Water Quality .....	VII-20
Flood Protection.....	VII-21
Habitat Protection .....	VII-22
Parks and Open Space.....	VII-24
E. Summary of Recommendations .....	VII-28

# Table of Contents



## LIST OF ACRONYMS

ACS .....	American Community Survey
ADA.....	Americans with Disabilities Act
AMI.....	area median income
BFE.....	base flood elevation
BOA.....	Board of Alders
C&D .....	construction and demolition
CAM.....	Coastal Area Management
CARE .....	Community Alliance for Research and Engagement
CDBG .....	Community Development Block Grant
CDBG-DR.....	Community Development Block Grant Disaster Recovery Program
CGS .....	Connecticut General Statutes
CLG .....	Certified Local Government
CMA.....	Consolidated Metropolitan Area
CMSC.....	Connecticut Main Street Center
CMT .....	Community Management Team
CNG .....	compressed natural gas
CO.....	carbon monoxide
ConnDOT .....	Connecticut Department of Transportation
CPC .....	City Plan Commission
CPTED .....	Crime Prevention through Environmental Design
CRS.....	Community Rating System
CSO.....	combined sewer overflow
CT DEEP .....	Connecticut Department of Energy and Environmental Protection
CTTRANSIT.....	Connecticut Transit
DECD.....	Department of Economic and Community Development
EDC .....	Economic Development Corporation
EPA.....	Environmental Protection Agency
ESG .....	Emergency Solutions Grant
ESL.....	English as a second language
ESWPAF .....	East Shore Water Pollution Abatement Facility
FAR .....	floor area ratio
FEMA .....	Federal Emergency Management Agency
FIRM .....	Flood Insurance Rate Map
FIS.....	flood insurance study
GASSD.....	Grand Avenue Special Services District
GCC.....	Gateway Community College
GHG .....	greenhouse gas
GNHTD.....	Greater New Haven Transit District
GNHWPCA.....	Greater New Haven Water Pollution Control Authority
Gwh .....	gigawatt-hours



# Table of Contents

## LIST OF ACRONYMS

HANH..... Housing Authority of New Haven  
HDC..... Historic District Commission  
HOME ..... HOME Investments Partnership Program  
HOPWA..... Housing Opportunities for Persons with AIDS  
IPCC ..... Intergovernmental Panel on Climate Change  
kW ..... kilowatts  
LCI..... Livable City Initiative  
LDA ..... Land Disposition Agreement  
LEED..... Leadership in Energy and Environmental Design  
LMA ..... Labor Market Area  
LTCP ..... Long-Term Control Plan  
LWLP ..... Live, Work, Learn, Play  
MDP..... Municipal Development Plan  
Mgd ..... million gallons per day  
MSW..... municipal solid waste  
MTA ..... Metropolitan Transportation Authority  
mW ..... megawatts  
NEC..... Northeast Corridor  
NHDC..... New Haven Development Commission  
NHLT ..... New Haven Land Trust  
NHRA ..... New Haven Redevelopment Agency  
NHZO ..... New Haven Zoning Ordinance  
NO<sub>2</sub> ..... nitrogen dioxide  
NRD ..... National Register District  
NRZ ..... Neighborhood Revitalization Zone  
P&W ..... Providence and Worcester Railroad  
PILOT ..... payment in lieu of taxes  
PDD..... Planned Development District  
PDU..... Planned Development Unit  
PM ..... particulate matter  
ppm ..... parts per million  
QRCDC..... Quinnipiac River Conservation and Development Corridor  
REX ..... Regional Economic Development Agency  
ROOF ..... Real Options for Overcoming Foreclosure  
RWA..... Regional Water Authority  
SCRCOG ..... South Central Regional Council of Governments  
SCSU ..... Southern Connecticut State University  
sf..... square feet  
SFHA ..... Special Flood Hazard Area  
SLE ..... Shore Line East

# Table of Contents



## LIST OF ACRONYMS

TCPU .....	transportation, communications, and public utilities
TDM.....	transportation demand management
TIP.....	Transportation Improvement Program
TTP.....	Transportation, Traffic, and Parking
URI.....	Urban Resources Initiative
VMT .....	vehicle miles traveled
WIA.....	Workforce Investment Act
WRAP.....	Winchester Revitalization Art Project
WRNSC .....	West River Neighborhood Services Corporation
WRWC .....	West River Watershed Coalition
YNHH .....	Yale-New Haven Hospital



# Table of Contents

## LIST OF MAPS

Future Land Use Map ..... xli

Future Land Use Map Category Changes (2003-2015)..... xliii

Existing Land Use Map ..... III-3

Future Land Use Map ..... III-18

Neighborhood Planning Opportunities ..... IV-34

Existing CT Transit Bus Routes ..... V-6

Existing & Proposed Bike/Ped Network..... V-9

Existing & Proposed Greenways and Trails ..... V-10

Commercial/Industrial Concentrations ..... VI-8

Status of Sewer Separation Map ..... VII-9

Existing and Proposed Sewer Connections..... VII-10

Current & Proposed Environmental Systems ..... VII-23

Existing& Proposed Greenways & Trails ..... VII-25

All maps within this document are created by New Haven City Plan Department using City of New Haven GIS parcel files as baseline data. These maps are for illustrative and community-based planning purposes only. Every reasonable effort has been made to assure the accuracy of the map and data provided; nevertheless, some information may not be accurate. The City of New Haven assumes no responsibility arising from the use of this information.

No warranty is made by the City of New Haven as to the accuracy, reliability or completeness of these data for individual or aggregate use with other data. Data used in these maps is compiled from various sources. Spatial information may not meet national map accuracy standards. This information may be updated without notification.



## A. INTRODUCTION

New Haven is growing once again with large concentration of arts, culture and entertainment facilities of local, as well as regional significance; the presence of world-class educational/medical institutions; diverse and historic residential neighborhoods; multi-modal transportation systems; mixed-use commercial corridors; nearly 450 restaurants offering varied cuisines; approximately 350 retail establishments; and several public/private investments already underway or planned. The city is thus poised to become one of the best small cities in America in the near future. Although New Haven's population decreased by 25 percent between 1950 and 2000, including a 5.2 percent decrease between 1990 and 2000, the first decade of the 21<sup>st</sup> Century saw a reversal of this trend as the city's population increased by 5 percent, with a 4 percent increase in housing (US Census, 2010). Over the next decade, the population is forecasted to grow by nearly 15 percent over the next decade (CT Data Center, 2010 estimate). It is now one of the fastest growing cities in Connecticut. The shared community vision for the next decade is to further grow it into a sustainable, healthy, and vibrant city by building on existing strengths and opportunities.



# Executive Summary

This update to the City’s 2003 Comprehensive Plan of Development was prepared in a manner consistent with Connecticut General Statutes (CGS) 8-23. It is a realistic assessment of existing conditions in the city, blueprint for the City’s vision for the next decade, and policy guide for achieving the City’s planning goals. The Plan update is necessary to both meet state statute requirements and to take a proactive and unified approach to guide future development and infrastructure investments within the city over the next decade through necessary changes to the City’s physical development policies and land use regulations. It responds to regional housing, economic, and transportation needs by analyzing socio-economic and housing trends of the past decade (as shown in the Databook) and recommending policies to stabilize the city’s position as a regional urban growth center over the next decade.

## B. ACCOMPLISHMENTS OF PAST PLAN

The previous Comprehensive Plan of Development (2003) guided various sub-planning initiatives, planning projects, and large-scale developments in the city over the past decade. A list of accomplishments and progress made under each category discussed in Page II.29 of the 2003 Comprehensive Plan of Development are listed below (organized by planning topics):

### Land Use Changes/Major Zoning Amendment Areas

- ❖ Grand Avenue (BA-1)
- ❖ Route 34 West (BA and RM-2)
- ❖ Hospital Area (BD-2)
- ❖ Former Coliseum Site (BD-3)
- ❖ Chapel Street (Expansion of BD-1)
- ❖ Lehman Brothers Property in East Rock (Changed from IL to RM-2)
- ❖ Register Site on Long Wharf (IL to BA)
- ❖ Union Street parcels in Wooster Square (BA to BD-1)
- ❖ West Rock: Rock View/Brookside(PDD)
- ❖ Yale School of Management (PDD)
- ❖ **New Residential Colleges at Yale** (PDD)
- ❖ Whalley Avenue Overlay Zone



Rendering of the approved new residential colleges at Yale overlooking Farmington Canal Trail near Prospect Street

# Executive Summary



## Housing and Neighborhood Planning Implementation Areas

### *New Neighborhood Forms:*

- ❖ West Rock
- ❖ **Quinnipiac Terrace**

### *Neighborhood Revitalization In/Around Schools or Public Squares:*

- ❖ Fair Haven K-8 School/Fair Haven on Grand Avenue/James Street
- ❖ Barnard School/West River
- ❖ Chatham Square/Fair Haven
- ❖ Clinton Avenue School Area
- ❖ John Daniels School Area

### *Transit-oriented Developments Implemented:*

- ❖ Shartenberg Site (**360 State Street**)
- ❖ Former Union Trust Building in Downtown New Haven at 205 Church Street

### *Transit-oriented Developments Approved/Planned:*

- ❖ Comcast site in Wooster Square at 630 and 673 Chapel Street
- ❖ 87 Union Street in Wooster Square
- ❖ Goatville in East Rock (**State Street Lofts**)

### *Municipal Development Plans Prepared and/or Adopted:*

- ❖ River Street (adopted)
- ❖ Mill River (adopted)
- ❖ Route 34 West (prepared)

In addition, several small-scale housing rehab projects, such as the Putnam Street housing rehab project, were implemented across the city by the City or local non-profits using Community Development Block Grant (CDBG) and HOME Investments Partnership Program (HOME) funds. The New Haven residential licensing program was also established to address absentee landlords and eliminate blight.



View of Quinnipiac Terrace public housing development



View of 360 State Street mixed-use residential building



Rendering of the State Street Lofts –232 market rate apartments approved in East Rock neighborhood

# Executive Summary



View of Science Park development in Newhallville neighborhood.

## Economic Development Implementation Areas

### *Major Economic Development Initiatives Implemented:*

- ❖ **Science Park** (development of new building at 25 Science Park and new mixed-use garage)
- ❖ Gateway Community College, Sargent Drive
- ❖ The Grove and The Grid entrepreneurship hubs
- ❖ 300 George Street—fully tenanted
- ❖ 900 Chapel Street
- ❖ 100 College Street (Downtown Crossing Phase I)
- ❖ Continuum of Care headquarters on Dwight Street
- ❖ Audubon Street
- ❖ New Haven Construction Workforce Initiatives—1 & 2 (training applicants to place them in construction fields)
- ❖ Mayor’s Community Arts Program (financial, technical, and marketing assistance to local artists and cultural programs)
- ❖ Project storefronts (encouraging temporary leases to fill empty storefronts and showcase local talent)

### *Recently Implemented Economic Development Initiatives (2014 - Present):*

- ❖ Ignite! (web platform to raise funds for local community projects)
- ❖ Small Business Service Center (management and technical assistance to existing and startup businesses)
- ❖ New Haven Food Truck Festival

### *Major Site Specific Economic Development Initiatives Planned:*

- ❖ Former Coliseum site mixed-use Development
- ❖ Downtown Crossing Phases II and III

### *Neighborhood Commercial Districts Revitalized:*

- ❖ Westville Village
- ❖ Lower State Street
- ❖ **Audubon Street**



View of Audubon commercial district

# Executive Summary



## Transportation Implementation Areas

### *Intermodal Freight Improvements:*

- ❖ Electrification of port area

### *Public Transportation Systems Implemented:*

- ❖ Downtown/Union Station Connecticut Transit (CTTRANSIT) Free Shuttle
- ❖ Airport improvements—detention area
- ❖ **New State Street Train Station**
- ❖ Street Smarts initiative launched
- ❖ Complete streets
- ❖ Bike/ped improvements at select locations
- ❖ Traffic calming devices at select locations

### *Urban Boulevards Implemented:*

- ❖ **Route 34 East** (between College and Orange Streets)

### *New Highway Connections:*

- ❖ Re-configured Exit 46/Long Wharf Access
- ❖ Re-constructed Q Bridge
- ❖ Connecticut Department of Transportation (ConnDOT) Interstate 95 widening

## Environment Implementation Areas

### *Landscape Areas Preserved:*

- ❖ Morris Creek and Marion Street Area
- ❖ Quinnipiac River Marsh in Quinnipiac Meadows by New Haven Land Trust (NHLT)
- ❖ Essex Street marsh by NHLT
- ❖ Russell Street area
- ❖ West River open space
- ❖ Hemingway Creek



View of State Street Train Station



Rendering of Route 34 East urban boulevard currently under construction (Downtown Crossing Phase I)

## Executive Summary



View of new playground equipment at Scantlebury Park in Dixwell neighborhood



View of Farmington Canal Greenway



Flooding problems persist on Union Avenue, home to Metro-North train station—the busiest in Connecticut. The City was recently awarded CDBG-DR funding to mitigate flooding issues in this area.

### *Park Planning:*

- ❖ **New playground equipment** in various neighborhood parks and school sites (including Scantlebury Park as recommended within the 2003 Comprehensive Plan of Development)
- ❖ Cooperated with Connecticut Department of Energy and Environmental Protection (CT DEEP) on West Rock Ridge State Park
- ❖ Private Management of carousel at Lighthouse Point Park, Blake Rink, and golf course

### *Greenways and Trails:*

- ❖ **Farmington Canal Greenway** (Phases I-III complete); Phase IV on-going
- ❖ West River Greenway officially designated
- ❖ Mill River Trail: volunteers established

### *Waterfront Improvements:*

- ❖ Boathouse at Canal Dock's platform completed
- ❖ Flood gates repaired at Morris Cove
- ❖ West River tide gates modified
- ❖ Clifton Street boat Launch

### *On-going Coastal Resiliency Projects:*

- ❖ Community Development Block Grant Disaster Recovery Program (CDBG-DR) project for mitigating flooding issues in Long Wharf
- ❖ CDBG-DR project for mitigating flooding issues in New Haven rail yard
- ❖ CDBG-DR project for mitigating flooding issues in Mill River area
- ❖ CDBG-DR project for **mitigating flooding issues on Union Avenue** (near train station)
- ❖ Bulkhead improvements in Quinnipiac River

The City is also currently working with the Federal Emergency Management Agency (FEMA) to enter the Community Rating Systems (CRS) program that enhances the City's commitment to floodplain protection and provides discounted rate on flood insurance for properties in Special Flood Hazard Areas (SFHAs).

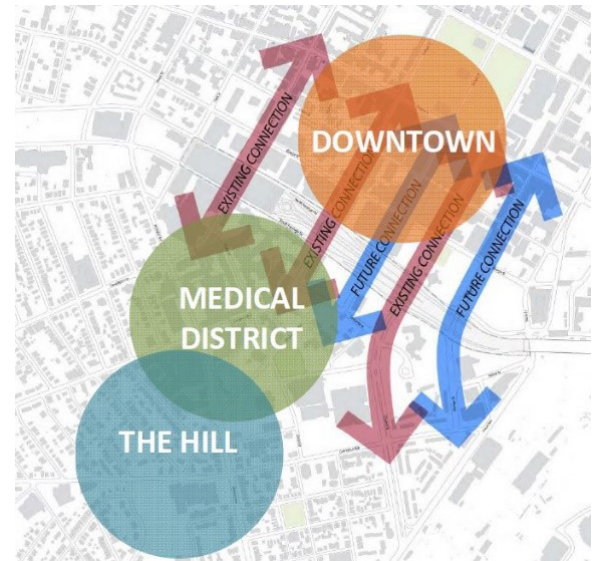
# Executive Summary



## Other Sub-Plans/Studies Conducted

- ❖ *New Haven Air Toxics Inventory (2004)*
- ❖ *New Haven Climate Change Action Plan (2004)*
- ❖ *Plan for Greenways & Cycling Systems (2004)*
- ❖ *New Haven Coastal Program (2006 City Plan Commission adopted)*
- ❖ *Port of New Haven Strategic Land Use Plan (2007)*
- ❖ *New Haven Future Framework (2008)*
- ❖ *New Haven Streetcar Assessment (2008)*
- ❖ **Downtown Crossing Study (Route 34 East) (2009)**
- ❖ *New Haven Union Station Transit Oriented Development Study (2008)*
- ❖ *Route 34 West Municipal Development Plan (2009)*
- ❖ *Route 34 Incentive Housing Zone Study (2010)*
- ❖ *Complete Streets Design Manual (Board of Alders adopted 2010)*
- ❖ *City of New Haven Natural Hazard Mitigation Plan (FEMA adopted 2005, updated 2011)*
- ❖ *Whalley Avenue Corridor Study (2010)*
- ❖ *Whalley Avenue Design Overlay District (New Haven Zoning Ordinance adopted 2010)*
- ❖ *New Haven Streetcar Preliminary Alignment and Implementation Plan (2011)*
- ❖ *New Haven Sustainability Plan (2012)*
- ❖ *City of New Haven Two-way Conversion (2014)*
- ❖ *Site and Architectural Design Guidelines (Board of Alders adopted 2012)*
- ❖ *Hill-to-Downtown Community Plan (2013)*
- ❖ *Mill River District Plan and Mill River Municipal Development Plan (2014 City Plan Commission adopted)*
- ❖ *Mobility Study (2014)*

In addition, as part of the nearly \$ 1.3 billion School Construction Program, at least 30 City schools have been re-built over the past decade to enhance the learning environment and provide year-round facilities that can be used by both schools and the community. Although the Comprehensive Plan does not cover policy issues relating to education (covered by the Board of



The Downtown Crossing Study started in 2007 when the City received federal High Priority Project Transportation funds to design and begin conversion of the eastern section of Route 34 between Union Avenue and Park Street from a depressed limited access highway into a pair of pedestrian-scale city streets.

### Downtown Crossing Phases I-III:

Phase I, currently under construction, will be future home to Alexion Pharmaceuticals, a world-class bio-science company.

Phase 2 will involve restoring Orange Street's connectivity from Ninth Square to Union Station.

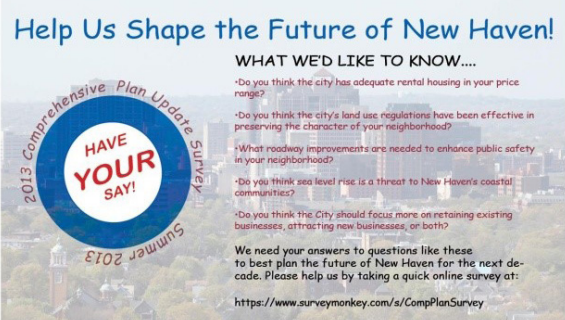
Phase 3 completes the project and will include the connections to Church Street and Temple Street, as well as, transforming MLK Boulevard and South Frontage Road into urban boulevards.

Education) and crime (covered by New Haven Police Department), it is important to note that the nationally recognized New Haven school reform initiative and community-based policing efforts were further strengthened over the past decade. The school reform initiative's purpose is to reduce high school dropout rates, engage the community in students' learning, to academically and financially prepare students to succeed, and to increase retention of college graduates in New Haven. Community-based policing efforts are aimed at increasing communication among the police and local community through regular walking beats, monthly meetings, and increased surveillance. Most recently, the New Haven Board of Alders initiated the New Haven Works jobs pipeline program to promote skills training and placement opportunities for the workforce and re-connect it with local employers. While these efforts are gradually showing results, in the long term this is beneficial in not only producing desired results in education attainment, crime reduction, and enhancing employment opportunities but also for attracting families with children, further stabilizing neighborhoods, and promoting healthy communities.

Many of the recommendations within the 2003 Comprehensive Plan of Development have been either implemented or on-going, as discussed earlier. Some could not be undertaken yet due to staff capacity, budget constraints or market conditions.

## C. PUBLIC INPUT & PLAN UPDATE PRIORITIES

The vision and the planning recommendations discussed within this document were developed through extensive public input. The City Plan Department staff ("staff") attended nearly 50 meetings, visiting most Community Management Teams (CMTs) twice, since the initiation of planning process in December 2012. A **community survey was conducted in 2013** and remained open for a period of two months, which provided opportunity for residents/businesses to offer input at their convenience. It garnered **nearly 920 responses** from all neighborhoods of the city. Staff also regularly updated the various planning boards and commissions of the city, i.e. City Plan Commission (CPC), New Haven Development Commission (NHDC), and New Haven Redevelopment Agency (NHRA) regarding the plan update progress, planning issues heard from residents, and draft planning recommendations. A community feedback form was distributed at all meetings, which was filled out and returned by many residents, as seen in the appendices. Staff also solicited input from active civic/non-profit associations within the city and held one-on-one



Community preference survey card distributed in 2013 at various key locations within the city, which garnered ±920 responses city-wide



More than 900 city residents completed the community survey that informed the recommendations of this document.

# Executive Summary



meetings with interested residents and City department heads. In addition, **three community listening sessions** were held in the Route 34 West area (including residents from Dwight, the Hill, and West River neighborhoods); in Wooster Square/Downtown; and in Westville (including residents from Amity, Beaver Hills, Edgewood, West Rock, and Westville neighborhoods).

Based on this input, it is clear that the general planning focus in the city should be on promoting strategic neighborhood-based planning efforts to reinforce or strengthen a sense of place and distinct identity for each neighborhood. Residents are proud of the history of the city and therefore support more historic preservation efforts. Promoting quality, non-subsidized, and workforce housing developments within the city and improving housing affordability are key housing priorities. Growing skills of the local workforce to prepare for local and regional employers' needs and improving the quality of neighborhood commercial corridors are key priorities for economic development. Reducing greenhouse gas emissions by reducing fossil fuel emissions and encouraging multi-modal transportation systems, particularly enhancing the transit, bicycle/pedestrian and trails network, and promoting transit-oriented developments along major transit corridors are key transportation priorities. Adapting to emerging sea level rise and reducing the carbon footprint are key environmental priorities of the city.

This Plan update emphasizes sustainability in built as well as natural environments by recommending sustainable land use, transportation, economic development, and environmental policies. Without such policies in place, it would become increasingly difficult to mitigate adverse impacts on air quality, transportation networks, utilities, natural habitats, and financial resources if population and housing units grow as forecasted.



Community listening session in neighborhoods surrounding Route 34 West, October 2014



Community listening session in Westville, March 2015.



Community listening session in Wooster Square neighborhood, July 2014

## CONSERVATION & DEVELOPMENT POLICIES: THE PLAN FOR CONNECTICUT



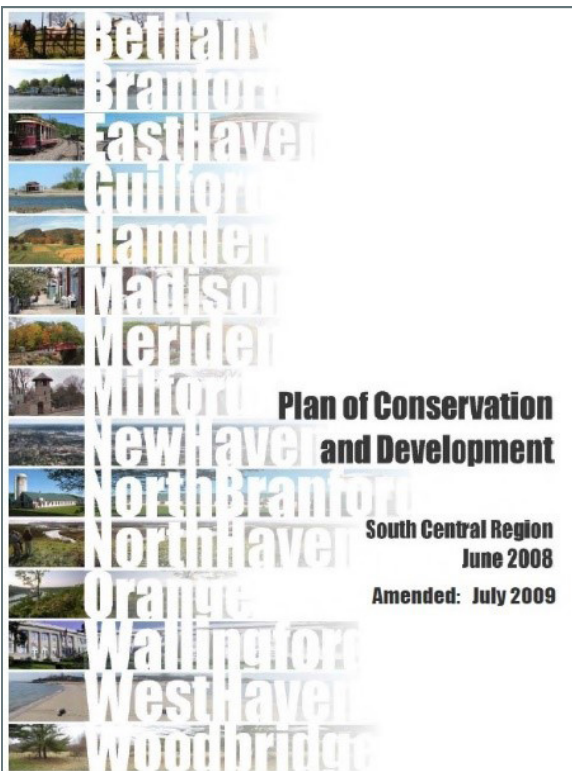
2013-2018

Prepared by the Office of Policy and Management  
In accordance with Connecticut General Statutes Section 16a-29

### D. CONSISTENCY WITH STATE AND REGIONAL PLANS

The recommendations discussed within the document are mostly consistent with *Conservation and Development Policies: The Plan for Connecticut 2013-2018* and regional *Plan of Conservation and Development* (amended 2009). However the area bounded by Church Street South, South Orange Street, Columbus Avenue, and South Orange Street is recommended as a development area and not as conservation area as identified within the State Plan (see Future Land Use map). This is in an urban location and the proposed recommendation reinforces connections between the train station and the surrounding neighborhood through transit-oriented development and job growth, as discussed within the Hill to Downtown Community Plan (2013).

As part of the regional transportation priorities, implementation of the New Haven-Hartford-Springfield commuter rail line; a transit stop in New Haven on the proposed high-speed rail service between New York and Washington, DC (NEC Future); a mixed-use parking garage at Union Station; and necessary improvements to Tweed New Haven Airport to connect to two to three hub cities are pivotal to enhance the city's regional standing as an urban growth center. The implementation of a Cross Town West CTRANSPORT bus route that connects residents in the western neighborhoods of the city directly to West Haven, Southern Connecticut State University (SCSU), and Hamden is needed to enhance transit and relieve some of the traffic congestion in this area, as well as in downtown New Haven. The recommended implementation of proposed West River, Mill River, and Harborside trails are both local and regional priorities to preserve air quality, connect residents with nature, and enhance recreational opportunities. The Plan update supports on-going regional coastal resiliency studies and advocates for renewed discussion on inter-city land use and transportation within the state and the region. The Plan update continues to advocate for the de-centralization of government-assisted affordable housing across the region. Collaborating with state and regional partners to regionalize arts programming, wherever feasible, would further help in branding the region as an arts and cultural destination.



# Executive Summary



## E. COMMUNITY VISION & PLANNING RECOMMENDATIONS

To summarize, the community vision is to continue to grow as a **sustainable, healthy, and vibrant city** over the next decade. The vision and recommendations within this document are guided by five planning themes for the future: Build, Connect, Adapt, Preserve, and Grow, as discussed below:

### ✓ *BUILD*

- ❖ Housing suitable for all incomes and ages
- ❖ Tax-generating developments
- ❖ Places for residents, jobs, and support services

### ✓ *CONNECT*

- ❖ Housing and transit
- ❖ Housing and support services
- ❖ Jobs and residents
- ❖ Support services and jobs

### ✓ *PRESERVE*

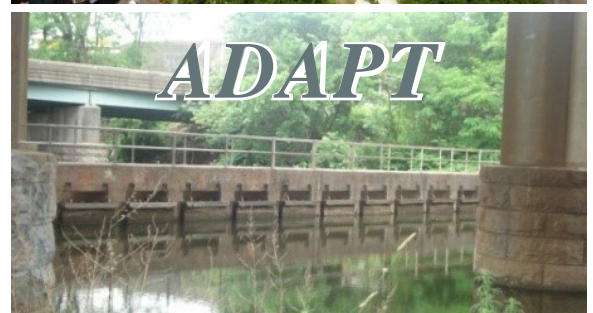
- ❖ Neighborhood character
- ❖ Historic character of the city
- ❖ Natural environment

### ✓ *ADAPT*

- ❖ To climate change events
- ❖ To anticipated sea level rise
- ❖ To inland and coastal flooding
- ❖ To extreme temperatures

### ✓ *GROW*

- ❖ Skills of local workforce
- ❖ Small business assistance
- ❖ Public safety measures
- ❖ Regional standing and image of the city as the “greatest small city on the rise” in America!



A summary of recommendations categorized under these themes by planning topic is shown in the matrix on the following pages.



*This page intentionally left blank.*



## Summary of Recommendations

Topic	Build	Connect	Preserve	Adapt	Grow
<b>Land Use</b>	Near Term ( 1-3 years )	Near Term ( 1-3 years )	Near Term ( 1-3 years )	Near Term ( 1-3 years )	Near Term ( 1-3 years )
	<p>...Developments compatible with the character of the surrounding area through the preparation, adoption, and implementation of a city-wide design guidelines manual.</p> <p>...Mixed-use developments along all of the city's commercial corridors, as indicated within the future land use map, through necessary zoning amendments.</p>	<p>...Residents to jobs, transit, and community/ support services by pursuing necessary zoning amendments, as required, to implement the proposed future land use map of the city.</p> <p>...Residents to healthier food by expressly permitting community gardens in all residential zones where they can build a sense of neighborhood identity and by promoting access to healthier food choices through enhanced bicycle/pedestrian and transit networks.</p> <p>...Residents to the city's waterfront through the preparation of a redevelopment plan for Long Wharf and Canal/Belle Dock area and pursuing zoning amendments accordingly.</p> <p>...Residents to community facilities by encouraging such facilities to be located as focal points of large-scale new developments and by assessing the feasibility of re-using existing vacant community facilities in the city.</p>	<p>...Environmentally sensitive areas through the aggressive enforcement of coastal and wetlands regulations and establishing a systematic policy of compliance with environmental regulations as administered by the City and CT DEEP.</p>	<p>...To changing market trends within the city by conducting a comprehensive community needs assessment periodically based on forecasted population, jobs, and housing trends</p> <p>...To changing market trends by preparing available vacant commercial/industrial spaces for development</p> <p>...To changing market trends by evaluating the City's approach to development review and permitting, and efficiently streamlining the permitting process, wherever appropriate.</p>	<p>...Sustainable transportation systems by assessing the capacity of existing transportation systems in relation to the density and intensity of uses proposed in new developments.</p>
	Medium/Long Term ( >3 years )	Medium/Long Term ( >3 years )		Medium/Long Term ( >3 years )	Medium/Long Term ( >3 years )
	<p>...Distinct identity for the city's neighborhood commercial corridors through the amendment of current zoning standards to better define the type, nature, and intensity of uses allowed and by incorporating form-based standards.</p> <p>...Transit-oriented developments with reduced parking requirements and appropriate densities in suitable locations to facilitate further transit use.</p>	<p>...Residents to quality outdoor recreation through the development of an open space conservation plan for the city, which can be used not only to preserve historically significant natural resources but also serve as a guide for developing an integrated open space system within the built environment.</p>		<p>...To sea level rise and other coastal events by flood proofing structures in areas prone to repetitive floods (as discussed within the Environment chapter) and by reviewing, assessing, and revising the floodplain ordinances of the City periodically.</p>	<p>...General quality of life and health of the residents in all neighborhoods by promoting access to healthier food and increasing access to open spaces/recreational areas through improved and well-connected transportation network.</p> <p>...Sustainable mixed-use, transit-oriented developments by elevating existing land use standards, wherever appropriate.</p>



*This page intentionally left blank.*



## Summary of Recommendations

Topic	Build	Connect	Preserve	Adapt	Grow
<p style="writing-mode: vertical-rl; transform: rotate(180deg);"><b>Housing and Neighborhood Planning</b></p>	<p>Near Term ( 1-3 years )</p> <p>...Consensus among City officials, neighborhood stakeholders, and community members regarding implementation of the <i>Hill-to-Downtown Community Plan</i> through establishment of a Hill-to-Downtown Steering Committee.</p> <p>...Affordable, workforce housing developments through necessary Zoning Ordinance amendments and by exploring the feasibility of creating a housing trust fund for the city.</p>	<p>Near Term ( 1-3 years )</p> <p>...Residents/employees to housing counseling services and existing City-sponsored home ownership/rehab programs through an advanced marketing campaign.</p> <p>...Neighborhoods physically and socially by promoting neighborhood-based planning efforts and encouraging neighborhoods formation of non-profit neighborhood organizations and development corporations. Neighborhood plans are recommended at Long Wharf and Fair Haven to enhance waterfront access and economic development, and at Science Park to connect residents in Newhallville and Dixwell to this development and the Farmington Canal Trail.</p>	<p>Near Term ( 1-3 years )</p> <p>...Historic character of neighborhoods by encouraging thoughtful conversion of some of the existing National Register Districts (NRDs) into local districts i.e., Chapel Street, Ninth Square, Trowbridge Square, Orange Street, Dwight; by exploring new ways of enhancing community visibility and stewardship of historical properties such as seeking “Preserve America” designation for the city; and by making historic resources inventory publicly available so that more people can pursue historic rehabilitation tax credits to rehabilitate historic structures.</p>	<p>Near Term ( 1-3 years )</p> <p>...Existing housing stock to allow aging in place for older households through zoning amendments such as encouraging row housing within existing RM-1 and RM-2 residential districts.</p> <p>Medium/Long Term ( &gt;3 years )</p> <p>...Government-assisted public housing into existing urban fabric through contextual design, appropriate density, and integration with the surrounding area through the implementation of a City-wide design guidelines manual and enhanced transportation network.</p>	<p>Near Term ( 1-3 years )</p> <p>...City-wide homeownership rate for the next decade by at least three percent through effective workforce housing strategies; by marketing existing homeownership and housing rehab programs to low- and moderate-income buyers; and by encouraging large-scale multi-unit developments only when accompanied by a companion homeownership plan.</p> <p>Medium/Long Term ( &gt;3 years )</p> <p>...The number of sustainable and Leadership in Energy and Environmental Design (LEED) certified buildings within the city by implementing a far-reaching energy program focused on the use of renewable power sources within all new housing developments and encouraging more programs that help reduce energy costs in existing housing.</p>
	<p>Medium/Long Term ( &gt;3 years )</p> <p>...Diverse housing stock suitable for all abilities, ages, and incomes by identifying and seeking funding to promote quality, non-subsidized, mixed-income housing; inciting mixed-use developments with family-friendly amenities and support services; advocating for fair, equitable, and de-centralized government-assisted public housing at regional level; and better integrating supportive housing developments through enhanced transportation network.</p> <p>...High-density, multi-family developments at appropriate locations, considering impact of such developments on existing urban fabric relative to traffic, noise, surrounding area density, compatibility with nearby land uses, public convenience and safety, aesthetics, site design, and layout.</p>	<p>Medium/Long Term ( &gt;3 years )</p> <p>...Residents to jobs and support services by promoting residential densities and land use patterns that reduce vehicles miles traveled (VMT) as indicated in proposed future land use map of the city.</p> <p>...Neighborhoods physically and socially by promoting street connectivity along Route 34 corridor (north to south), from Downtown to Wooster Square, and from the Medical District to Union Station.</p> <p>...By promoting community interaction through effective programming and staffing of the Q-house (in Dixwell neighborhood) and adaptive re-use of existing community facilities such as Coogan Pavilion (in Edgewood Park) and Salpento Rink (in East Shore); and by encouraging dramatically new neighborhood forms at select locations, including Farnam Courts, Belle Dock, Science Park, Long Wharf, Mill River, and Church Street South.</p>	<p>Medium/Long Term ( &gt;3 years )</p> <p>...Existing high-quality housing stock and enhance the quality of distressed, privately-owned property through the City’s residential licensing program by expanding its functions through the allocation of additional resources.</p>		



*This page intentionally left blank.*



## Summary of Recommendations

Topic	Build	Connect	Preserve	Adapt	Grow
Transportation	Near Term ( 1-3 years )	Near Term ( 1-3 years )	Near Term ( 1-3 years )	Near Term ( 1-3 years )	Near Term ( 1-3 years )
	<p>...Multi-modal transportation network within the city by developing a transportation master plan that supports the City’s land use and development goals and will assist in assessing funding for needed improvements and potential shortfalls, if any.</p> <p>...A continuous and inter-connected trail network within the city by updating the vision outlined in the <i>Plan for Greenways &amp; Cycling Systems</i> (2004) and completing Phase IV of the Farmington Canal Trail.</p> <p>...A comprehensive and integrated bicycle and pedestrian network within the city by identifying and prioritizing the missing links and implementing solutions accordingly. Improve the quality of existing sidewalks within the Hill, Newhallville, and Dixwell neighborhoods and implement new sidewalks on city’s collector streets i.e., Russell Street, Quinnipiac Avenue, lower Valley Street, and Foxon Boulevard.</p> <p>...Appropriately sized, mixed-use parking facility at Union Station to support transit-oriented development and job growth.</p> <p>...Bicycle parking facilities within all public/private parking lots in the city, and on street at key locations within Downtown.</p> <p>...Dedicated and/or separated bike facilities on major arterials of the city, such as, Whalley Ave., Edgewood Ave., MLK Blvd., Grand Ave., Congress Ave., Forbes Ave., and Water St.</p> <p>...Wayfinding signage systems (Phase I) in Downtown New Haven and develop Phase II study for implementing wayfinding signs that connect to key neighborhood destinations.</p>	<p>...Residents in the eastern neighborhoods to Downtown through enhanced bike/ped network.</p> <p style="text-align: center;">Medium/Long Term ( &gt;3 years )</p> <p>...residents to jobs, housing, and other support services through enhanced transit service that reduces headways; extends weekday and weekend service; and provides real time information on transit arrivals, delays, and departures.</p> <p>...Employees on the west side of the city who work in Hamden and West Haven through the promotion and subsequent implementation of the proposed Cross Town West route.</p> <p>...New Haven to New York and Boston and enhance regional economic competitiveness by advocating for a faster rail service to these destinations.</p> <p>...Residents/employees/students to local existing shuttle routes by exploring opportunities to combine Yale and CTTRANSIT shuttle routes and by encouraging U-Pass options for students at Yale, SCSU, and Albertus Magnus.</p> <p>...New Haven’s commercial air service to Florida and two to three hub cities.</p> <p>...Existing port district with freight railroads by extending rail service along Waterfront Street and to the North Yard.</p> <p>...Neighborhoods surrounding Route 34 corridor currently separated by large tracts of vacant land and the Medical District to Union Station and Downtown.</p>	<p>...The quality of the natural environment by promoting the use of electric and hybrid vehicles and by implementing an effective travel demand management program.</p> <p>...The quality of the natural environment by reducing vehicle emissions at signals through the synchronization of existing traffic lights, especially within Downtown where major employers are located (signal studies recommended on Whalley, Whitney, and Dixwell Avenues).</p> <p style="text-align: center;">Medium/Long Term ( &gt;3 years )</p> <p>...The quality of the natural environment by transforming existing streets into “green streets.”</p>	<p>...To sea level rise and other coastal/inland flooding events by ensuring that the design of complete streets considers the requirements for emergency vehicle access.</p> <p style="text-align: center;">Medium/Long Term ( &gt;3 years )</p> <p>...To sea level rise and other coastal flooding events by working with the Office of Emergency Management to identify, prioritize, and publish evacuation routes within the city based on a scenario-based approach.</p>	<p>...The reliability, frequency, and efficiency of existing transit service within the city by partnering with CTTRANSIT to develop a bus transit needs analysis to identify and prioritize underserved routes and develop strategies accordingly and by implementing the recommendations of Parking and Transit Working Group (2013).</p> <p>...Paratransit service and ride share options within the city by partnering with Greater New Haven Transit District and CT Rides to expand current programs and services.</p> <p style="text-align: center;">Medium/Long Term ( &gt;3 years )</p> <p>...Public safety by implementing traffic calming solutions at poorly designed, high volume, and/or accident prone locations of the city including, Ella Grasso Blvd., upper Whalley Ave, upper State St., Clinton Ave., Foxon Blvd., Sargent Dr., and at James Hillhouse and King Robinson schools.</p> <p>...Public safety by promoting adequate lighting of sidewalks and parking lots and by promoting upgrades to the existing bus stops and bus shelters.</p> <p>...A sustainable transportation system to conserve energy and reduce greenhouse gas emissions by encouraging the use of natural gas and bio-diesel fuels.</p>



*This page intentionally left blank.*



Summary of Recommendations

Topic	Build	Connect	Preserve	Adapt	Grow
<b>Transportation</b>	<p>...Complete streets based on urban street design standards by updating the <i>Complete Streets Design Manual</i>, streamlining the process for accepting applications, and promoting transparency in decision making and implementation.</p> <p style="text-align: center; background-color: #d3d3d3;">Medium/Long Term ( &gt;3 years )</p> <p>...Two-way street systems on York Street, College Street, Church Street, George Street, Crown Street, Dwight Street, Howe Street, Tower Parkway, and Grove Street.</p> <p>...A truck routing system that curtails traffic on local streets and promotes the use of designated arterial connections.</p> <p>...the West River Greenway Trail by identifying funding sources as a first step to building new trails over the next decade.</p>				
<b>Economic Development</b>	<p style="text-align: center; background-color: #d3d3d3;">Near Term ( 1-3 years )</p> <p>...An all-inclusive economy by encouraging neighborhood-based economic development initiatives that considers a neighborhood's assets and opportunities and by supporting equitable distribution of resources.</p> <p>...A stronger Downtown core by promoting mixed-income, transit-oriented workforce housing developments that help increase economic activity beyond the traditional business hours, promote vibrancy, and attract potential employers to relocate to the city.</p> <p>...A comprehensive, city-wide, web-based mapping portal of all existing arts, culture, and tourism areas/facilities in New Haven to increase visibility, facilitate further use, and guide the location of sites for future venues.</p>	<p style="text-align: center; background-color: #d3d3d3;">Near Term ( 1-3 years )</p> <p>...Residents/employees to City-sponsored small business/entrepreneur assistance programs and networking opportunities through enhanced marketing efforts.</p> <p>...Local workforce to local jobs by enhancing their skills through partnerships with workforce boards and educational institutions and preparing them for a technology-based economy predominant in the 21<sup>st</sup> century. Promote training opportunities in advanced manufacturing, life sciences, and arts clusters, which are proven to be the strengths of the New Haven economy.</p>	<p style="text-align: center; background-color: #d3d3d3;">Near Term ( 1-3 years )</p> <p>...The quality of the natural environment by encouraging local businesses and industries to make energy-efficient structural, as well as, process-based improvements.</p> <p>...The quality of the natural environment by developing and requiring mandatory recycling practices at all local cultural/art events and through proper enforcement of these practices.</p> <p style="text-align: center; background-color: #d3d3d3;">Medium/Long Term ( &gt;3 years )</p> <p>...The quality of the natural environment by exploring the feasibility of sharing and re-using industrial waste within the city's light industrial areas.</p>	<p style="text-align: center; background-color: #d3d3d3;">Near Term ( 1-3 years )</p> <p>...To sea level rise and other coastal/inland flooding events by participating in FEMA's Community Rating System so that all property owners in coastal areas, including businesses, can avail a discounted rate on their flood insurance costs.</p> <p style="text-align: center; background-color: #d3d3d3;">Medium/Long Term ( &gt;3 years )</p> <p>...To sea level rise and other coastal/inland flooding events by identifying and seeking new sources of funding to address and improve the resiliency of properties in V and VE flood zones.</p>	<p style="text-align: center; background-color: #d3d3d3;">Near Term ( 1-3 years )</p> <p>...Neighborhood-based commercial corridors into Connecticut's Main Streets by improving land use and design standards, and marketing and coordinating efforts as outlined within CT Main Street's 'Building a Neighborhood Commercial District Revitalization Program Report' (May 2014).</p> <p>...Awareness among local workforce about career prospects in advanced manufacturing sector (manufacturing of medical devices and biotechnology, pharmaceutical, and aerospace products) which continues to be a strong component of regional economy.</p> <p>...Locally-owned destination businesses and restaurants that add to the uniqueness of the city by continuing to offer small business training and technical/financial assistance to small business owners and start-up entrepreneurs.</p>



*This page intentionally left blank.*



Summary of Recommendations

Topic	Build	Connect	Preserve	Adapt	Grow
<p><b>Economic Development</b></p>	<p>...A business-focused marketing campaign for the city using television and other local media to publicize recent growth trends and strategic assets for the city, particularly its unique concentration of arts, entertainment, cultural facilities, and restaurants.</p> <p>...Large-scale, mixed-use commercial developments in Long Wharf and enhance waterfront access and connectivity through the development of a sound land use plan for this area.</p> <p style="text-align: center; background-color: #cccccc;">Medium/Long Term ( &gt;3 years )</p> <p>...A fixed route, more frequent, and visible local commuting option that links Downtown to the neighborhood-based commercial districts to further enhance economic activity and vitality.</p> <p>...The tax base of the city and also create new economic opportunities by implementing the vision of <i>Hill-to-Downtown Community Plan</i>, <i>Mill River District Plan</i>, and <i>Downtown Crossing (Phase IV)</i> and redeveloping Route 34 West based on the recently approved zone change and design guidelines manual (January 2015) for this area.</p> <p>...City-wide fiber optic network to ensure that the entire city is well connected through wireless communication systems.</p>	<p>...Historically under-represented groups within the local workforce to local jobs by identifying deficiencies in each industry sector and promoting training and placement opportunities (through New Haven Works) accordingly.</p> <p>...Local college students to community-based voluntary activities while they are still in school and encourage their participation in the City’s boards and commissions. Encourage entrepreneurial opportunities to improve the retention of college graduates within the city.</p>			<p>...Tourism opportunities within the city by deploying “driverless” vans with pre-recorded tours and historic commentary up and down Chapel and Church Streets.</p> <p>...Career pathways for local high school students and enhance before/after school care programming of community-based facilities to further promote community building and economic development.</p> <p>...Jobs in agri-business/bioscience cluster, which is one of the emerging business clusters within the region, by opening a food processing incubator at the Goffe Street Armory site and by enabling urban farm siting locations through local land use regulations.</p> <p>...Informal science learning and innovation in Downtown New Haven by re-imagining long vacant 45 Church Street property as a creative center.</p> <p style="text-align: center; background-color: #cccccc;">Medium/Long Term ( &gt;3 years )</p> <p>...Regional economic activity within the city’s Port district by improving access and connectivity to the Port area.</p> <p>...The city’s image as an arts and entertainment destination by further enhancing employment opportunities within this sector through targeted vocational training; by regionalizing arts programming, where feasible; and by re-imagining a signature Marcel Breuer building on Long Wharf (vacant 10+ years) as a global creative consortium.</p> <p>...Green jobs within other industries besides the construction industry to ensure a sustainable economy.</p>



*This page intentionally left blank.*



## Summary of Recommendations

Topic	Build	Connect	Preserve	Adapt	Grow
<b>Environment</b>	<p style="text-align: center;">Near Term ( 1-3 years )</p> <p>...An integrated and continuous trail network within the city by completing Phase IV of Farmington Canal trail and updating the vision of <i>Plan for Greenways &amp; Cycling Systems</i> (2004).</p> <p>...The missing infrastructure for enhancing the existing bicycle/pedestrian network within the city and facilitate enhanced use of transit through the implementation of sustainable land use, housing, transportation, and economic development strategies to improve air quality.</p> <p>...Natural infiltration measures such as bioswales and other green infrastructure and source control measures in all city neighborhoods for sedimentation and erosion control and effective stormwater management, thus reducing urban heat island effect and allowing maximum rainwater capture.</p> <p>...Natural buffers around conservation areas to minimize adverse impacts from development activities and regularly maintain these buffers through periodic clean-ups.</p> <p>...Value-added improvements to the city's park system to enhance its usage and promote safe access to parks, especially in underserved neighborhoods, by capitalizing on site and resource opportunities.</p>	<p style="text-align: center;">Near Term ( 1-3 years )</p> <p>...Residents to city parks by encouraging "friends of parks" groups to promote stewardship and also increase revenues.</p> <p>...All of the existing city parks and open spaces with safe pedestrian and bicycle access routes.</p> <p>...Residents to effective waste reduction and recycling strategies to eliminate pollutants from entering the city's stormwater management system and to soil lead testing measures through advanced outreach campaign.</p>	<p style="text-align: center;">Near Term ( 1-3 years )</p> <p>...Archaeological sites and natural habitat through development standards that encourage sound land use practices and by making the city's endangered species location map and map of archaeological resources publicly available to raise awareness among residents on the locations of these sites.</p> <p>...On-site healthy trees, to the extent possible, for all development/utility projects, and where such trees cannot be preserved due to poor health, encourage replacement of those trees.</p>	<p style="text-align: center;">Near Term ( 1-3 years )</p> <p>...To sea level rise and other coastal/inland flooding events by continuing to strictly enforce the City's floodplain ordinances to limit developments in SFHAs and by updating and adopting the <i>City of New Haven Natural Hazard Mitigation Plan</i> (last updated in 2011 and expiring in 2016) and Climate Action Plan (prepared in 2001).</p>	<p style="text-align: center;">Near Term ( 1-3 years )</p> <p>...The image of all city parks to make them accessible, inviting, exciting, and well maintained through landscape improvements, turf renovations, new signage, and site furniture. Repair deteriorated infrastructure such as bulkheads; parking lots; roadways; irrigation systems; tennis, basketball, and bocce courts; splash pads, and other support amenities.</p> <p>...Opportunities for promoting commercial, non-profit agriculture through amendments to the local land use regulations that help mitigate the urban heat island effect, as well as promote community cohesion.</p>
	<p style="text-align: center;">Medium/Long Term ( &gt;3 years )</p> <p>...An integrated and continuous trail network within the city by identifying and seeking funding to start work on the proposed West River Greenway Trail, identify partners for initiating the process of designating proposed Harborside and Fair Haven Trails as official greenways, and subsequently build these trails.</p>	<p style="text-align: center;">Medium/Long Term ( &gt;3 years )</p> <p>...Residents to the city's waterfront by promoting ecotourism opportunities through selective acquisition of parcels along the waterfront.</p> <p>...Residents to year round indoor/recreational opportunities through effective programming and staffing at the new Q-House (currently in design stage) serving central neighborhoods of the city and by exploring the feasibility of re-using Coogan Pavilion and Salpento Rink as all-weather indoor community-based recreational centers serving western and eastern neighborhoods of the city, respectively.</p>	<p style="text-align: center;">Medium/Long Term ( &gt;3 years )</p> <p>...The quality of the natural environment by ensuring at least a 30 percent reduction in VMT in the city over the next decade by implementing effective land use, housing, transportation, and economic development strategies.</p>	<p style="text-align: center;">Medium/Long Term ( &gt;3 years )</p> <p>.....To sea level rise and other coastal/inland flooding events by continuing to strictly enforce the City's floodplain ordinances to limit developments in SFHAs and by updating and adopting the City's Natural Hazard Mitigation Plan (last updated in 2011 and expiring in 2016) and Climate Action Plan (prepared in 2001), in addition to identifying and seeking funding opportunities to correct coastal, as well as inland, flooding issues within the city.</p>	<p style="text-align: center;">Medium/Long Term ( &gt;3 years )</p> <p>...Existing tree canopy in New Haven for the next decade similar to the Tree Haven 10K pledge for the city for the 2010-2014 period by identifying parcels or blocks with minimal or no tree canopy and relatively large amount of impervious surface and planting street trees in such areas.</p>



*This page intentionally left blank.*

# Executive Summary



## F. PROPOSED FUTURE LAND USE MAP

An important function of the Comprehensive Plan of Development is to guide future land use decisions. Any zone changes proposed should be generally consistent with the Comprehensive Plan. If not consistent, the conditions at which the re-zoning is proposed should be carefully studied and the Comprehensive Plan must be amended accordingly to reflect the change in the conditions.

The proposed land use maps shown on pages xxxix and xli at the end of this section identify the City Plan Commission’s most desirable use of land for residential, industrial, and conservation areas and other purposes. Given the fully-developed nature of the neighborhoods, special attention is given to fitting new development within the fabric of the existing landscape. The Commission emphasizes an important strength of New Haven by providing for mixed-use opportunities in neighborhood commercial and general business settings. The proposed land use categories within the map are described in more detail below.

### Low-density Residential

In keeping with the existing development pattern, the Commission recommends preservation of existing neighborhoods, and new development and infill housing in these areas as single-family environments at a density not to exceed 7,500 square feet (sf) per single-family lot.

### Medium-density Residential

In keeping with the existing development pattern, the Commission recommends preservation of existing neighborhoods by promoting new development/infill housing with minimum lot size in the range of 5,400 sf to 6,000 sf and designed in a manner compatible with the prevailing neighborhood character. Conversion of existing residential structures to higher densities is discouraged.

### High-density Residential

In certain areas, generally located near transit on arterials or Downtown, the Commission recommends higher density residential developments.



Example of a low-density residential property located on Oliver Road



Example of a medium-density residential property located on Orange Street



Example of a high-density residential property located on Tower Lane

# Executive Summary



Example of a special high-density residential property located on Whitney Avenue

## Special High-density Residential

The Commission recommends continuing the more restrictive high-density designation along significant thoroughfares, particularly Whitney Avenue, in order to prevent the encroachment of office or commercial uses and inappropriately-scaled residential buildings, and to preserve distinctive historic streetscapes.

## Office Mixed Use

The Commission encourages mixed-use environments with office and residential uses at these locations. Stand-alone retail and commercial uses are discouraged.

## Neighborhood Commercial Mixed Use

Neighborhood mixed-use areas generally correspond to neighborhood commercial districts and/or streets with a mix of traditional housing and sporadic commercial development. The environments are desirable for pedestrians and functional for neighborhood services, storefront retail, and office activity. Large format, stand-alone retail with extensive surface parking is discouraged in these areas. Form-based standards are encouraged to promote site design that improves the aesthetics of these districts.



Example of an office mixed-use property on Chapel Street.

## General Commercial Mixed Use

Commercial mixed-use areas are general business zones found generally along major arterials. The Commission further recommends mixed-use environments (both commercial/residential and retail/office) where appropriate. A variety of uses at relatively higher densities than those observed in neighborhood commercial mixed-use are encouraged in these districts. Form-



Example of a neighborhood commercial mixed-use property located in East Rock neighborhood



Example of general commercial mixed-uses envisioned along lower Whalley Avenue

# Executive Summary



based standards are also encouraged to promote site design that improves the walkability and aesthetics of these districts.

## Large-scale Commercial Mixed Use

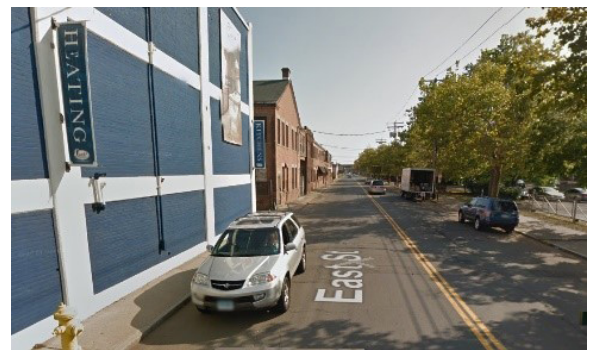
The Commission recommends continued development of sites in the Long Wharf area along Interstate 95 and at Canal/Belle Dock (south of Forbes Avenue) for office space, light industrial, residential, and retail and restaurant type uses. Particular attention should be paid to waterfront connections, careful site design, (minimal) signage, and flood protection. Adaptive re-use of sites is encouraged to the extent possible. Focus specific planning and redevelopment attention at Long Wharf with the intent to develop a framework for the redevelopment of the district into a more mixed-use, more dense urban, commercial, and coastal district, connected to Vietnam Veterans Memorial Park.



Rendering of Tysons West mixed-use development in Virginia: an example of large-scale commercial mixed use

## Industrial

Industrial areas, generally found in Mill River, along River Street, lower West River, as well as, Quinnipiac Meadows, are intended to promote manufacturing/production activities and more intense employment generation in a manner consistent with light industrial zoning uses.



Existing view of industrial area in Mill River neighborhood

## Industrial Mixed Use

Industrial mixed-use areas, proposed in Mill River and River Street area, are with some storefront retail/office space to enhance pedestrian activity and vibrancy in the area. Recreational/open space is also encouraged along the waterfront in coastal zone areas.



Source: Mill River District Plan (2014)

Rendering of a mixed-use, pedestrian-oriented industrial district envisioned in the Mill River area of the city

# Executive Summary



Example of marine mixed-use property located on 100 South Water street

## Marine Mixed Use

The Commission encourages development of these areas as a mix of water-dependent recreational boating, marinas, and shellfish operations of fishing and related activities and waterfront residential environments.

## Downtown Commercial Mixed Use

In areas within Downtown or closer to the edge of Downtown, the Commission encourages high-density, mixed-use environments generally with pedestrian-level retail/restaurant-type uses, residential, and predominantly multi-floor office/commercial space.

## Downtown Residential Mixed Use

In areas within Downtown or closer to the edge of Downtown, the Commission encourages high-density, mixed-use environments generally with pedestrian-level retail/restaurant/office-type uses and predominantly multi-floor residential space.



Example of Downtown commercial mixed-use building on 195 Church Street



Example of Downtown residential mixed-use building on 360 State Street.

# Executive Summary



## Downtown Medical Mixed Use

In areas closer to Yale New Haven Hospital and the Yale Schools of Medicine and Public Health or at the edge of Downtown, the Commission encourages high-density, mixed-use environments generally with pedestrian-level retail/restaurant/office-type uses and multi-floor medical/laboratory/technology space

## Downtown Transit-oriented Mixed Use

The Commission recommends development of multi-storied mid- and high-rise buildings suitable for residential/commercial/medical research and office uses on parcels closer to Route 34 East (Downtown Crossing). Since these parcels are also closer to the city's transportation center at Union Station, reduced parking requirements within this district would enable a transit-, bike-, and pedestrian-friendly environment. Pedestrian-level retail/restaurant and other active uses are generally encouraged on the ground floor.

## Institutional

The Commission recommends development of these areas for institutional uses, including core educational, government, and health care facilities. Many cultural facilities are also considered institutional uses.

## Port

The Commission recommends development of the port area in a manner consistent with the needs of water-dependent port terminals, including sufficient space for storage, processing, and ancillary port services in a non-obnoxious manner.



Example of Downtown medical mixed-use building currently under construction at 100 College Street.



Example of Downtown transit-oriented mixed-use development proposed at former Coliseum site.



View of New Haven Port area



Picture of Yale University building in Downtown New Haven.



# Executive Summary

## Parks and Open Space

The Commission recommends protection of these areas as dedicated open space, deed-restricted conservation areas, and/or active recreational spaces.



View of Quinnipiac River park used for community events.

# NEW HAVEN VISION 2025 FUTURE LAND USE MAP



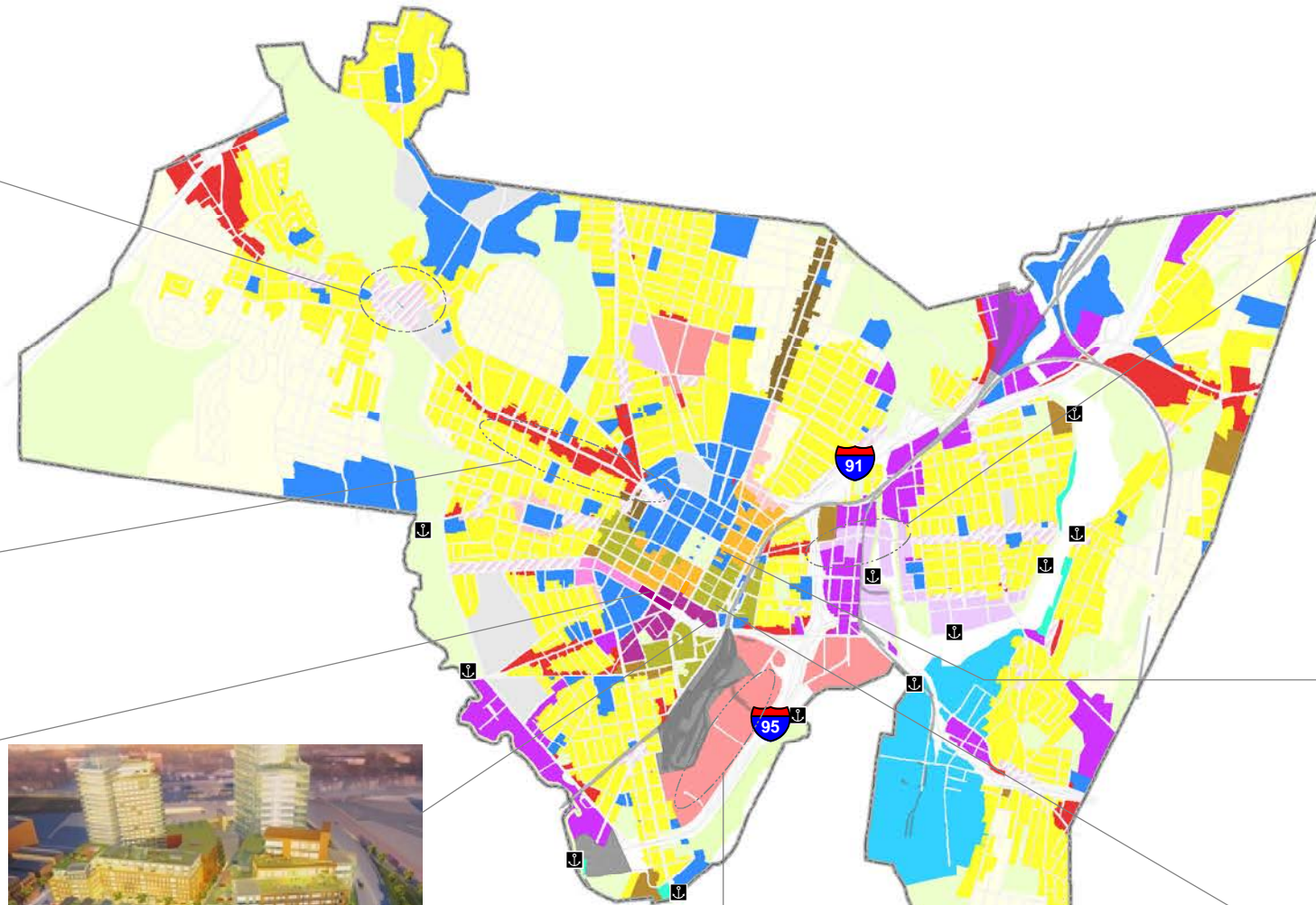
Neighborhood Commercial Mixed Use Area Example: Westville Village



General Commercial Mixed Use Area Example: Lower Whalley Ave



Downtown Medical Mixed Use Building Currently Being Built at 100 College Street



Rendering of the Proposed Downtown Transit-Oriented Mixed Use Development at Former Coliseum Site



Rendering of the Industrial Mixed Use Area Envisioned in the Mill River District Plan



Downtown Commercial Mixed Use Building at 195 Church Street



Downtown Residential Mixed Use Building at 360 State Street



Example of the Scale of Large Scale Commercial Mixed Use Development Envisioned on Sargent Drive

## Proposed Land Use

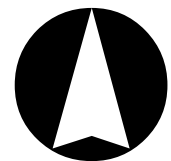
- Residential**
  - Low Density Residential
  - Medium Density Residential
  - High Density Residential
  - Special High Density Res
- Commercial**
  - Office Mixed Use
  - Neighborhood Commercial Mixed Use
  - Large-scale Commercial/Industrial Mixed Use
  - General Commercial Mixed Use

## Downtown Mixed Use

- Downtown Residential Mixed Use
- Downtown Commercial Mixed Use
- Downtown Medical Mixed Use
- Downtown Transit-oriented Mixed Use
- Industrial**
  - Industrial
  - Industrial Mixed Use
- Parks and Open Space**
  - Parks and Open Space

## Water Dependent

- Marine Mixed Use
- Port
- Other**
  - Institutional
  - Transportation
  - Cemetery
  - Waterfront Recreation Access

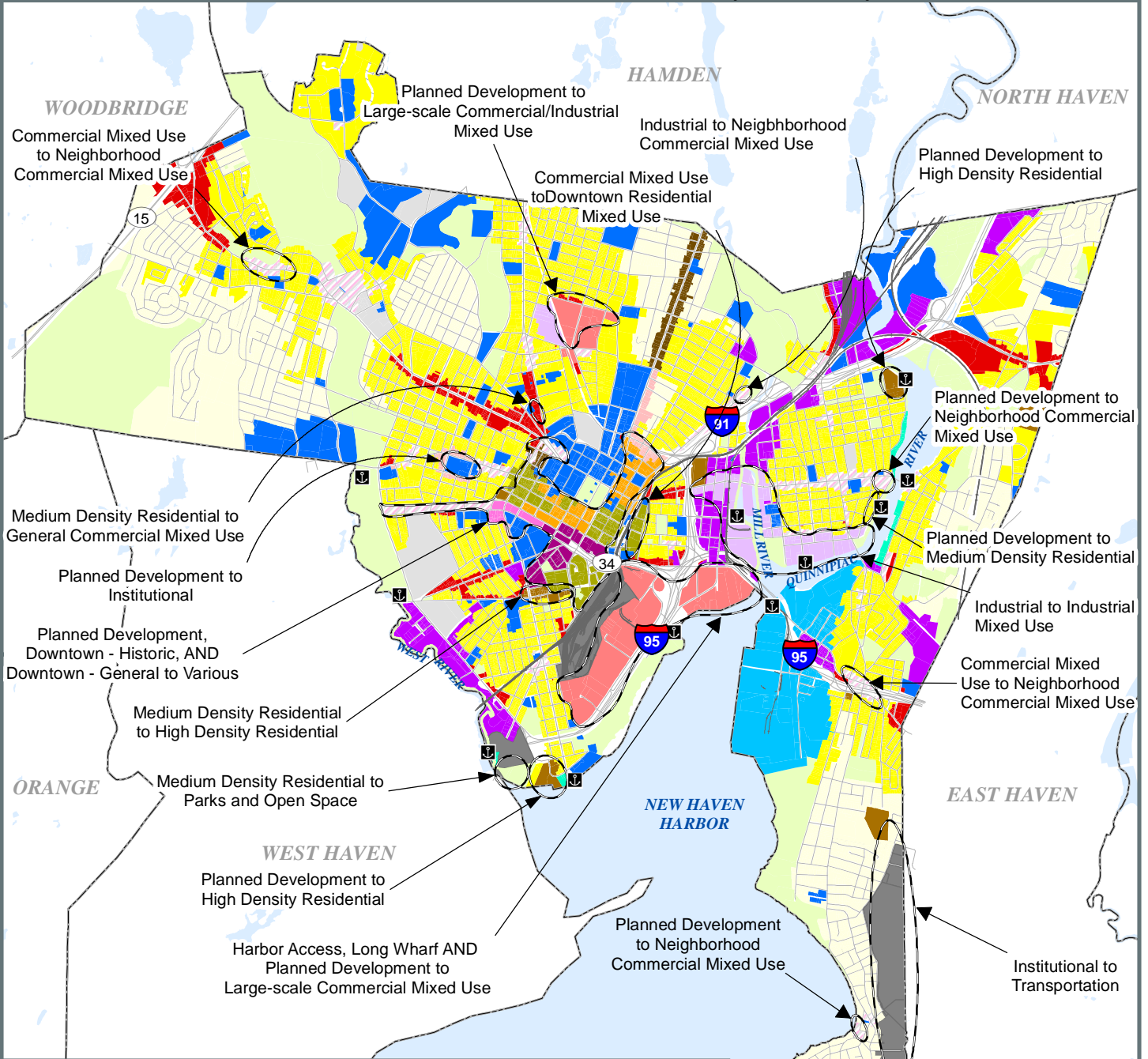




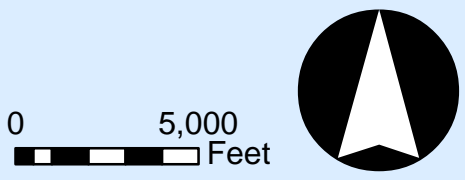
*This page intentionally left blank.*

# NEW HAVEN VISION 2025

## FUTURE LAND USE MAP CATEGORY CHANGES (2003 - 2015)



Changes from 2003 plan	<b>Downtown Mixed Use</b>	<b>Other</b>
<b>Proposed Land Use</b>	Downtown Residential Mixed Use	Institutional
<b>Residential</b>	Downtown Commercial Mixed Use	Transportation
Low Density Residential	Downtown Medical Mixed Use	Cemetery
Medium Density Residential	Downtown Transit-oriented Mixed Use	Waterfront Recreation Access
High Density Residential	<b>Industrial</b>	
Special High Density Res	Industrial	
<b>Commercial</b>	Industrial Mixed Use	
Office Mixed Use	<b>Parks and Open Space</b>	
Neighborhood Commercial Mixed Use	Parks and Open Space	
Large-scale Commercial/Industrial Mixed Use	<b>Water Dependent</b>	
General Commercial Mixed Use	Marine Mixed Use	
	Port	





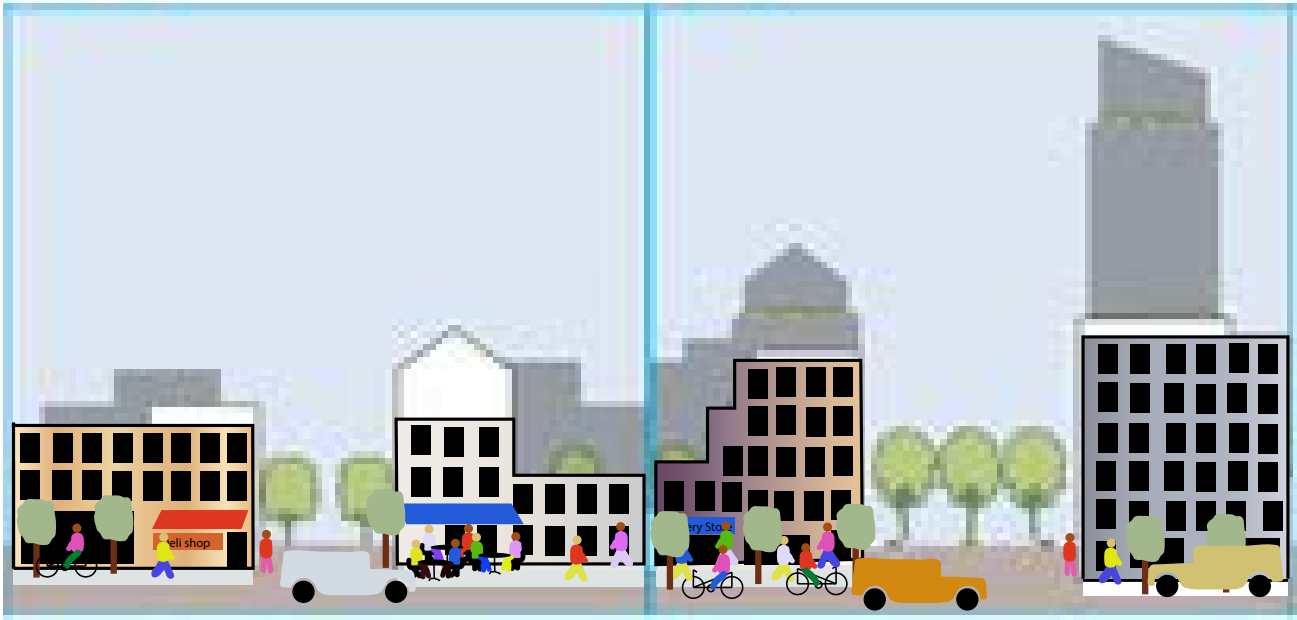
# Whalley Avenue Conceptual Building Height Progression

Whalley near Westville Village

Whalley between Broadway and Boulevard

NEIGHBORHOOD COMMERCIAL DISTRICT

GENERAL COMMERCIAL DISTRICT



Note: Illustration to be used for conceptual purposes only. More technical analysis is needed to implement the vision.

# Executive Summary



## G. SUMMARY OF RECOMMENDATIONS

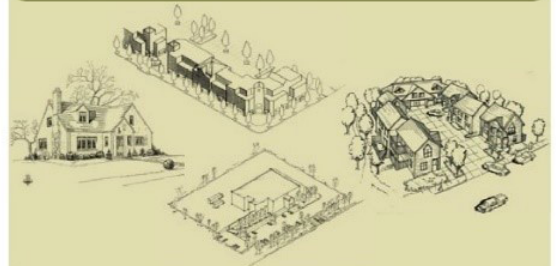
### Recommended Zoning Amendments

- ❖ Review existing Planned Development Unit (PDU) and Planned Development District (PDD) status
- ❖ Establish a licensing program for all convenience stores within the city
- ❖ Define the types of uses allowed in neighborhood mixed-use as opposed to general commercial mixed-use districts and consider form-based standards
- ❖ Develop new zoning standards for the proposed industrial mixed-use areas and large-scale commercial mixed-use areas
- ❖ Remove zoning and regulatory barriers to promote commercial and non-profit urban agriculture
- ❖ Allow single-room occupancy housing within and closer to Downtown, where there is immediate access to transit and support services, along with mandatory requirement of licensing and on-site manager
- ❖ Explore the feasibility of implementing regulations to encourage healthy food zones near schools and recreation centers
- ❖ Research options for proposing a change of land use and zoning in the existing industrial area located near West River
- ❖ Allow interim uses such as urban farming and temporary recreational events on vacant and under-utilized industrial sites of the city

### Sub-Planning Studies Proposed

- ❖ City-wide design guidelines manual considering crime prevention through environmental design (CPTED) and universal design standards
- ❖ Regular update to the community needs assessment on socio-economic and housing data
- ❖ Neighborhood plans for Science Park (Newhallville/Dixwell), Long Wharf, and Fair Haven
- ❖ Bus transit needs analysis study
- ❖ Open space management plan
- ❖ Transportation master plan

## City of Temecula City-Wide Design Guidelines



Single-Family - Multi-Family - Commercial - Industrial



City Council Resolution No. 05-086 Adopted August 9, 2005

Source: [www.cityoftemecula.org](http://www.cityoftemecula.org)

Example of a city-wide design guidelines manual adopted by the City of Temecula, California, whose estimated population count in 2013 was 106,780.

## Open Space Plan 2008 – 2014

City of Boston  
Thomas M. Menino, Mayor



January 2008

Source: <http://www.cityofboston.gov/parks/openspace0814.asp>

Boston's *Open Space Plan* was prepared by the City's Parks Department to provide guidance on an integrated open space system with improved linkages to meet new or unmet needs and to protect natural resources and environmental base of the city's open space system, including both publicly- and privately-owned open spaces.

## Executive Summary

### Plan for Greenways & Cycling Systems

New Haven, Connecticut



City Plan Department  
City Of New Haven, Connecticut  
John DeStefano, Jr., Mayor

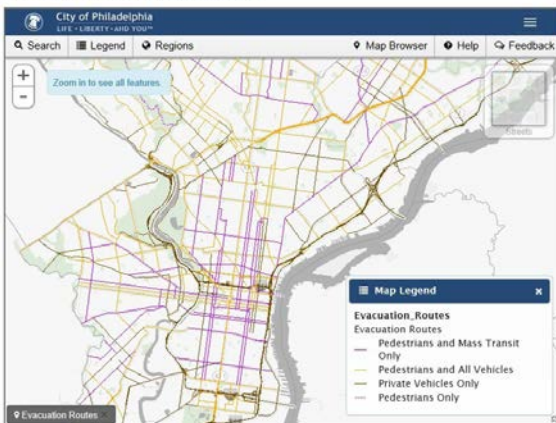
April, 2004

- ❖ Bike/ped analysis to identify missing links and implement solutions
- ❖ Traffic signal studies at Whalley, Whitney, and Dixwell Avenues (regional corridors)
- ❖ Truck routing study
- ❖ Shared parking study for Downtown New Haven
- ❖ Study for a fixed route, more frequent, visible local commuting option in Downtown
- ❖ Health impact assessments on public infrastructure and land use projects
- ❖ Update of the *City of New Haven Natural Hazard Mitigation Plan* (last updated in June 2011)
- ❖ Update of the *Climate Action Plan* (2004)
- ❖ Update of the *New Haven Air Toxics Inventory* (2004)
- ❖ Update of the *Plan for Greenways & Cycling Systems* (2004)
- ❖ Update of *City of New Haven Complete Streets Design Manual* (2010)
- ❖ Develop municipal development plans at Grand/Hamilton/Chapel, Exit 59 Area/Amity, Boulevard area, and Whalley Avenue
- ❖ Update New Haven Parks Master Plan (2001)

### Mapping Projects Recommended (Inclusive of all Planning Topics)

- ❖ Mapping and publishing of city's **emergency evacuation routes** on a scenario-based approach
- ❖ Comprehensive web-based mapping portal of city's arts, cultural, and entertainment facilities
- ❖ Publishing of city's endangered species map and archaeological resources map
- ❖ Interactive parking map with public parking locations in the city and associated costs
- ❖ Update *New Haven Green Map* (2006)

CITY OF PHILADELPHIA: EVACUATION ROUTES



Philadelphia has an online, interactive emergency evacuation route map for all users as seen in the picture above.

# Executive Summary



## Housing and Neighborhood Planning Recommendations

### *New Neighborhood Forms*

- ❖ **Farnam Courts**
- ❖ Church Street South
- ❖ Long Wharf
- ❖ Mill River
- ❖ Belle Dock
- ❖ Science Park

### *Neighborhood Revitalization Areas In/Around Existing Schools*

- ❖ Lincoln Bassett School (West Newhallville)
- ❖ Wexlar Grant School (Dixwell)
- ❖ Fair Haven K-8 School (lower Fair Haven)
- ❖ Truman School (Hill)
- ❖ Barnard School (West River)

### *Neighborhood Revitalization around Public Squares*

- ❖ Trowbridge Square
- ❖ Jocelyn Square
- ❖ Criscuolo Park

### *Neighborhood Revitalization around Job Centers*

- ❖ **Science Park**
- ❖ SCSU
- ❖ River Street
- ❖ Mill River

### *New Local Historic Districts*

- ❖ Chapel Street
- ❖ Ninth Square
- ❖ Trowbridge Square
- ❖ Orange Street
- ❖ Dwight Street
- ❖ New Haven Green



Rendering of the proposed re-building of Farnam Courts on Grand Avenue by Housing Authority. Construction is scheduled to begin in November 2016 and the timeline for completion is April 2017.

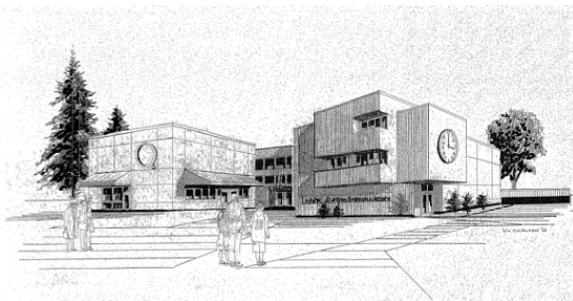


The newly built 245,000 sf office center on the historic Winchester Repeating Arms gun factory site at Science Park in Newhallville neighborhood. This building is now home to Yale's administrative offices, a print shop, and other offices

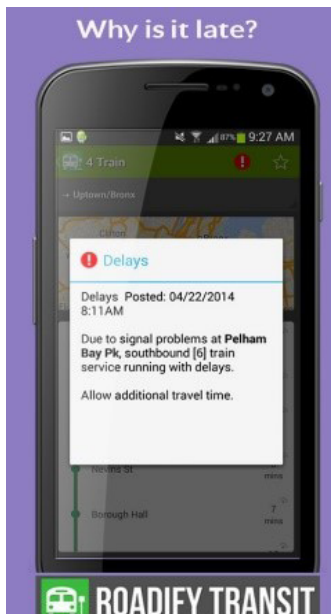
# Executive Summary



Coogan Pavilion in Edgewood



Rendering of the proposed re-design of Q House in Dixwell neighborhood.



Roadify transit app currently available on smart phones provides real time information on bus arrivals and departures in New Haven.

## *Federal Designations Recommended*

- ❖ Choice Neighborhood
- ❖ Promise Zone
- ❖ Preserve America

## *Locations for Year-round Community-based Facilities Preferred*

- ❖ **Coogan Pavilion** (Edgewood)
- ❖ **Q House** (Dixwell)
- ❖ Salperto Rink (East Shore)

## *New Policies/Targets Recommended*

- ❖ Explore the feasibility of implementing a housing trust fund
- ❖ Increase homeownership rate by at least 3 percent for the next decade
- ❖ Promote smaller sized housing unit development in and around Downtown New Haven
- ❖ Pursue necessary zoning amendments to promote workforce housing and to allow aging in place. Expand the functioning of residential licensing program
- ❖ Raise awareness of City-sponsored rehab and homeownership programs through an advanced marketing campaign
- ❖ Expand existing energy efficiency programs and seek funding for new programs
- ❖ Develop Phase II of wayfinding signage to include key neighborhood destinations, including commercial corridors

## **Transportation Recommendations**

### *Public Transit Recommendations*

- ❖ Implement digital signage boards at select bus stops including Downtown and Union Station
- ❖ Promote the usage of GPS in local buses
- ❖ Improve existing bus stops and bus shelters and lighting of sidewalks
- ❖ Market **Roadify app** for smart phones to provide real time bus information
- ❖ Promote TransitChek

## Executive Summary



- ❖ Explore the feasibility of operating local bus routes through local transit district
- ❖ Implement Cross Town West bus route
- ❖ Implement effective travel and parking demand management program
- ❖ Implement New Haven to Springfield high-speed rail service
- ❖ Implement NEC Future with a transit stop in New Haven
- ❖ Improve operating headways and service times at State Street Station
- ❖ Implement necessary Tweed New Haven Airport improvements to connect to two to three hub cities
- ❖ Expand U Pass options to other colleges/universities besides Gateway Community College (GCC)
- ❖ Explore opportunities to combine Yale and CTTRANSIT shuttle routes
- ❖ Extend rail service along Waterfront Street and to North Yard to improve freight operations
- ❖ Establish intra-coastal and cross-sound ferry services at Belle Dock
- ❖ Partner with Greater New Haven Transit District (GNHTD) and CT Rides to expand current programs and services
- ❖ Implement mixed-use parking garage at Union Station

### *Sidewalk Improvements Priorities*

- ❖ The Hill
- ❖ Newhallville
- ❖ Dixwell

### *New Sidewalks Proposed*

- ❖ Russell Street
- ❖ Quinnipiac Avenue
- ❖ Lower Valley Street
- ❖ Foxon Boulevard

# Executive Summary



Dedicated bike lanes envisioned on Edgewood Avenue (above) and on MLK Boulevard (below).



South Frontage Road will be transformed into an urban boulevard as part of Downtown Crossing project implementation.

## *Dedicated and/or Separated Bike Lanes Recommended*

- ❖ Whalley Avenue
- ❖ **MLK Boulevard**
- ❖ Grand Avenue
- ❖ Congress Avenue
- ❖ Forbes Avenue
- ❖ Water Street
- ❖ **Edgewood Avenue**

## *Traffic Calming Location Priorities*

- ❖ Ella Grasso Boulevard
- ❖ Upper Whalley Avenue
- ❖ Upper State Street
- ❖ Clinton Avenue
- ❖ Foxon Boulevard
- ❖ Sargent Drive
- ❖ Near James Hillhouse High School
- ❖ Near King Robinson School

## *Urban Boulevards (Improvements) Recommended*

- ❖ **Route 34 (East and West)**
- ❖ Route 10 (Ella Grasso Boulevard)
- ❖ Kimberly Avenue
- ❖ Foxon Boulevard
- ❖ Whalley Avenue

## *New Highway Connections*

- ❖ Exit 59A/Wilbur Cross Parkway

## *Trails Priorities*

- ❖ Completion of Phase IV of Farmington Canal trail
- ❖ West River Greenway trail
- ❖ Mill River trail
- ❖ Harborside trail

## *Federal Designations Recommended*

- ❖ Walk Friendly Communities

# Executive Summary



## Transit-oriented Development Opportunities

- ❖ Church Street South
- ❖ **Former New Haven Coliseum**
- ❖ Route 34 corridor
- ❖ Whalley/Boulevard area
- ❖ Union Street parcels (Wooster Square)

## New Access Connections

- ❖ **Long Wharf neighborhood** to Vietnam Veterans Memorial in Long Wharf Park
- ❖ Sargent Drive to the waterfront
- ❖ Downtown to Wooster Square through the extension of “Fair Street”
- ❖ East Rock neighborhood to Cedar Hill area
- ❖ North to south connections across Route 34 West
- ❖ East to west bike/ped connections from East Shore/Annex/Fair Haven Heights to Downtown

## New Policies/Targets Recommended

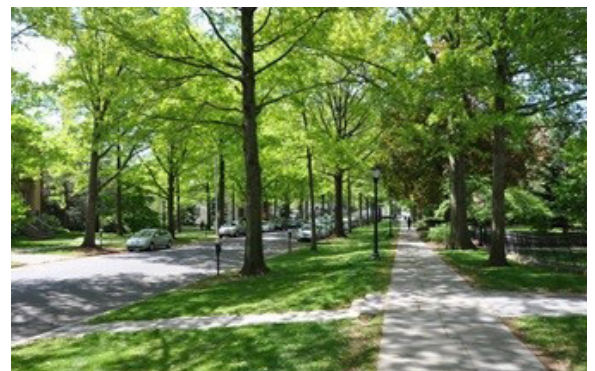
- ❖ Adopt multi-national Vision Zero policy, which aims to eliminate traffic fatalities
- ❖ Expand bicycle parking facilities in all public/private parking lots and on-street in Downtown
- ❖ Renewed discussion on inter-city transportation policy at regional and state level
- ❖ **Promote “green streets”**
- ❖ Streamline complete streets process and promote transparency in decision making and implementation
- ❖ Reduce greenhouse gas emissions by encouraging the use of compressed natural gas (CNG) and bio-diesel fuels
- ❖ Set a target to increase bike ridership at key Downtown intersections
- ❖ Work with CTRANSIT to allow bike racks at all transit stops
- ❖ Continue Street Smarts campaign and raise awareness on existing transit and bike routes and public parking locations



Transit-oriented development envisioned at former New Haven Coliseum site.



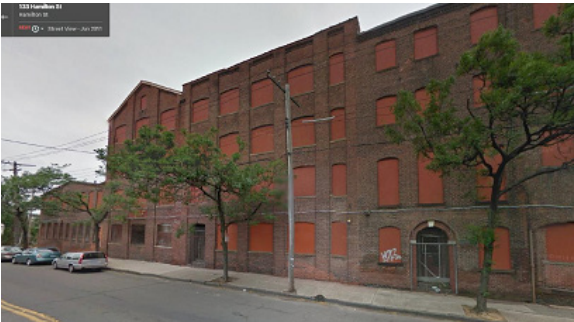
A conceptual view of a trail along Long Wharf Park that would help enhance residents’ access to the waterfront.



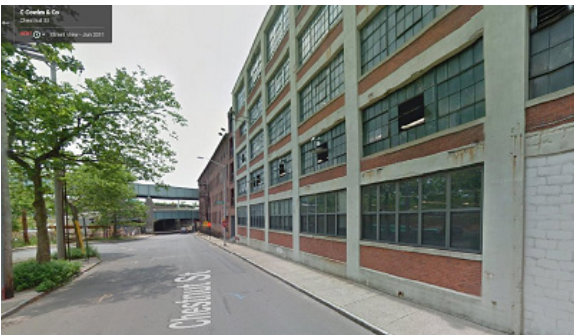
Hillhouse Avenue is an example of a green street.



Wayfinding signage would help visitors reach their destinations easily and also promote economic development. The current wayfinding system in the city is over thirty years old.



Clock Tower site in Wooster Square/Mill River area



Cowles site on Chestnut Street



Strauss Adler Building site on Olive Street

## Economic Development Recommendations

### *Priority Projects/Programs*

- ❖ Transformation of neighborhood commercial corridors into CT Main Streets
- ❖ Implementation of Downtown Crossing Phases II and III
- ❖ Former Coliseum Site development
- ❖ Implementation of **Wayfinding signage Phase I**
- ❖ Development of Route 34 West between Sherman Avenue and Route 10
- ❖ Participation in FEMA's CRS
- ❖ Expansion of workforce training programs
- ❖ Expansion of small business assistance programs

### *Large-scale Economic Development Opportunities*

- ❖ Long Wharf
- ❖ Belle Dock
- ❖ Port of New Haven
- ❖ Mill River area
- ❖ Former Coliseum site
- ❖ Route 34 corridor

### *Downtown Infill Development Opportunities*

- ❖ State Street lots
- ❖ 205 Church Street lot
- ❖ Frontier parking lot
- ❖ City-owned parking lot at Wall/Orange/Elm
- ❖ Parking deck by George and York

### *Site Specific Economic Development Initiatives*

- ❖ CTRANSPORT, James Street
- ❖ **Clock Factory**, Hamilton Street
- ❖ Ives Place, Mill River area
- ❖ **Cowles Site**, Water Street
- ❖ Luciani Vito Site, Water Street
- ❖ High School in the Community site, Water Street
- ❖ Wyatt/Williams Energy site
- ❖ **Strauss Adler building** site, Olive Street

# Executive Summary



## Mixed-use Commercial Areas/Neighborhood Commercial Districts

- ❖ Water Street
- ❖ Whalley Avenue
- ❖ Grand Avenue
- ❖ Dixwell Avenue
- ❖ State Street/Cedar Hill
- ❖ Kimberly Square
- ❖ Congress Avenue
- ❖ Foxon Boulevard
- ❖ Forbes Avenue

## Cultural/Outdoor Recreational Opportunities

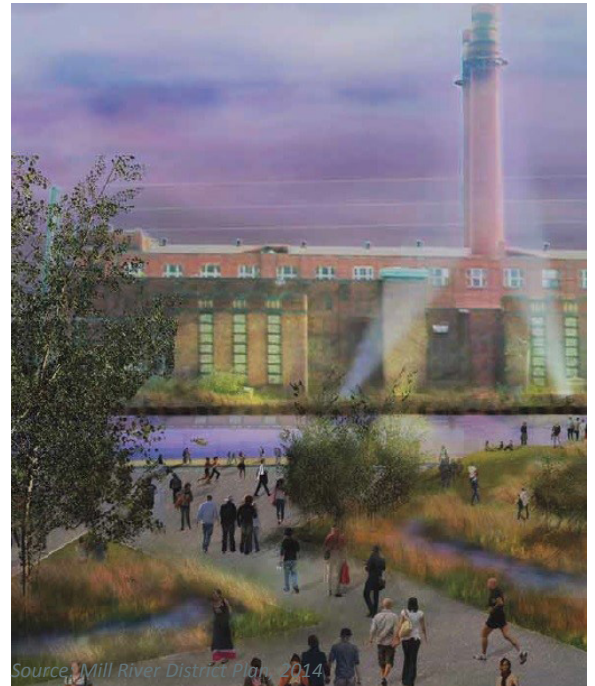
- ❖ Dover Beach Park
- ❖ Canal Dock and Long Wharf Areas
- ❖ West River Memorial Park
- ❖ Quinnipiac River Park
- ❖ **Former Simkins site** in Mill River area (interim uses)

## Arts Integration Opportunities

- ❖ Re-imagining 45 Church Street as a creative center
- ❖ Re-imagining a signature Marcel Breuer building on Long Wharf as a global creative consortium
- ❖ Pursuing a vacant property on Chapel Street as a continuing education center for baby boomers
- ❖ Deploying “driverless” vans up and down Chapel and Church Streets with pre-recorded tours and historic commentary using technology

## New Policies/Targets Recommended

- ❖ Promote an “all-inclusive” economy by expanding economic opportunities along neighborhood commercial corridors
- ❖ Prepare local workforce for a **technology-based economy** predominant in the 21<sup>st</sup> century
- ❖ Enhance economic competitiveness and strengthen New Haven’s positioning as a regional urban growth center
- ❖ Maintain and increase economic activity and vibrancy in Downtown New Haven



Source: Mill River District Plan, 2014.

Waterfront locations such as the Simkins site could be used as open space or for art/seasonal/recreational events.



The local workforce should be prepared for a technology- and education-based economy predominant in the city and the region.



## Executive Summary



Regionalization of arts programming is recommended to brand the region as a “place to be” for arts, culture, and entertainment.



Source: New Haven Farms

Urban farms and commercial food production should be promote by permitting them in all zones of the city.

- ❖ Improve land use and design standards in neighborhood commercial districts
- ❖ Promote urban agriculture as an interim use on existing under-utilized industrial sites following appropriate clean up
- ❖ Develop business-focused marketing campaign using television and other local media
- ❖ Raise awareness on City-sponsored small business/entrepreneur assistance programs
- ❖ Encourage neighborhood associations/organizations to organize annual business festivals to showcase local artists’ talent and skills
- ❖ Promote bi-lingual education and workforce training
- ❖ Improve the retention of college graduates by involving them in community-based activities and City boards/commissions
- ❖ Continue to partner with local educational institutions to promote career pathways for local students
- ❖ Promote vocational training opportunities for local youth in life sciences, arts, and technology
- ❖ Raise awareness and training opportunities on career prospects in advanced manufacturing sector, which has a strong presence in the region
- ❖ Implement coastal resiliency improvements for businesses/properties located in V and VE flood zones
- ❖ Integrate arts/culture/history into the city’s wayfinding signage program
- ❖ Create innovative recurring funding sources for arts programming by naming buildings after philanthropists; encourage novel social media platforms for funding events together
- ❖ **Regionalize arts programming**, wherever feasible, to brand the region as an arts and cultural destination
- ❖ Explore the feasibility of passenger-related maritime activity in Port area
- ❖ **Enable urban farm siting locations** and support commercial food production in all zones of the city, including industrial zones

# Executive Summary



- ❖ Support the expansion of city-wide fiber optic network to promote easy business and enhance economic competitiveness
- ❖ Promote commercial recycling programs and sharing of industrial waste, wherever feasible
- ❖ Require mandatory recycling practices at all local events
- ❖ Promote the growth of “green jobs” in other industries besides the construction industry

## Environment Recommendations

### Trails Priorities

- ❖ Completion of Phase IV of Farmington Canal trail
- ❖ West River Greenway trail
- ❖ Mill River trail
- ❖ Harborside trail

### Park Planning

- ❖ Improvements to West River Memorial Park
- ❖ Official Adoption of Parks Master Plan Update

### Coastal Resiliency Improvements

- ❖ Mill River (near English Station)
- ❖ Long Wharf and Rail Yard area
- ❖ East Shore
- ❖ River Street area
- ❖ **Morris Cove**

### New Policies/Targets Recommended

- ❖ Partner with the public and private sector companies to ensure at least 30 percent reduction rate in VMT for the city over the next decade
- ❖ Encourage the implementation of **source reduction methods** to reduce stormwater runoff
- ❖ Continue to utilize renewable power sources for all City-owned buildings and educate private property owners regarding the benefits of using renewable power sources to the natural environment
- ❖ Support and promote commercial and non-profit urban agriculture as one important method of mitigating the urban heat island effect



View of properties at risk at Pardee Seawall in Morris Cove neighborhood.



Source reduction methods such as rain barrels could be used to reduce runoff from stormwater. Rain barrels collect and store rainwater from rooftops, which could be used later to water plants and yards.

## Executive Summary



Recently implemented Edgewood bioswale near Edgewood School.



Plazas such as the Pitkin plaza located in Downtown New Haven help promote opportunities for community interaction, create identity, and increase a community's value.



Pedestrian safety enhancements at the intersection of Ella T. Grasso Boulevard and Rev. Dr. Martin Luther King, Jr. Boulevard would improve access between West River Memorial Park and Edgewood Park.

- ❖ Continue to seek improvements to upstream wastewater treatment facilities and support statewide regulation of non-point sources of pollution
- ❖ Implement flood proofing and context-sensitive coastal resiliency measures along the coast, incorporating structural measures where necessary, and pursuing zoning amendments based on the future land use map of the city
- ❖ **Continue to implement bioswales** (such as the recently installed Edgewood Avenue bioswale) in all neighborhoods to promote natural infiltration of water, reduce flooding, and increase ground water recharge
- ❖ Raise awareness among residents through brochures, email lists, and online materials regarding the importance of preserving plant and natural habitat areas to maintain a balanced ecosystem
- ❖ Demonstrate the value of urban spaces through the **revitalization of public plazas** in and around the central city
- ❖ Continue to enhance the image of all city parks to make them accessible, inviting, exciting, and well maintained
- ❖ Seek to expand opportunities to **promote safe access to the existing parks** and enhance programming in underserved neighborhoods by capitalizing on site and resource opportunities when available
- ❖ Encourage and support formation of “friends for parks” promote stewardship of parks
- ❖ Expand tree canopy in those parcels or blocks where there is minimum or no tree canopy with relatively large amount of impervious surface
- ❖ Continue to support community garden programs, plan short- and long-term locations with defined leases, encourage the location of farmers markets, and provide resources when possible
- ❖ Support the remediation of soils for urban farms and community gardens to allow safe and healthy food to be grown



## H. PLAN IMPLEMENTATION

The summary of recommendations matrix (shown earlier) lists the short-term and medium-/long-term recommendations of the Plan. However, some recommendations may take more than 10 years to implement depending on staff capacity, market conditions, and financial resources. Since the Plan is visionary and conceptual in nature, more detailed technical analyses and studies must be undertaken to implement specific recommendations. Also, many of these projects and programs require substantial City, State, and Federal investments. One way of achieving faster results is to integrate the Comprehensive Plan recommendations within the City’s Capital Improvement Program.

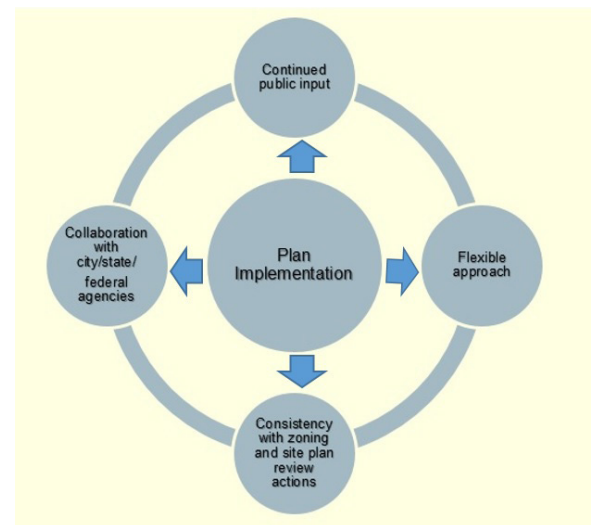
The **recommendations can be successfully implemented** only when there is continued collaboration, communication, and transparency during and after decision making among various City departments (i.e., City Plan, Livable City Initiative, Transportation, Economic Development, Parks, and Engineering), who are the responsible agencies for implementation.

This document was developed through extensive public input. Even moving forward, City staff should continue to engage the residents and various City boards/commissions to seek their input when implementing recommendations.

Cities thrive when the neighborhoods succeed and regions thrive when the cities succeed in implementing their visions. Keeping this in mind, the recommendations should be collectively implemented through partnerships at various levels including residents, neighborhood management teams, civic/non-profit associations, elected/appointed officials, institutional partners, and State/Federal/regional agencies.

A flexible approach must be adopted during implementation because in some instances the results of the technical analyses may suggest re-assessment of the proposed recommendations. Re-assessing the recommendations and policies outlined within this document periodically and making necessary amendments to the Plan would help ensure that it does not become obsolete.

The shared community vision and recommendations mentioned in this document should be publicized extensively among residents, local boards/commissions, elected/appointed officials, developers, non-profits, and other interested/affected agencies





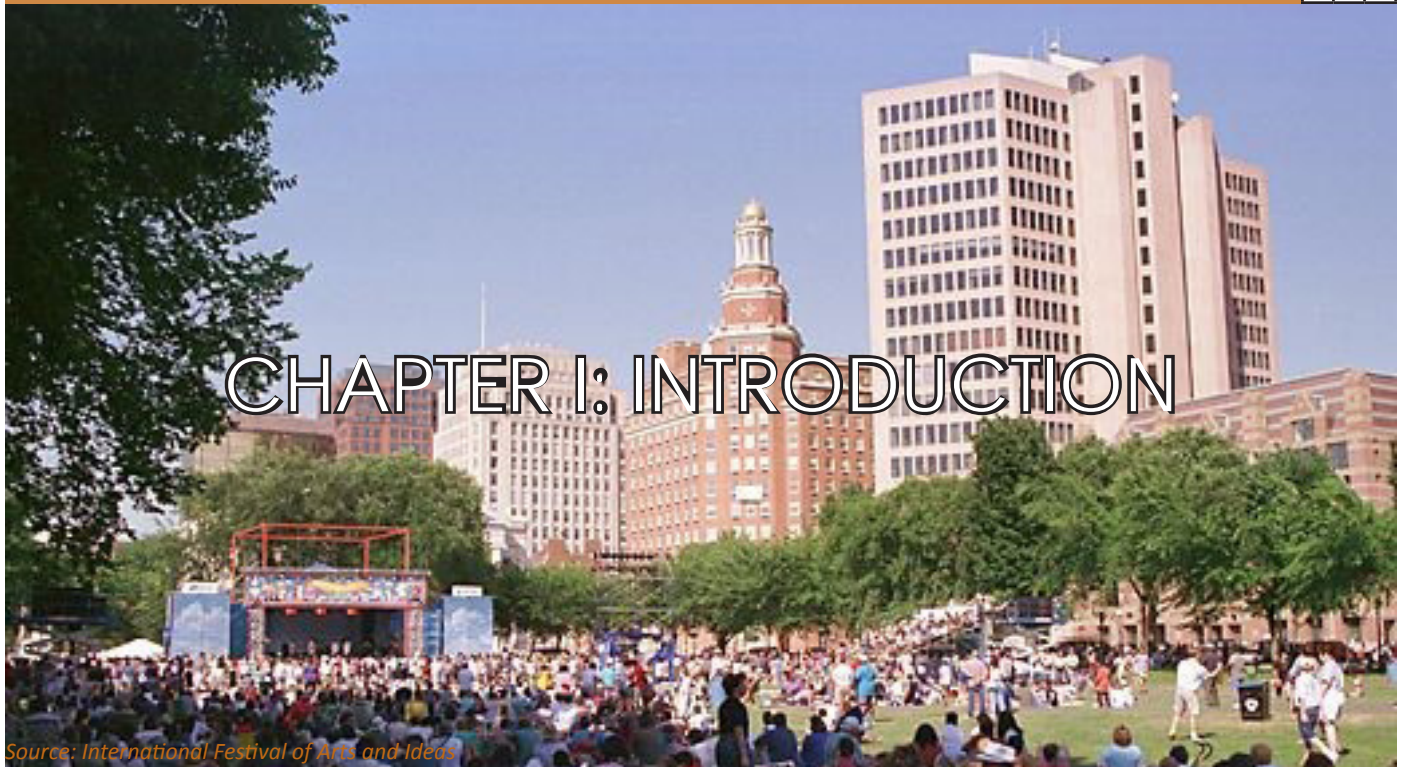
## Executive Summary

to achieve maximum desired results. All actions related to zoning and site plan review should be made generally consistent with the recommendations of this Plan.

### Key Near-Term Actions

*Strategy 1—Establish the Hill-to-Downtown Steering Committee of the Hill-to-Downtown Community Plan (2014).*

- ❖ An official Hill-to-Downtown Steering Committee model shall include the four Hill alders or their designees, two designees from the Hill Management Teams (one from Hill North and one from Hill South elected by their respective Management Teams), two City of New Haven officials designated by the mayor (one from City Plan and one from Economic Development), and two representatives from local institutions or businesses nominated by the mayor and approved by the Board of Alders.



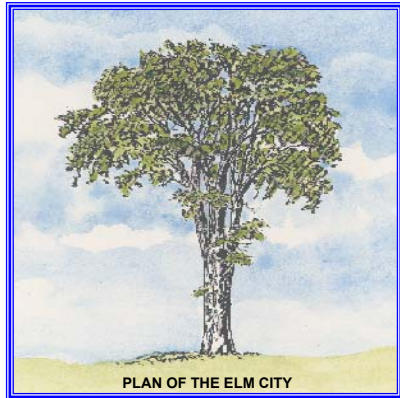
Source: International Festival of Arts and Ideas


### A. LEGAL STANDING

A Comprehensive Plan is a policy document regarding physical growth and development of the city; it is also called a Plan of Conservation and Development. This update of the 2003 Comprehensive Plan (“Plan”) of Development, titled *New Haven Vision 2025*, is prepared in accordance with (CGS) Section 8-19: Creation of planning commissions and Section 8-23: Preparation, amendment or adoption of plan of conservation and development. This duty is also codified within the City charter under Article VII, Section 3 L (3) (a) which states that “it shall be the duty of the City Plan Commission to prepare and recommend development plans for the improvement of the entire City or any portion thereof.”

The 2003 Plan has been updated in a manner consistent with CGS Section 8-23, which requires that Comprehensive Plans of all municipalities within the state be updated at least once every ten years. The plan update also takes into account recommendations outlined within the 2013-2018 State of Connecticut’s Plan of Conservation and Development pursuant to Section 16a-29 of CGS, and the South Central Connecticut Regional *Plan of Conservation and Development* (amended in July 2009) pursuant to Section 8-35a of CGS. The Plan shows the Commission’s most desirable use

## COMPREHENSIVE PLAN OF DEVELOPMENT NEW HAVEN, CONNECTICUT



  
City of New Haven  
John DeStefano, Jr., Mayor

2003 Comprehensive Plan

of land within the City of New Haven for residential, recreational, commercial, industrial, conservation, and other purposes, and for the areas most desirable for increased population density in the city.

### B. RELATIONSHIP TO OTHER PLANS

This plan supersedes and replaces the *Comprehensive Plan of Development for the City of New Haven* (2003), as amended. It takes into account various planning efforts conducted and policy documents prepared and adopted in recent years, and guides all sub-area planning in the city over the next decade. (See Appendix for chart on relationship to other plans.)

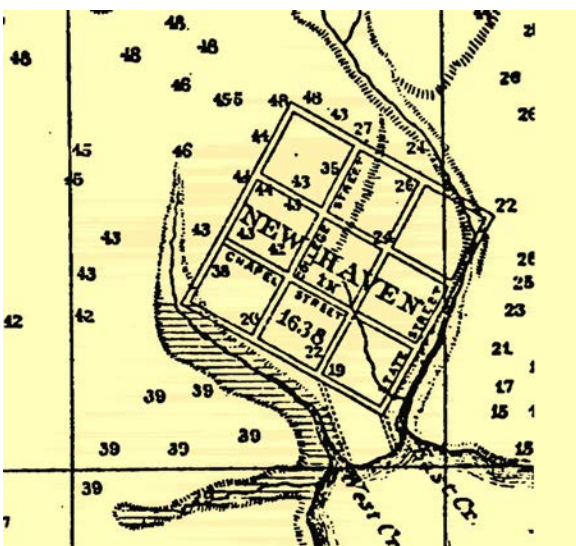
### C. PROCESS FOR AMENDMENTS

Proposed amendments to this document shall be submitted to the City Plan Department for administrative processing. The Executive Director of the City Plan Department may submit an amendment on behalf of the Commission or on behalf of the City Plan Department. The Executive Director shall forward all proposed amendments to the City Plan Commission for consideration in accordance with state and local law and the Commission's rules and regulations. The Executive Director may submit an analysis and advice on any proposed amendment.

Proposed amendments to the New Haven Zoning Ordinance, the New Haven Coastal Program, active and proposed redevelopment plans, active and proposed Municipal Development Plans, and all other development plans prepared or reviewed by the City Plan Commission shall be reviewed for their consistency with this document and forwarded to the appropriate body for adoption: the Board of Alders, the Redevelopment Agency, or the Development Commission.

### D. PLANNING HISTORY

The City of New Haven is generally recognized as the first English-speaking colonial American city to adopt a physical plan. In 1639, Surveyor John Brockett laid out a grid of nine blocks, organized around a central common block. The so-called "**Nine Square Plan**" is an early example of the grid patterns later used in Philadelphia (1682), Detroit (1700), New Orleans (1718), and Savannah (1733). The New Haven Green, the original central block, is a National



Nine Square Plan

## Introduction



Historic Landmark and the Nine Square Plan is recognized by the American Institute of Certified Planners as a National Historic Planning Landmark.

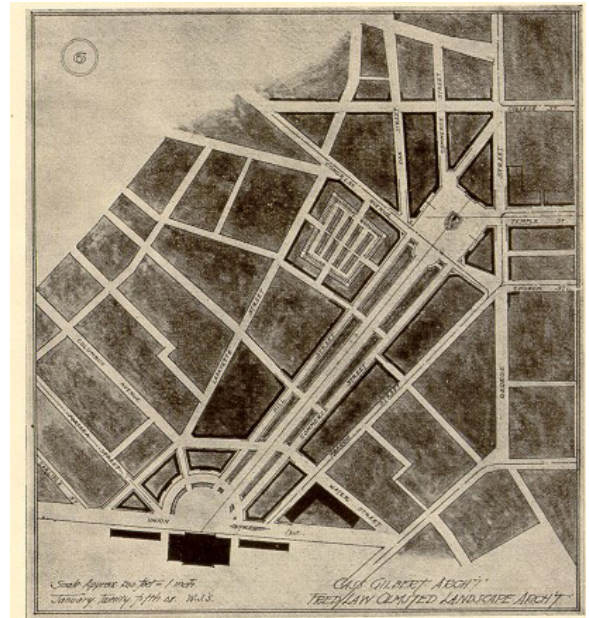
As the city developed, a series of roads radiated away from the nine squares to points north, east and west. In the colonial era, New Haven grew slowly with little expansion outside of the original squares. A map dated 1748 shows moderate expansion along Water Street and the harbor area, with rural and agriculture lands to the north.

During the colonial era, the New Haven Colony extended from the Housatonic River to the Hammonasset River and even briefly included a portion of the east end of Long Island. Soon after the Revolutionary War, New Haven reorganized as a city in 1784. The modern city boundary began to take shape as portions of the original town (including the present towns of Hamden, West Haven, East Haven, North Haven, and Woodbridge) were incorporated as separate municipalities.

The late 19<sup>th</sup> and early 20<sup>th</sup> century was a period of dramatic growth and industrialization for New Haven. In response, the City of New Haven began to formalize and codify its land use regulations and a parks commission was also established. A Board of Health and a Building Inspector's Office were established early in the century. As the City Beautiful movement swept the nation, the New Haven Civic Improvement Committee was formed in 1907. **Cass Gilbert and Frederick Law Olmsted prepared the first modern city plan** and presented it to the Committee in 1910. The plan was the City's first documented attempt to accommodate dramatic population growth and improve the quality of life in the city by advancing transportation, aesthetic, and environmental improvements.

In 1913, the State of Connecticut enabled, and the City of New Haven established, one of the nation's first City Plan Commissions. In 1925, the State enabled and the City later established zoning districts. These actions are the foundation for land use planning and the roles and responsibilities of the City Plan Commission to the present day.

In 1942, consultant **Maurice E.H. Rotival prepared a new comprehensive plan** for the City Plan Commission. The plan, coming at the start of World War II and additional industrial expansion in the City, advocated economic development east



Gilbert and Olmsted Plan, 1910



Rotival Plan, 1942



## Introduction

toward the harbor and attractive residential development to the west of downtown. In addition, Rotival recommended extensive expansion of the transportation system, including an enhanced cross-town road system and port access up the Quinnipiac River. Perhaps Rotival's most important contribution to the city's planning history is his appreciation of New Haven as the central city of the region:

*It is obvious that this role cannot be maintained or increased but by enhancing existing assets and re-establishing others which have completely disappeared like, for instance, the contact of the city with its natural waterfront.*

The City's next comprehensive plan, the Short Approach Master Plan of 1953, was strategically focused on transportation issues. Short Approach identified a preferred location for the Interstate highway system (1956) and the redesign of present-day I-91, moving the line to the east side of Wooster Square. The Connecticut Turnpike (I-95 through the New Haven area) opened in 1958.

In 1957, Land Use, Thoroughfare and Community Facility Plans (later known collectively as the "Workable Program") replaced Short Approach as the City's comprehensive plan. The Workable Program was updated and revised periodically during the 1960s.

In many ways, the Workable Program coincided with a shift in land use planning from a comprehensive to a more project-specific approach. As federal and state funding sources mandated strategic project plans in target areas, a wave of Urban Renewal and Redevelopment (and later Municipal Development Plans) plans were prepared and approved by the City Plan Commission.

These plans, which were prepared by the New Haven Redevelopment Agency and/or the New Haven Development Commission, focused on strategic improvements in specific target areas. Redevelopment, in particular, has made a lasting impression on the city's physical environment and on the modern transportation system. During the tenure of then Mayor Richard Lee (1954-70), the City of New Haven was recognized nationally for its redevelopment efforts.

## Introduction



The following are among the plans and studies prepared, some of which were also officially adopted in the later half of 20<sup>th</sup> century:

- 1955 Oak Street Redevelopment Plan
- 1958 Wooster Square Redevelopment and Renewal Plan  
Long Wharf Redevelopment Plan
- 1959 Middle Ground Program (Newhallville, Dwight, Fair Haven and Hill)
- 1960 Dixwell Redevelopment and Renewal Plan
- 1963 Hill High School Redevelopment Plan  
Dwight Renewal and Redevelopment Plan  
Community Renewal Program (multiple years)
- 1966 Temple – George Redevelopment Plan
- 1968 State Street Redevelopment and Renewal Plan  
Newhallville Redevelopment and Renewal Plan
- 1969 Fair Haven Redevelopment and Renewal Plan
- 1973 Hill Redevelopment and Renewal Plan
- 1975 Taft – Adams Housing Site Development Plan
- 1979 Orange Street Municipal Development Plan (MDP)
- 1980 Quinnipiac River Municipal Development Plan
- 1981 Science Park Municipal Development Plan
- 1987 Mill River Municipal Development Plan
- 1995 Downtown Municipal Development Plan
- 2002 *River Street Municipal Development Plan*
- 2003 *Comprehensive Plan of Development*
- 2004 *New Haven Air Toxics Inventory*  
*New Haven Climate Change Action Plan*  
*Plan for Greenways & Cycling Systems*
- 2005 *City of New Haven Natural Hazard Mitigation Plan*
- 2006 *New Haven Coastal Program*
- 2007 *Port of New Haven Strategic Land Use Plan*  
Route 34 Municipal Development Plan
- 2008 New Haven Future Framework  
*New Haven Streetcar Assessment*  
Downtown Crossing Study (Route 34 East)  
*New Haven Union Station Transit Oriented Development Study*



# Introduction

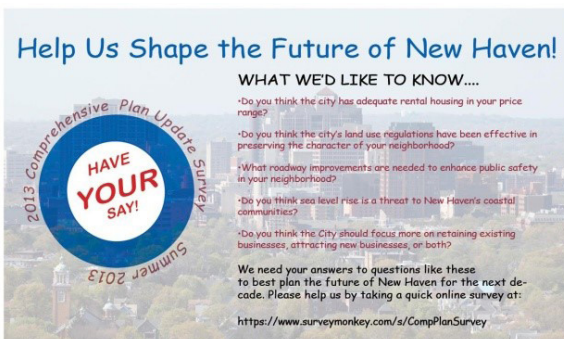
- 2010 Route 34 Incentive Housing Zone study  
*Complete Streets Design Manual*  
*Whalley Avenue Corridor Study*  
Whalley Avenue Design Overlay District (New Haven Zoning Ordinance [NHZO])
- 2011 *New Haven Streetcar Preliminary Alignment and Implementation Plan*  
*City of New Haven Natural Hazard Mitigation Plan Update*
- 2012 New Haven Sustainability Plan
- 2013 *City of New Haven Two-way Conversion*
- 2014 *Mill River District Plan*  
Mobility Study  
*Hill to Downtown Community Plan*

In addition to these plans, planning efforts have also focused on historic preservation, coastal management and community services. The Historic District Ordinance (part of the New Haven Zoning Ordinance) and the Historic District Commission were established in 1970. The city’s first local historic district, Wooster Square, was established the following year, followed by Quinnipiac (established in 1977) and City Point (established in 2001).

Community Services planning coincides with the federal Community Development Block Grant (CDBG) program. The Department of Housing and Urban Development administers CDBG and a number of other federal grant programs, including the Emergency Solutions Grant (ESG), HOME Investments Partnership Program (HOME), and Housing Opportunities for Persons with AIDS (HOPWA) programs. The City of New Haven as an “entitlement” prepares a Consolidated Plan every five years and a strategic plan every year.

## E. COMMUNITY INVOLVEMENT

This Plan Update document was prepared with extensive public input. A variety of approaches were used to involve residents, and elected/appointed officials at every step of the process such as: attending Community Management Team (CMT) meetings, conducting community listening sessions/workshops, and **soliciting input** through written feedback, emails, and conducting and electronic/paper copy survey. The public involvement component comprised of two phases:



Flyer soliciting public input



More than 900 city residents completed the community survey that informed the recommendations of this document.

## Introduction



Phase 1 (December 2012 – December 2013) involved initial updates on trends and statistics and discussion of planning issues at all of the 12 Community Management Teams (CMTs) in the city, City planning boards/commissions, non-profit/civic associations (Elm City Cycling, New Haven Food Policy Council, Cedar Hills Merchants Association, Community Alliance for Research and Engagement [CARE], etc.), and Mayor’s Nights Out. Regular internal briefings were provided to the staff of the Livable City Initiative (LCI); Transportation, Traffic, and Parking Department (TTP); and the Economic Development Department.

A city-wide community preference survey was conducted to prioritize planning issues and arrive at a consensus on planning vision. It garnered **±920 responses from residents all across the city**. In addition, a community feedback form was also distributed at all meetings, which was completed and returned by some residents (See Appendix). The feedback gathered from Phase I outreach helped in framing the planning vision for the city for the next decade.

Phase 2 (May 2014 – September 2015) involved development of draft planning recommendations through **community listening sessions** (workshops) in some neighborhoods and through discussions at all 12 CMTs. City Plan staff also involved all department heads (e.g., Economic Development Administration; TTP; LCI; Engineering; Parks and Recreation; and Arts, Culture, and Tourism) during the draft plan document development stage and incorporated their feedback on plan recommendations.

Monthly updates on various planning topics were given at the City Plan Commission (CPC) meetings from December 2012 to June 2013 and from March 2015 to September 2015. Residents and other agencies sent written comments to the Department through the community feedback form or via email, which are included within the Appendices of this document. The Appendices also include details on all input received at all stages of the plan update process. One-on-one meetings were held with interested residents, advocacy groups, and Alders.

The CPC held three public hearings on June 17, July 15, and September 17, 2015 before approving the final draft of this document. A section of the City Plan Department’s web site has been dedicated to the plan update since 2012 and includes staff contact information, an electronic copy of the New Haven Data Book, copies of community presentations, meeting notes of



July 2014 Community Listening Session in Wooster Square



October 2014 Community Listening Session in Route 34 Area



March 2015 Community Listening Session in Westville



workshops conducted, survey questionnaire and results, maps, and the final draft of the entire document.

The Commission appreciates the contributions of residents as well as city department heads and the Board of Alders, who routinely contribute to the dialogue on land use matters. Based on the responses received from Phase 1 and Phase 2 outreach, there is a general consensus among residents on the following planning themes for the city for the next decade:



- ✓ ***BUILD***
- ❖ Housing suitable for all incomes and ages.
- ❖ Tax generating developments.
- ❖ Places for residents, jobs, and support services.



- ✓ ***CONNECT***
- ❖ Housing and transit.
- ❖ Housing, jobs, and support services.
- ❖ Jobs and residents.
- ❖ New Haven to Southern Connecticut and metro New York regions.



- ✓ ***PRESERVE***
  - ❖ Neighborhood character.
  - ❖ Historic character of the city.
  - ❖ Natural Environment.
- ✓ ***ADAPT***
  - ❖ To climate change events.
  - ❖ To anticipated sea level rise.
  - ❖ To inland and coastal flooding.
  - ❖ To extreme temperatures.
  - ❖ To changes in the local and national economy.

# Introduction



## ✓ *GROW*

- ❖ Skills of local workforce.
- ❖ Small business assistance.
- ❖ Public safety measures.
- ❖ Transit and non-motorized mobility options
- ❖ Image of the city as the “greatest small city in America!”



## F. GUIDING PRINCIPLES FOR RECOMMENDATIONS

Planning recommendations for the next decade have been developed based on the following guiding principles derived from community input, as shown below.

### LAND USE

- ❖ Capitalize on New Haven’s natural assets: the harbor, East and West Rock, and its three rivers.
- ❖ Build on New Haven’s excellent institutions of education, research, and health care.
- ❖ Encourage sustainable developments within the city by allowing a mix of land uses that, to the extent possible, rely on existing community facilities and infrastructure.
- ❖ Facilitate enhanced connections to transit, bike, and pedestrian walkways.
- ❖ Connect to support services, community facilities, open spaces, and recreational facilities.
- ❖ Promote **design compatibility** among a variety of land uses.
- ❖ Promote integration of food policies and planning into city’s land use activities.
- ❖ Increase density and transit-oriented development in central New Haven and along arterials.
- ❖ Encourage pipeless, low-impact developments that consume less energy and with no wastage of water.





## HOUSING AND NEIGHBORHOOD PLANNING

- ❖ Promote **diverse housing stock** suitable for people of all ages and incomes.
- ❖ Increase homeownership rate.
- ❖ Improve housing affordability.
- ❖ Enhance quality of the housing stock.
- ❖ Preserve existing, historic housing stock.
- ❖ Encourage environmentally sustainable housing developments.
- ❖ Enhance physical and social connectivity within and among neighborhoods.

## TRANSPORTATION

- ❖ Promote safe, efficient, reliable, and accessible public transit system throughout the city to connect residents to jobs, services, and their community.
- ❖ Consider placemaking as a strategy beyond traffic for transportation improvements.
- ❖ Adopt more progressive, multi-modal and context-based design principles.
- ❖ Advocate for faster and more efficient **regional transit** connections.
- ❖ Promote a more sustainable transportation system within the city and the region.
- ❖ Improve mobility for people of all ages and abilities.
- ❖ Increase pedestrian and bicycle connectivity for all i.e., from ages eight to eighty.
- ❖ Encourage employers to raise public awareness of Street Smarts, bike-to-work, transit, and available parking options within the city.
- ❖ Enhance public safety particularly for the city’s most vulnerable users.
- ❖ Adopt multi-national Vision Zero policy, which aims to eliminate traffic fatalities
- ❖ Maximize the assets and infrastructure with respect to the availability of parking on city streets.





## ECONOMIC DEVELOPMENT

- ❖ Promote sustainable and balanced economic growth.
- ❖ Continue to promote business retention and attraction in the city.
- ❖ Support start up and small and minority-owned businesses.
- ❖ Enhance the skills of local workforce.
- ❖ Promote revitalization of the existing business corridors in the city, to the extent the market allows.
- ❖ Support private sector efforts to maintain positive trends of reduction in vacancy rates within Downtown commercial and office space.
- ❖ Promote the redevelopment of industrial areas of the city to retain and create jobs.
- ❖ Remediate brownfields and where appropriate, propose interim used for such sites.
- ❖ Continue improvements to infrastructure to promote economic development, such as roadway enhancements, coastal resiliency planning, and information technology implementation.
- ❖ Reinforce the city's position as a world-class destination for **arts, cultural, and entertainment** events.
- ❖ Continue to raise awareness of economic development and workforce development initiatives in the city.
- ❖ Continue efforts to integrate the economic development of Downtown with complementary development initiatives in the Medical Center and Long Wharf areas.
- ❖ Enhance New Haven's economic competitiveness within the region.
- ❖ Support the development and growth of New Haven core industries: education, medical, and research institutions.





## ENVIRONMENT

- ❖ Improve air quality.
- ❖ Maintain drinking water quality.
- ❖ Remediate polluted sites.
- ❖ **Protect and preserve natural assets** and environmentally sensitive areas.
- ❖ Encourage increased positive use of city parks to enhance public health and to encourage community cohesion and environmental awareness.
- ❖ Encourage the creation of safe open space opportunities, community gardens, and urban farms.
- ❖ Protect floodplains from inappropriate development so as to prevent the loss of life or property due to flooding.
- ❖ Implement measures to correct existing flooding issues.
- ❖ Mitigate the impacts of sea level rise.
- ❖ Promote awareness and education regarding coastal flooding issues.
- ❖ Provide sustainable food options for all neighborhoods.
- ❖ Encourage energy conservation and greenhouse gas reduction.

## Introduction



The subsequent chapters discuss specific recommendations for each planning topic that would help achieve the community vision of a.....

### *...sustainable, healthy, and vibrant city*

#### *where:*

*the neighborhoods are well connected and revitalized;*

*residents are adequately connected to jobs, transit, and support services;*

*small and minority-owned businesses are thriving;*

*the Downtown core continues to remain a vibrant regional business and cultural center;*

*the neighborhood business corridors are transformed into Main Streets;*

*local workforce is trained for 21<sup>st</sup> century jobs;*

*the city stabilizes its position as a regional growth center;*

*a continuous and inter-connected bike/pedestrian facilities system exists;*

*adequate housing, employment and recreational opportunities exist for all;*

*the parks serve as focal points for community interaction and are well connected with a system of trails and pedestrian network within the city and along the waterfront;*

*the city's wealth of natural, historic, and cultural resources are preserved and enhanced;*

*there is a high quality of built and natural environment;*

*public health and safety are prioritized in planning decisions;*

*residents are well prepared to deal with emergencies and natural disasters; and*

*the city is also recognized as a destination for families with children, and a hub for entrepreneurs.*



*This page intentionally left blank.*



## CHAPTER II: COMMUNITY OVERVIEW

### A. COMMUNITY CONTEXT

New Haven is a **major transportation hub** located at the junction of I-95 and I-91 serving as both the gateway to New England and a core city of the New York-New Jersey-Connecticut Consolidated Metropolitan Area (CMA).

New Haven’s Union Station is the 10<sup>th</sup> busiest Amtrak station in the country and the third busiest non-Manhattan station in the Metro-North network, after Stamford and White Plains. Connecticut Transit’s (CTTransit) New Haven Division buses, Greater New Haven Transit District paratransit, and Shoreline East commuter rail also provide access throughout the region.

New Haven is the seat of New Haven County, one of eight counties in the State of Connecticut. In addition, New Haven is the central city for the Greater New Haven Transit District, the New Haven Labor Market Area, the New Haven Workforce Investment Area, the New Haven Tourism District, and the **South Central Regional Council of Governments (SCRCOG)**.

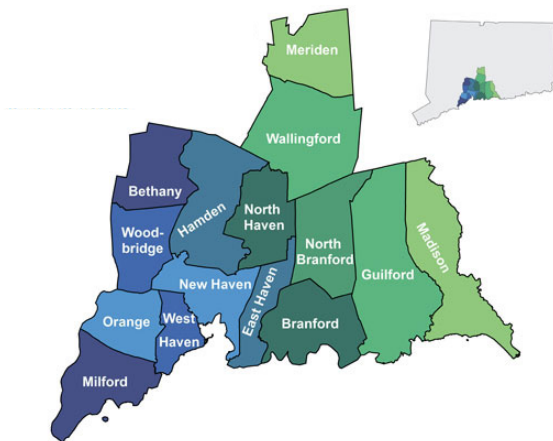
In 1638, the first European settlers, consisting of approximately 500 English Puritans, settled at the site of present day New Haven.



New Haven is centrally located on the major transportation corridors that connect the cities of the northeast.



# Community Overview



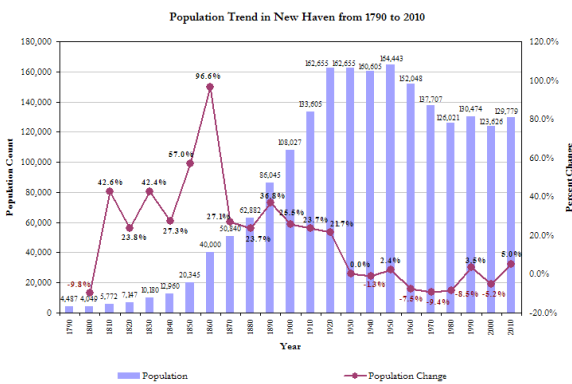
Source: South Central Regional Council of Governments  
SCRCOG is the regional planning organization for the New Haven region.

Surveyor John Brockett laid out the new settlement as a grid of nine squares. In accordance with English custom, the central square was held in common. To this day, the New Haven Green continues as a public open space, recognized both as a National Historic Landmark and an urban planning milestone.

Since its incorporation as a City in 1784 and throughout the first half of the 19<sup>th</sup> century, New Haven experienced strong and steady growth similar to that in emerging American cities. With its fertile lands perfect for agricultural use, and its strategic location at the mouth of three rivers and along Long Island Sound, New Haven was positioned perfectly to become the regional commercial and residential center of Southern Connecticut. Beginning around 1850, New Haven’s economic and employment opportunities expanded as the city’s manufacturing industries began to flourish. During this era, the city became a national leader in carriage manufacturing and a home to large-scale producers of rubber goods, clocks, pianos, beer, guns and military equipment, and a wide range of other products.

From 1880 to 1920, New Haven’s population jumped from 62,882 to 162,655. Most of this population growth was comprised of immigrants from Ireland, southern Italy and eastern Europe, as well as African-Americans migrating from the South. New Haven’s population remained relatively stable through the Great Depression to the end of World War II.

Following the end of World War II, similar to most major cities in the Northeast and Midwest, the city experienced a substantial decline of its manufacturing sector and a 25 percent drop in population from the late 1940’s through the early 2000’s. According to the most recent US Census estimates (December 2014), New Haven’s population of 130,741 makes it the second largest city in Connecticut after Bridgeport.



Source: US Census Decennial Estimates, 1790-2010  
After decades of decline, New Haven’s population is on the rise.

## B. DEMOGRAPHIC CHARACTERISTICS

In a reversal of trends from the past 50 years, New Haven experienced a **population growth of 6,153 people** (a 5 percent increase) from 2000 to 2010. It is also now one of the fastest growing cities in Connecticut and New England. The population projections provided by Connecticut State Data Center indicate that if existing trends continue, the city may grow by nearly 13 percent over the next decade i.e., 2015-2025.

# Community Overview



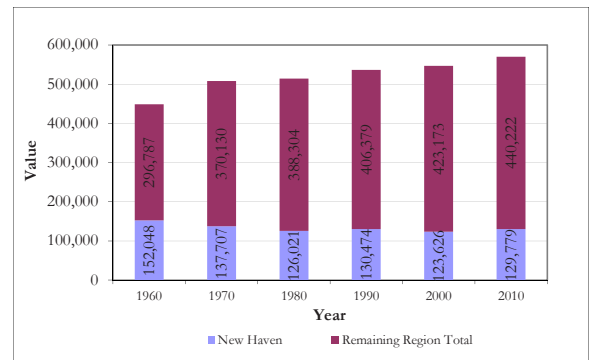
While New Haven’s population had seen a steady decline since the mid-1950’s, its suburbs experienced their greatest growth in the 1960’s and 1970’s. Towns such as Madison, Guilford, Bethany and North Branford have seen triple digit percentage population growth over this time. Taken as a whole, the region has grown from 448,835 people in 1960 to 570,610 people in 2013. This represents a 27 percent increase. These changing dynamics are similar to what has happened across the state, with central cities losing their population while the growth has shifted initially to an inner ring of suburban towns (in the 1930’s through the 1960’s) and then further out to the surrounding towns in an outer ring, such as Woodbridge, Orange, Guilford and Madison in the 1970’s through the 1990’s. Since the 1990 census, the overall growth of the region has been modest, but primarily concentrated in the outer ring of suburbs.

While **New Haven’s overall share of the regional population has declined over the past four decades**, this trend peaked with the 2000 census. Demographic trends indicate that due to the increase observed in immigrant population within the past two decades, **New Haven is now home to the largest Hispanic population within the state** (35,591 people).

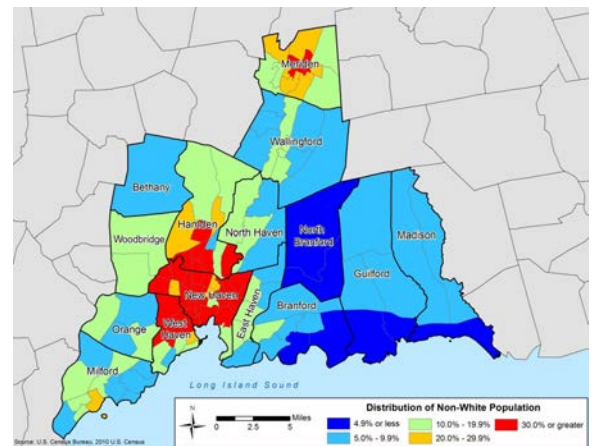
In New Haven, population density has seen a 19 percent decrease since 1960. However, the city continues to be the most densely populated city within the South Central Connecticut region. In 1960, there were over 8,000 people per square mile living in New Haven; while for the last three decades overall population density has remained steady at roughly 6,500 per square mile. Within the region, New Haven and West Haven have the highest density of population and are fully built out, while Branford, East Haven and Hamden also share the characteristic of being largely developed, moderate density inner ring suburbs with very limited population growth projected.

## Population by Age

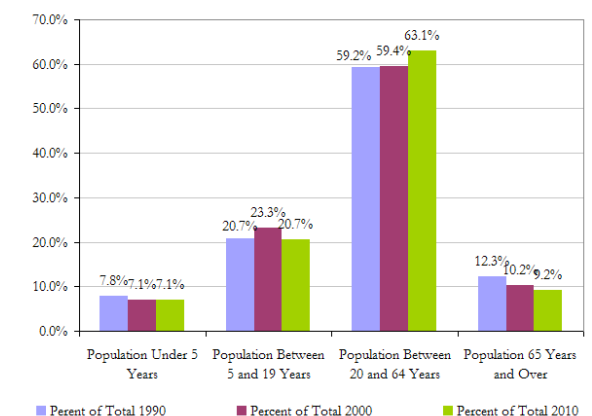
While the city’s population grew by 5 percent from 2000 to 2010, the **majority of this growth is exhibited in the percent of the population between 20 and 64 years of age** (nearly 3.5 percent increase). There was a slight increase in the total population under 5 years of age although as a percent of total this group remained nearly the same as it was in 2000. Another notable difference observed between 2000 and 2010 is the decrease in the percent of total population between 5 and 19 years of age (nearly 2.5



The City of New Haven’s population now comprises a smaller percentage of the regional population than it once did.



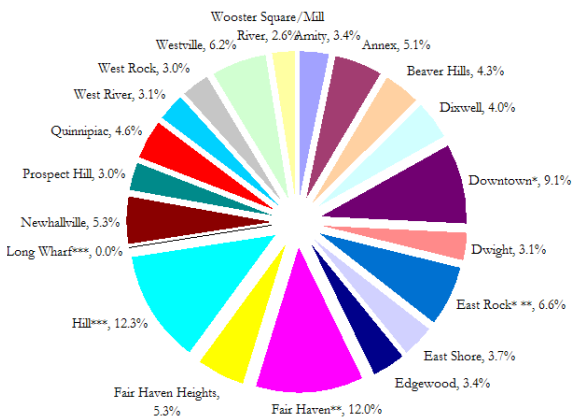
Source: US Census Bureau. Decennial Census Reports, 2010  
**Much of the region’s non-white population is concentrated in New Haven and its inner ring suburbs.**



Source: US Census Decennial Estimates, 1990-2010  
**New Haven’s working age population is growing.**



# Community Overview



Note: Due to rounding, totals may not add up to 100.0 percent.

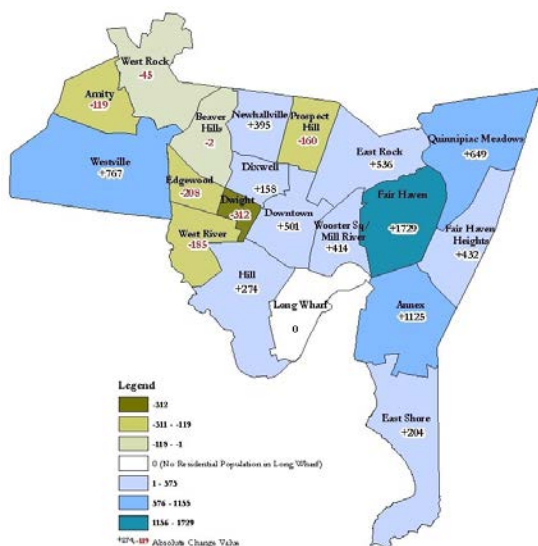
Source: DataHaven estimates based on block and block-group level data from 2000 and 2010 Decennial Census. Illustration by New Haven City Plan Department.

\* Downtown and East Rock have split block groups. 1420.02 is 50 percent Downtown and 50 percent East Rock; and 1420.03 is 34 percent Downtown and 66 percent East Rock.

\*\* East Rock and Fair Haven have split block groups. 1424001 is 51 percent East Rock and 49 percent Fair Haven; and 1425.01 is 29 percent East Rock and 71 percent Fair Haven.

\*\*\* For purposes of neighborhood estimates, 100 percent of housing and population in Tract 1402 (split Long Wharf/Hill) is assigned to Hill. No housing developments exist in Long Wharf; therefore there is no residential population.

Nearly a quarter of city residents live in either the Hill or Fair Haven.



Note: City-wide change in total population from 2000 to 2010 is +6,153 people.

Source: 2010 Census Estimate and DataHaven Estimates

Most of the city's population growth has occurred on the east side of the city.

percent decrease). This group remained nearly the same as in 1990. The elderly population is also found to be decreasing since 1990.

## Population by Neighborhood

New Haven's diverse neighborhoods provide a multitude of living environments for residents. The Hill and Fair Haven neighborhoods occupying roughly 915 acres and 780 acres of land respectively are home to more residents than any other areas in the city. With 15,682 residents in the Hill and 13,683 residents in Fair Haven, these two neighborhoods alone account for almost 25 percent of the city's total population. The next most populous neighborhoods, East Rock, Westville and Downtown, account for slightly less than 20 percent of the city's population. Among the neighborhoods with a residential population base, Wooster Square is the smallest (2,008). The next least populous neighborhoods are the West Rock, West River, and Prospect Hill neighborhoods. In terms of residential density, Dwight is the most densely populated neighborhood in the city, followed by Downtown. The least densely populated neighborhoods are Westville and the East Shore.

## Population Change in Neighborhoods

The neighborhoods in the eastern section of the city i.e., Fair Haven, Quinnipiac Meadows, Fair Haven Heights, Annex, and East Shore appear to have grown with a combined population increase of nearly 4,000 people from 2000 to 2010.

## Population by Race and Ethnicity

Large numbers of Irish, Italian and eastern European immigrants began to arrive in New Haven between 1850 and 1930 providing a labor force for the city's growing railroads, metal-working and garment industries. Subsequent migration of African-Americans from the South and an influx of immigrants from Puerto Rico characterized the mid-20<sup>th</sup> century (1920-1980). Over the last 30 years, New Haven has become even more diverse. Racial and ethnic diversity is seen across the city's neighborhoods with strong, historical concentrations in certain sections of New Haven. For example, there is a large African-American community in Newhallville and Beaver Hills. The city's Hispanic population has historically been concentrated in Fair Haven, but it has grown to become the largest ethnic group in Fair Haven Heights as well, including immigrants from the Caribbean and Central and South

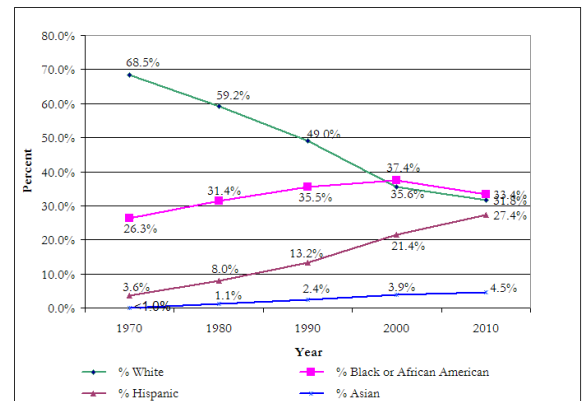
# Community Overview



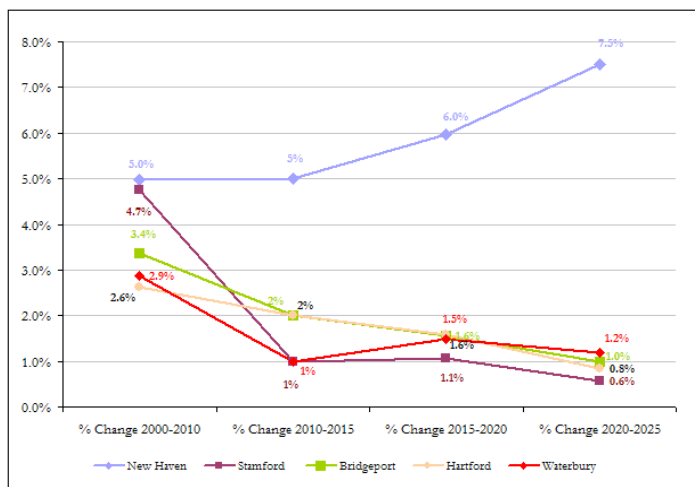
America. The Hill and Quinnipiac Meadows neighborhoods are more ethnically mixed with both African-American and Hispanic residents. Non-Hispanic white residents are most heavily concentrated in the Wooster Square, East Rock, Westville, and East Shore neighborhoods. The Hispanic and Asian population has been steadily increasing over the past two decades.

## Population Projection

The population projections provided by Connecticut State Data Center indicate that if the existing trends continue (13 percent growth over the next decade, with an estimated population of 154,737) the **city may have relatively higher population than peer cities** Stamford, Bridgeport, Hartford, and Waterbury.



Source: US Census Bureau Decennial Estimates, 1970-2010  
 The city's population has becoming increasing diverse over the past 40 years.



Source: US Census Bureau and CT State Data Center at University of Connecticut Libraries MAGIC, 2012

Among the state's largest cities, New Haven's population is projected to grow faster over the next decade.



*This page intentionally left blank.*



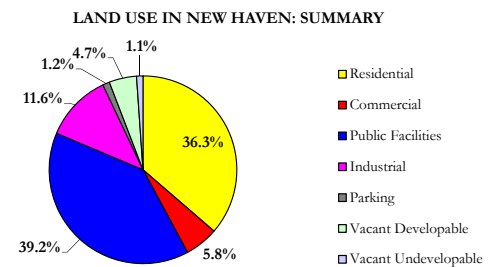
# CHAPTER III: LAND USE



## A. EXISTING LAND USE

New Haven is the most densely developed city within the SCRCOG region. However, single-family homes still constitute 18 percent of the city’s land area, while parks and open spaces account for just over 15 percent of the city. College and university properties, which include the large holdings of Yale University and Southern Connecticut State University, account for 10 percent of the city. The large amount of college and university property, as well as the presence of major regional facilities (hospitals, government offices, etc.) results in a **large amount of tax-exempt property in New Haven** (nearly 40 percent). Approximately 4,000 acres of New Haven’s nearly 10,100 acres of land is exempt from municipal taxation.

Commercial and industrial uses occupy a small percentage of all land in the city, but are concentrated in certain neighborhoods. Industrial uses are largely located along Long Wharf, the East Shore neighborhoods, and Mill River. This category generally includes the port district along Waterfront Street and north of Forbes Avenue and along Ella T. Grasso Boulevard by the West River.



*Note: At least 111 acres (1.1 percent) of vacant land is undevelopable due to the presence of wetlands and other environmentally sensitive lands.*

*Source: City of New Haven Assessor’s Database, 2011*

**Public facilities, which are largely tax exempt, occupy the plurality of land within the city.**



## Land Use

The dearth of vacant land in New Haven is well documented. There are only 484 acres of vacant land, 111 of which are considered undevelopable. Vacant industrial land includes a number of side lots, parking areas, and environmentally-sensitive locations. Some of these sites are also under-utilized and contaminated brownfields.

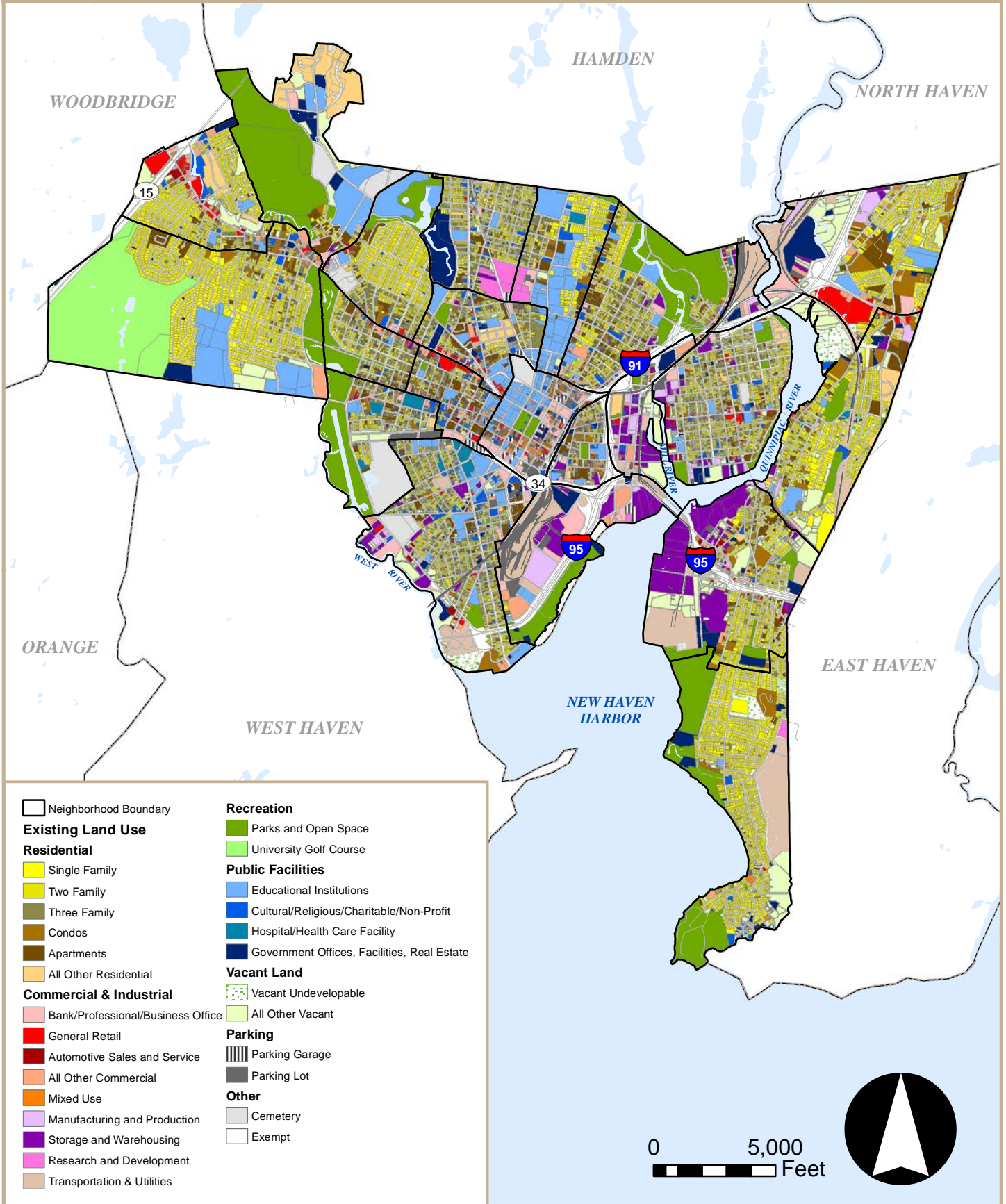
The map on the opposing page shows locations of all existing land uses within the city, while the following table shows the distribution of these existing land uses within the city by sub-categories.

Summary Table of Existing Land Uses in New Haven by Acreage

LAND USE	Acres	Square Miles	Percent of Total
<b>Residential</b>			
Single Family	1,796	2.8	17.8
Two-Family	643	1.0	6.4
Three-Family	405	0.6	4.0
Condos	192	0.3	1.9
Small Apartment Building	71	0.1	0.7
Large Apartment Building	379	0.6	3.8
Special Needs Housing	226	0.4	2.2
Sub-Total	3,713	5.8	36.7
<b>Commercial</b>			
Automotive Sales and Service	24.6	0.0	0.2
Bank/Professional/Business Office	178.5	0.3	1.8
General Retail	138.9	0.2	1.4
Hotels/Motels/Inns	17.4	0.0	0.2
Mixed-use	97.2	0.2	1.0
Restaurants/Clubs/Taverns	47	0.1	0.5
Specialty Commercial	68.3	0.1	0.7
Commercial Recreation	20.1	0.0	0.2
Sub-Total	592	0.9	5.9
<b>Public Facilities</b>			
Cemetery	212	0.3	2.1
College/University	443	0.7	4.4
Cultural/Religious/Charitable/Non-Profit	181	0.3	1.8
Government Offices, Facilities, Real Estate	391	0.6	3.9
Government Owned Vacant Land	299	0.5	3.0
Hospital/Health Care Facility	47	0.1	0.5
Parks and Open Space	1,590	2.5	15.7

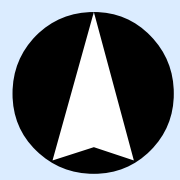
# NEW HAVEN VISION 2025

## EXISTING LAND USE MAP



- Neighborhood Boundary
- Existing Land Use**
- Residential**
- Single Family
- Two Family
- Three Family
- Condos
- Apartments
- All Other Residential
- Commercial & Industrial**
- Bank/Professional/Business Office
- General Retail
- Automotive Sales and Service
- All Other Commercial
- Mixed Use
- Manufacturing and Production
- Storage and Warehousing
- Research and Development
- Transportation & Utilities
- Recreation**
- Parks and Open Space
- University Golf Course
- Public Facilities**
- Educational Institutions
- Cultural/Religious/Charitable/Non-Profit
- Hospital/Health Care Facility
- Government Offices, Facilities, Real Estate
- Vacant Land**
- Vacant Undevelopable
- All Other Vacant
- Parking**
- Parking Garage
- Parking Lot
- Other**
- Cemetery
- Exempt

0 5,000 Feet





## Land Use

LAND USE	Acres	Square Miles	Percent of Total
Schools	341	0.5	3.4
University Golf Course	505	0.8	5.0
Sub-Total	4,010	6.3	39.7
Industrial and Transportation			
Manufacturing and Production	95.1	0.1	0.9
Research and Development	57.9	0.1	0.6
Storage and Warehousing	398.2	0.6	3.9
Transportation & Utilities	634.8	1.0	6.3
Sub-Total	1,186	1.9	11.7
Parking			
Parking Garage	24.1	0.0	0.2
Parking Lot	97.2	0.2	1.0
Sub-Total	121.3	0.2	1.2
Vacant Land			
Vacant Commercial	84.7	0.1	0.8
Vacant Industrial	232.5	0.4	2.3
Vacant Residential	167.1	0.3	1.7
Sub-Total	484.3	0.8	4.8
TOTAL	10,106.6	15.8	100

Source: City of New Haven Assessor's Database, 2011

### B. PLANNING CONSIDERATIONS

- ❖ Population projections indicate that New Haven would likely grow by 13 percent (nearly 15,000 people) over the next decade. However, the amount of available vacant land in the city to accommodate any new developments is limited (nearly 5 percent). Only half (2.5 percent) of this vacant land could be used for residential/commercial purposes.
- ❖ The city has a large share of tax-exempt property (nearly 40 percent), which is comprised of college/university properties, hospitals, parks, and religious institutions.
- ❖ In order to grow the tax base of the city and accommodate the projected new growth in population, there is a need to encourage opportunities for infill development, where ever feasible, and also to promote high-density developments at appropriate locations, such as the city center and along transit-served arterials.

## Land Use



- ❖ The other half of the available vacant land in the city (2.5 percent) constitutes industrial land. Some vacant industrial sites are difficult to develop due to soil contamination and associated high costs of clean up. There is a need to prevent under-utilized sites from abandonment, which could eventually contribute to blight and higher incidence of crime. Specialized and applied industrial/manufacturing uses present opportunities for high quality skilled labor and jobs.
- ❖ Community preferences indicate that residents support more mixed-use developments with direct access to community and support services, retail, jobs, and transit to ensure self-sufficiency and sustainability.
- ❖ Some uses currently existing within the **neighborhood commercial districts** are having a negative impact on the surrounding area. Also, the **aesthetics of these commercial districts/corridors** need to be further improved through placemaking tools to make them more inviting and further promote economic activity that serves the local population better, including health, food, clothing, and other goods choices.
- ❖ The city's public waterfront area near Long Wharf/ Canal and Belle Dock remains largely under-utilized. Public access to the waterfront should be enhanced, and programming increased.
- ❖ Integrate public health and food policies within land use planning to prevent obesity and encourage access to outdoor exercise and healthy food. One example is to implement a healthy food zone near schools and key community facilities. Many communities across the United States are adopting such zones near schools to promote public health including Baltimore, Maryland in the northeast.

### C. **GUIDING PRINCIPLES FOR RECOMMENDATIONS**

---

- ❖ Capitalize on New Haven's natural assets: the harbor, East and West Rock, and its three rivers.
- ❖ Build on New Haven's excellent institutions of education, research, and health care.



Existing view of Grand Avenue—a neighborhood-based commercial corridor in Fair Haven neighborhood.



Existing view of Dixwell Plaza—a neighborhood-based commercial corridor in Dixwell neighborhood.



- ❖ Encourage sustainable developments within the city by allowing a mix of land uses that, to the extent possible, rely on existing community facilities and infrastructure.
- ❖ Facilitate enhanced connections to transit, bike, and pedestrian walkways.
- ❖ Connect to support services, community facilities, open spaces, and recreational facilities.
- ❖ Promote design compatibility among a variety of land uses.
- ❖ Promote integration of food policies and planning into city’s land use activities.
- ❖ Increase density and transit-oriented development in central New Haven and along arterials.
- ❖ Encourage pipeless, low-impact developments that consume less energy and with no wastage of water.
- ❖ Connect neighborhoods to support services, community facilities, open spaces, and recreational facilities.

## D. RECOMMENDATIONS

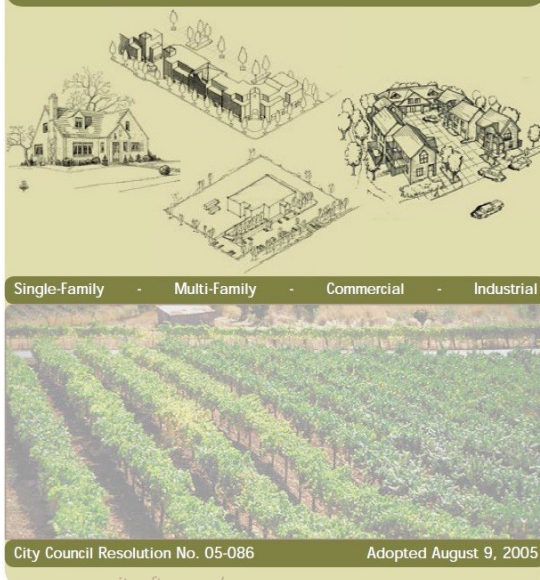
### New Developments

- ❖ Accommodate the projected new population growth for the city in a sustainable and cost efficient manner i.e., where an increase in density is appropriate, where there is adequate school capacity, and where development can be supported by adequate transit and public facilities. Encourage energy conservation and low-impact development. (See Opportunities Map within Housing and Neighborhood Planning section).

### Land Use Compatibility

- ❖ Ensure design compatibility among diverse land uses by encouraging contextual infill developments that keep up with the (preferred) character of the area.
- ❖ Ensure that the nature and location of proposed new developments are mindful of (a) protection of the Grand List and taxable property; (b) design, which encourages an outward-looking presence and free flow of people; (c) appropriate concentration of facilities and efficient use of current lands. To that end, **prepare a design guidelines manual for the City** and institute a process to review and approve developments based on these guidelines.

## City of Temecula City-Wide Design Guidelines



Source: [www.cityoftemecula.org](http://www.cityoftemecula.org)

Example of a city-wide design guidelines manual adopted by the City of Temecula, California, whose estimated population count in 2013 was 106,780.

## Land Use



- ❖ Discourage stand alone, big box developments unless accompanied by upper floor mixed-use environment on Grand Avenue, Dixwell corridor, State Street, Chapel Street, and in Westville Village.
- ❖ Encourage regulations and standards for allowing temporary signage during events and festivals.

### Zoning Amendments

- ❖ Amend zoning regulations to ensure consistency with the future land use map recommendations of the Comprehensive Plan, which provides guidance on desired development patterns in the city.
- ❖ Review existing Planned Development Unit (PDU) and Planned Development District (PDD) status within the Zoning Ordinance. Particular attention should be given to de-map some of the existing PDDs in the city.
- ❖ Amend the Zoning Ordinance to further restrict siting of potentially nuisance uses. To begin, establish a licensing program for all convenience stores within the city.
- ❖ Amend zoning regulations to **clearly define the types of uses allowed in neighborhood mixed-use areas** as opposed to general commercial mixed-use districts (as shown in future land use map). Propose changes to bulk dimensions such as setbacks, yards, lot widths, etc., within neighborhood mixed-use districts by considering form-based standards and allowing higher densities near transit nodes.
- ❖ Amend the zoning standards for general commercial districts to allow a variety of uses at relatively higher densities than those allowed in neighborhood mixed-use commercial districts, with specific consideration to form-based site design.
- ❖ Develop new zoning standards to allow the development of the proposed industrial mixed-use areas in the city, as identified in the future land use map.
- ❖ Develop new zoning standards to allow the development of the **large-scale commercial mixed-use areas proposed in Long Wharf area**. (See future land use map.) The Commission further recommends the preparation of a redevelopment plan for this area so as to carefully consider market potential and to research options for enhancing waterfront connectivity.



Source: Office of Economic Development

Illustrations of a neighborhood commercial mixed-use area



Existing view of Long Wharf neighborhood at Sargent Drive and Church Street South intersection



Many communities across the United States have implemented healthy food zones near schools and community centers including Baltimore, Maryland in the northeast.

- ❖ Remove any remaining zoning and regulatory barriers to promote commercial and non-profit urban agriculture, including vertical agriculture and the use of temporary structures to extend the growing season (greenhouses, hoop houses, storage units, poly houses, high tunnels, overwintering structures, and shade houses).
- ❖ Explore the feasibility of implementing regulations to encourage **healthy food zones** and discourage the consumption of unhealthy foods and alcohol near schools and recreation centers to reduce youth obesity.
- ❖ Research options for proposing a change of land use and zoning in the existing industrial area of the city located near West River.
- ❖ Allow interim uses such as urban farming and temporary recreational events that would require minimum clean up on vacant and under-utilized industrial sites of the city.
- ❖ Pursue Zoning Ordinance amendments to allow the construction of single room occupancy housing within and closer to Downtown, where there is immediate access to transit and support services. The Commission further encourages that such housing should be allowed only with licensing and with an on-site manager.

### Development Review and Permitting

- ❖ Evaluate the City's approach to development review and permitting, consider options to efficiently streamline the permitting process, and use City-wide permit software, wherever appropriate.
- ❖ Re-evaluate permitting process for temporary restaurants (such as food trucks and mobile food vendors) and itinerant vendors to facilitate and encourage entrepreneurial food vending, without creating neighborhood nuisances.

### Use and Development Regulations

- ❖ Encourage siting of port-related uses only in the core port area, generally coinciding with the district of the New Haven Port Authority.
- ❖ Use redevelopment and other tools to address nuisance and deterioration issues, including uses that are deleterious to neighborhoods in general.

## Land Use



- ❖ Continue to use the city’s **Land Disposition Agreement (LDA)** to advance housing and neighborhood objectives, including appropriate densities, home ownership and contextual design.

### Site Development Standards

- ❖ Elevate site development standards by reducing the amount of on-site impervious surface, increasing landscaped areas, encouraging low-impact development, lowering the maximum allowable floor area ratio (FAR), and reducing allowable signage.

### Site Preparation

- ❖ In order to enhance the supply of available commercial/ industrial space, the City and economic development agencies must continue to prepare suitable business locations.
- ❖ Develop and maintain a comprehensive and accurate database of existing land uses within the city, which can serve as a benchmark to guide future developments.
- ❖ Conduct a comprehensive community needs assessment periodically to determine future land requirements based on the forecasted population, jobs, and housing trends.

### Environmental Compliance

- ❖ For brownfields and other under-utilized sites, establish a systematic policy of compliance with environmental regulations as administered by the city and the Connecticut Department of Energy and Environmental Protection (CT DEEP). (Also see Environment chapter.)

### Access/Mobility

- ❖ Encourage transit-oriented land use developments with reduced parking requirements and appropriate densities in suitable locations in the center city and along transit-served arterials to facilitate further transit use.
- ❖ Assess the capacity of existing transportation systems in relation to the density and intensity of uses proposed in new developments, in order to promote mobility of all roadway users effectively and efficiently. (Also see Transportation chapter.)

A Land Disposition Agreement (LDA) is a contract between the city and a developer when the sale of government owned land occurs. This is routinely used by the city as a tool to regulate development and advance housing and neighborhood objectives.



Coogan Pavilion in Edgewood could be re-used to promote year round indoor/outdoor recreational options for residents in the west side of the city.

# Open Space Plan

2008 – 2014

City of Boston  
Thomas M. Menino, Mayor



January 2008

Source: <http://www.cityofboston.gov/parks/openspace0814.asp>

Boston's Open Space Plan was prepared by the City's Parks Department to provide guidance on an integrated open space system with improved linkages to meet new or unmet needs and to protect natural resources and environmental base of the city's open space system, including both publicly- and privately-owned open spaces.

### Parking

- ❖ Discourage large-scale surface parking and, if approved, allow it to be time restricted. The time restriction will provide for a periodic review of the marketplace and development potential. (Also see Transportation chapter.)

### Community Facilities

- ❖ Encourage community facilities to be focal points of large-scale new developments.
- ❖ Assess the feasibility of **re-using existing vacant or under-utilized community facilities** in the city for promoting community interaction and addressing indoor recreational and healthy exercise needs of residents, to the extent feasible.

### Open Space/Recreation

- ❖ Develop an **open space conservation plan** for the city, which can be used not only to preserve historically ecologically significant open lands, whether publicly or privately owned, but also to serve as a guide in providing accessible, quality outdoor recreation to all residents of the city and to wildlife corridors.
- ❖ Partner with non-profit organizations such as the New Haven Land Trust to acquire vacant lands, to build an integrated trail network with the city (See Environment chapter.)

### Floodplains

- ❖ Continue to restrict land clearing activities and development of low-lying areas through the enforcement of the City's floodplain, soil erosion and sediment control, and wetland ordinances.
- ❖ Encourage flood proofing of structures in areas prone to repetitive floods. To that end, identify and seek pre-disaster mitigation funding and other sources of funding available at the state and federal level to implement flood proofing measures within the city.
- ❖ Repair or rebuild hard shoreline edges such as bulkheads and seawalls.
- ❖ Encourage "living shoreline" measures such as salt marsh restoration to protect both hardened shorelines and natural ones.

## Land Use



- ❖ Review, assess, and revise the floodplain ordinances of the City periodically to protect the health, safety, and welfare of residents.
- ❖ Delineate base flood elevations (BFEs) at the parcel level, as designated by the Federal Emergency Management Agency (FEMA), on official City maps and publish them on the City web page so that they can be used by all residents and potential developers. (Also see Environment chapter.)
- ❖ Develop and publish city-wide stormwater management plans and contingencies.

### Environmentally Sensitive Areas

- ❖ Continue to protect salt marshes, tidal wetlands, inland wetlands, and other riparian assets from inappropriate development through the aggressive enforcement of wetlands, soil erosion and sediment control, and coastal district regulations.
- ❖ Reduce non-point source pollution of New Haven's rivers.

### Sustainability

- ❖ Promote energy conservation in public, private, and institutional buildings.
- ❖ Elevate existing land use standards, wherever appropriate within the City's Zoning Ordinance and other City ordinances, to reflect a commitment to sustainable transportation systems and economic development.
- ❖ Integrate health and food system policies and planning into City land use activities.
- ❖ Partner with New Haven Food Policy Council, CARE, Urban Resources Initiative (URI), and other related organizations to implement the land use recommendations of the **Food Action Plan** officially adopted by the Board of Alders in 2013.
- ❖ Expressly permit community gardens in all residential zones, where they can provide fresh food and build a sense of neighborhood identity.
- ❖ Enable and encourage the use of yards and shared space for home gardens and residential composting.
- ❖ Encourage grocery stores in areas with limited access to food.

The New Haven Food Policy Council's mission is to build and maintain a food system that nourishes all people in a just and sustainable manner.

Source: <http://www.cityofnewhaven.com/government/foodcouncil.asp>

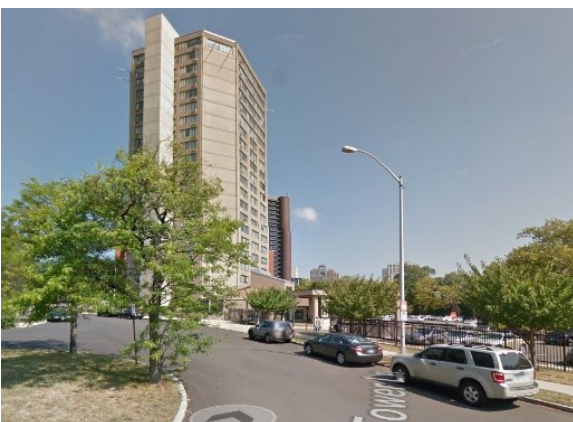
The City of New Haven Food Action Plan (adopted in 2013) was prepared by the Food Policy Council to increase access to healthy food for all people in New Haven, to strengthen New Haven's local food economy, and to encourage healthy food choices among residents.



Example of a low-density residential property located on Oliver Road.



Example of a medium-density residential property located on Orange Street.



Example of a high-density residential property located on Tower Lane.

- ❖ Enable urban farm siting in residential, commercial, light industrial, and mixed-use zones.
- ❖ Increase access to open spaces and recreational areas and enhance pedestrian/bicycle mobility to prevent obesity and improve the health of the residents.
- ❖ Promote re-use of existing buildings.

### E. FUTURE LAND USE MAP

The proposed land use map (see page III-18) identifies the City Plan Commission's most desirable use of land for residential, industrial, conservation, and other purposes. Given the fully-developed nature of most neighborhoods, special attention is given to fitting new development within the fabric of the existing landscape. The Commission emphasizes an important strength of New Haven by providing for mixed-use opportunities in neighborhood commercial and general business settings. The proposed land use categories within the map are described in more detail below.

#### Low-density Residential

In keeping with the existing development pattern, the Commission recommends preservation of existing neighborhoods, and new development and infill housing in these areas as single-family environments at a density not to exceed 7,500 sf per single-family lot.

#### Medium-density Residential

In keeping with the existing development pattern, the Commission recommends preservation of existing neighborhoods by promoting new development/infill housing with minimum lot size in the range of 5,400 sf to 6,000 sf and designed in a manner compatible with the prevailing neighborhood character. Conversion of existing residential structures to higher densities is discouraged.

#### High-density Residential

In certain areas, generally located near transit, on arterials, or Downtown, the Commission recommends higher density residential developments.

# Land Use



## Special High-density Residential

The Commission recommends continuing the more restrictive high-density designation along significant thoroughfares, particularly Whitney Avenue, in order to prevent the encroachment of office or commercial uses and inappropriately-scaled residential buildings, and to preserve distinctive historic streetscapes.

## Office Mixed Use

The Commission encourages mixed-use environments with office and residential uses at these locations. Stand alone retail and commercial uses are discouraged.

## Neighborhood Commercial Mixed Use

Neighborhood mixed-use areas generally correspond to neighborhood commercial districts and/or streets with a mix of traditional housing and sporadic commercial development. The environments are desirable for pedestrians and functional for neighborhood services, storefront retail, and office activity. Large format, stand-alone retail with extensive surface parking is discouraged in these areas. Form-based standards are encouraged to promote site design that improves the aesthetics of these districts. (See conceptual rendering on the following page.)

## General Commercial Mixed Use

Commercial mixed-use areas are general business zones found generally along major arterials. The Commission further recommends mixed-use environments (both commercial/residential and retail/office) where appropriate. A variety of uses at relatively higher densities than those observed in neighborhood commercial mixed-use are encouraged in these districts. Form-based standards are also encouraged to promote site design that improves the walkability and aesthetics of these districts.



Example of a special high-density residential property located on Whitney Avenue.



Example of an office mixed-use property on Chapel Street.



Conceptual example of general commercial mixed-use properties



Example of a neighborhood commercial mixed-use property located in East Rock neighborhood.



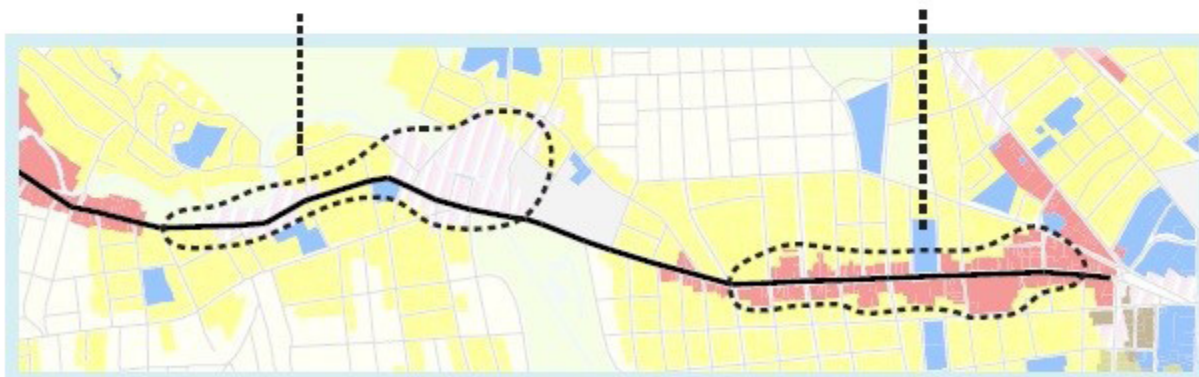
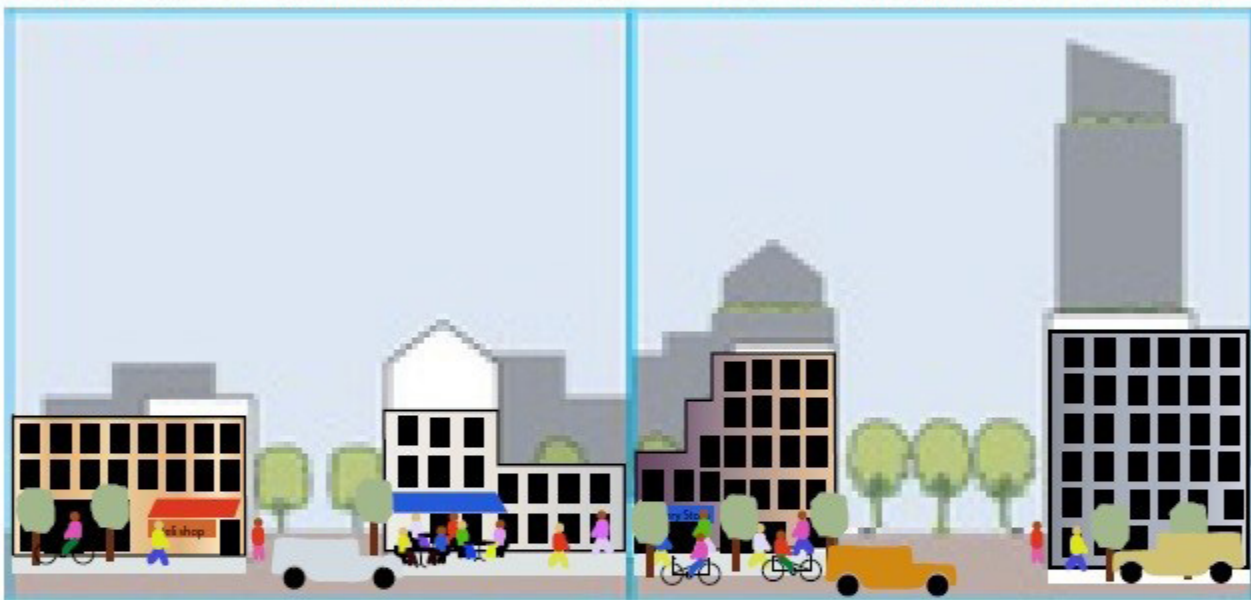
# Whalley Avenue Conceptual Building Height Progression

Whalley near  
Westville Village

Whalley between  
Broadway and Boulevard

NEIGHBORHOOD COMMERCIAL DISTRICT

GENERAL COMMERCIAL DISTRICT



Note: Illustration to be used for conceptual purposes only.  
More technical analysis is needed to implement the vision.

# Land Use



## Large-scale Commercial Mixed Use

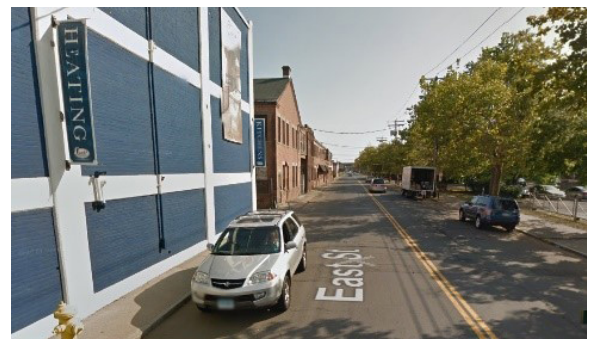
The Commission recommends continued development of sites in the Long Wharf area along Interstate 95 and at Canal/Belle Dock (south of Forbes Avenue) for office space, light industrial, residential, and retail and restaurant type uses. Particular attention should be paid to waterfront connections, careful site design, (minimal) signage, and flood protection. Adaptive re-use of sites is encouraged to the extent possible. Focus specific planning and redevelopment attention at Long Wharf with the intent to develop a framework for the redevelopment of the district into a more mixed-use, more dense urban, commercial, and coastal district, connected to Vietnam Veterans Memorial Park.



Rendering of Tysons West mixed-use development in Virginia: an example of large-scale commercial mixed-use.

## Industrial

Industrial areas, generally found in Mill River, along River Street, lower West River, as well as, Quinnipiac Meadows are intended to promote manufacturing/production activities and more intense employment generation in a manner consistent with light industrial zoning uses.



Existing view of industrial area in Mill River neighborhood.

## Industrial Mixed-use

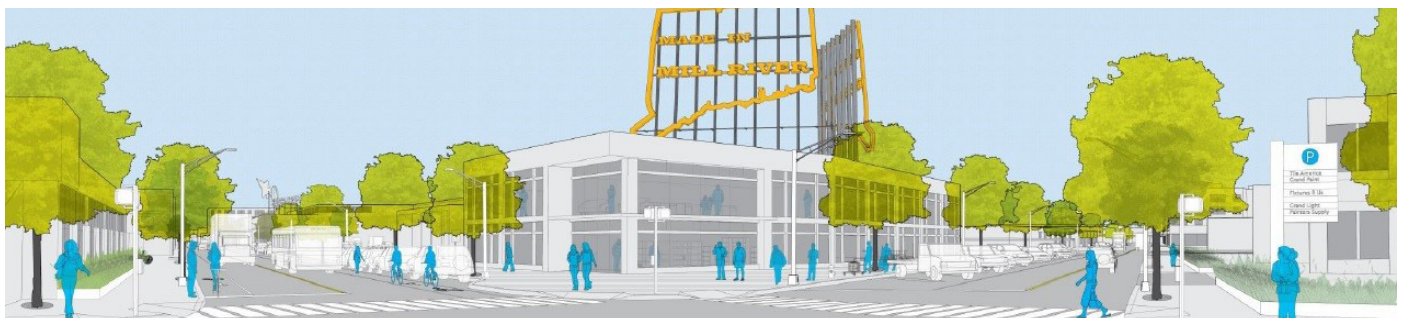
Industrial mixed-use areas, proposed in Mill River and River Street area are with some store front retail/office space to enhance pedestrian activity and vibrancy in the area. Recreational/open space is also encouraged along the waterfront in coastal zone areas.



Example of marine mixed-use property located on 100 South Water street.

## Marine Mixed-use

The Commission encourages development of these areas as a mix of water-dependent recreational boating, marinas, and shellfish operations of fishing and related activities and waterfront residential environments.



Rendering of a mixed-use, pedestrian-oriented industrial district envisioned in the Mill River area of the city (Mill River District Plan, 2014)



Example of Downtown commercial mixed-use building on 195 Church Street.

### Downtown Commercial Mixed-use

In areas within Downtown or closer to the edge of Downtown, the Commission encourages high-density, mixed-use environments generally with pedestrian-level retail/restaurant type uses, residential, and predominantly multi-floor office/commercial space.

### Downtown Residential Mixed-use

In areas within Downtown or closer to the edge of Downtown, the Commission encourages high-density, mixed-use environments generally with pedestrian-level retail/restaurant/ office type uses and predominantly multi-floor residential space.

### Downtown Medical Mixed-use

In areas closer to Yale New Haven Hospital and the Yale Schools of Medicine and Public Health or at the edge of Downtown, the Commission encourages high-density, mixed-use environments generally with pedestrian-level retail/restaurant/office type uses and multi-floor medical/laboratory/technology space



Example of Downtown medical mixed-use building currently under construction at 100 College Street.



Example of Downtown residential mixed-use building on 360 State Street.

# Land Use



## Downtown Transit-oriented Mixed-use

The Commission recommends development of multi-storied mid- and high-rise buildings suitable for residential/commercial/medical research and office uses on parcels closer to Route 34 East (Downtown Crossing). Since these parcels are also closer to the city’s transportation center at Union Station, reduced parking requirements within this district would enable a transit, bike, and pedestrian friendly environment. Pedestrian-level retail/restaurant and other active uses are generally encouraged on the ground floor.

## Institutional

The Commission recommends development of these areas for institutional uses, including core educational, government, and health care facilities. Many cultural facilities are also considered institutional uses.

## Port

The Commission recommends development of the port area in a manner consistent with the needs of water-dependent port terminals, including sufficient space for storage, processing, and ancillary port services in a non-obnoxious manner.

## Parks and Open Space

The Commission recommends protection of these areas as dedicated open space, deed-restricted conservation areas, and/or active recreational spaces.



Example of Downtown transit-oriented mixed-use development proposed at former Coliseum site.



Picture of Yale University building in Downtown New Haven.

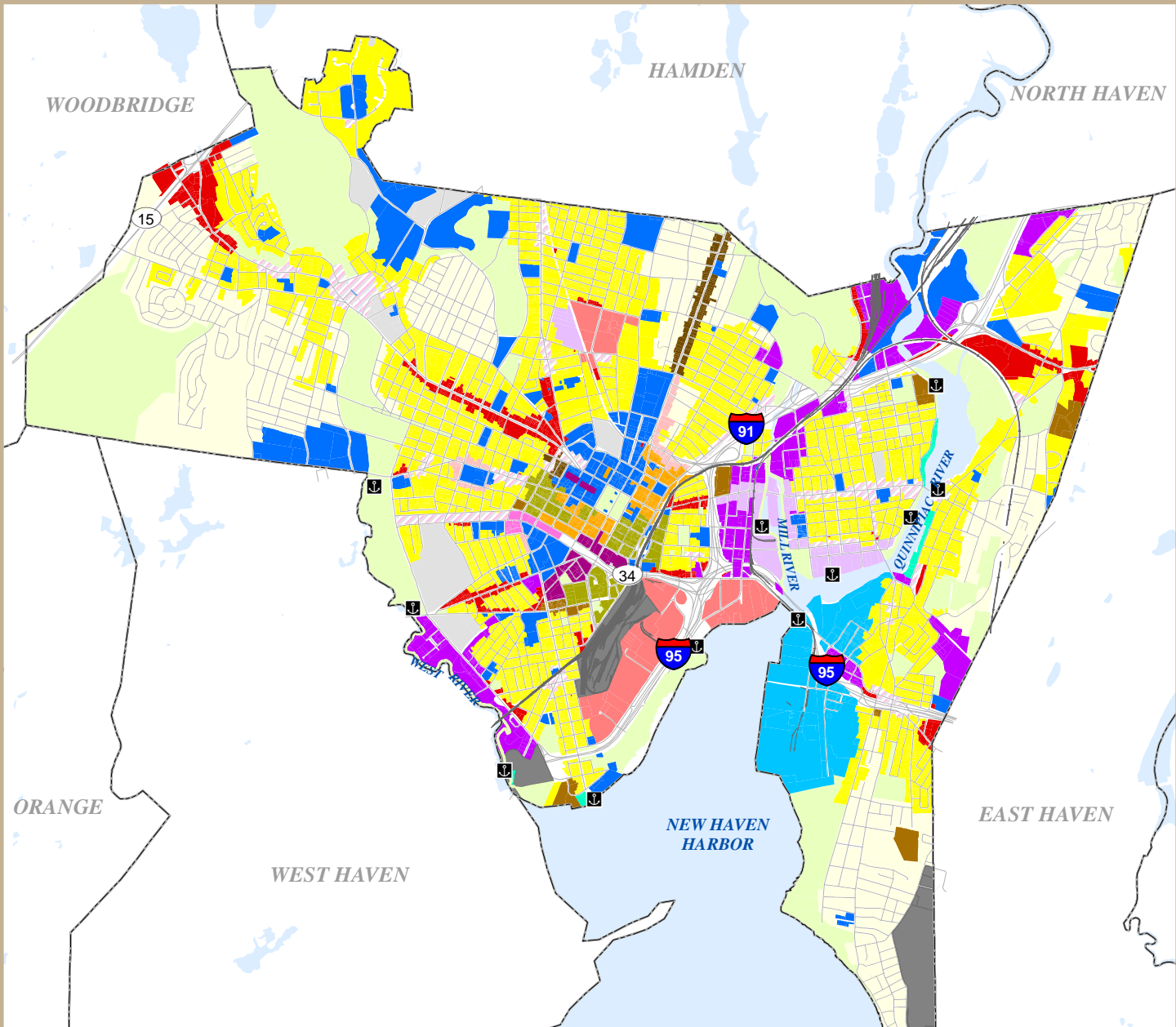


View of New Haven Port area.



View of Quinnipiac River park used for community events.

# NEW HAVEN VISION 2025 FUTURE LAND USE MAP



**Proposed Land Use**

**Residential**

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Special High Density Res

**Commercial**

- Office Mixed Use
- Neighborhood Commercial Mixed Use
- Large-scale Commercial/Industrial Mixed Use
- General Commercial Mixed Use

**Downtown Mixed Use**

- Downtown Residential Mixed Use
- Downtown Commercial Mixed Use
- Downtown Medical Mixed Use
- Downtown Transit-oriented Mixed Use

**Industrial**

- Industrial
- Industrial Mixed Use

**Parks and Open Space**

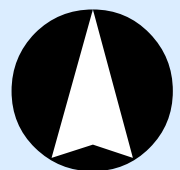
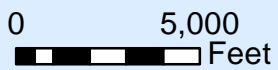
- Parks and Open Space

**Water Dependent**

- Marine Mixed Use
- Port

**Other**

- Institutional
- Transportation
- Cemetery
- Waterfront Recreation Access





## Build...

### F. SUMMARY OF RECOMMENDATIONS

- ❖ ...developments compatible with the character of the surrounding area through the preparation, adoption, and implementation of a city-wide design guidelines manual.
- ❖ ...mixed-use developments along all of the city's commercial corridors, as indicated within the future land use map, through necessary zoning amendments.
- ❖ ...distinct identity for the city's neighborhood commercial corridors through the amendment of current zoning standards to better define the type, nature, and intensity of uses allowed and by incorporating form-based standards.
- ❖ ...transit-oriented developments with reduced parking requirements and appropriate densities in suitable locations to facilitate further transit use.

## Connect...

- ❖ ...residents to jobs, transit, and community/support services by pursuing necessary zoning amendments, as required, to implement the proposed future land use map of the city.
- ❖ ...residents to healthy food by expressly permitting community gardens in all residential zones where they can build a sense of neighborhood identity and by promoting access to healthy food choices through enhanced bicycle/pedestrian and transit network.
- ❖ ...residents to community facilities by encouraging such facilities to be located as focal points of large-scale new developments and by assessing the feasibility of re-using existing vacant community facilities in the city.
- ❖ ...residents to quality outdoor recreation through the development of an open space conservation plan for the city, which can be used not only to preserve historically significant natural resources but also serve as a guide for developing an integrated open space system within the built environment.
- ❖ ...residents to the city's waterfront through the preparation of a redevelopment plan for Long Wharf and Canal/Belle Dock area and pursuing zoning amendments accordingly.



### Preserve...

- ❖ ...environmentally sensitive areas through the aggressive enforcement of coastal and wetlands regulations and establishing a systematic policy of compliance with environmental regulations as administered by the City and CT DEEP.

### Adapt...

- ❖ ...to sea level rise and other coastal events by flood proofing structures in areas prone to repetitive floods (as discussed within the Environment chapter) and by reviewing, assessing, and revising the floodplain ordinances of the City periodically.
- ❖ ...to changing market trends within the city by conducting a comprehensive community needs assessment periodically based on forecasted population, jobs, and housing trends.
- ❖ ...to changing market trends by preparing available vacant commercial/industrial spaces for development.
- ❖ ...to changing market trends by evaluating the City's approach to development review and permitting, and efficiently streamlining the permitting process, wherever appropriate

### Grow...

- ❖ ...sustainable mixed-use, transit-oriented developments by elevating existing land use standards, wherever appropriate.
- ❖ ...sustainable transportation systems by assessing the capacity of existing transportation systems in relation to the density and intensity of uses proposed in new developments.
- ❖ ...general quality of life and health of the residents in all neighborhoods by promoting access to healthy food and increasing access to open spaces/recreational areas through improved and well-connected transportation network.



## CHAPTER IV: HOUSING & NEIGHBORHOOD PLANNING

### A. GENERAL CHARACTERISTICS

New Haven is a mature city with an overall land use pattern that owes much to its rapid growth during the latter part of the 19<sup>th</sup> century and into the mid-20<sup>th</sup> century before the application of modern zoning. New Haven’s housing stock is older and has a larger percentage of renter-occupied and multi-family units than the average across the state and the region. Of New Haven’s more than 54,000 dwelling units, approximately one quarter (25 percent) are single-family homes, 17 percent are two-family homes, 24 percent are in three- and four-unit buildings and 34 percent are in buildings with five or more units.

The city’s **traditional pattern of development** in its older residential neighborhoods, in particular the two- and three-family detached houses, can be found throughout Fair Haven, Newhallville, the Hill and also in parts of the East Rock, Fair Haven Heights, and Dwight neighborhoods. Generally these areas fall within the RM-1 and RM-2 zoning districts, which permit new residential development at a maximum density between 10 units per acre (with a minimum lot size of 6,000 square feet for RM-1) to 20 units per acre (with a minimum lot size of 5,400 square feet for RM-2), depending on site configuration.



Recent residential rehabilitation on Putnam Street maintains the traditional character of the city’s housing stock.



# Housing & Neighborhood Planning

In the more suburban sections of the city, such as Westville, East Shore, and Morris Cove, single-family homes are protected by specific zoning categories (RS-1 and RS-2) that allow only one dwelling unit per lot, with some limited exceptions based on existing non-conforming properties, planned developments, and zoning variances.

## Housing Sector Activity

Over the last 30 years, annual **housing production figures in both City of New Haven and the New Haven region have dropped** to a substantially lower annual baseline of below 200 units and 1,000 units respectively primarily due to economic factors such as limited job creation and decreasing manufacturing employment, as well as the national economic recession for the post-2008 period.

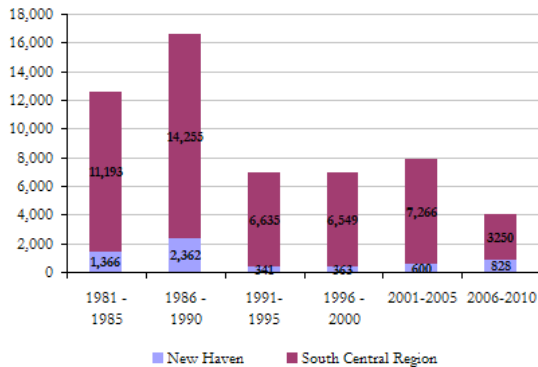
In contrast to this historical trend, over the past decade, despite the recession in 2008, New Haven has seen a wave of new construction activity focused primarily on conversion of existing office and manufacturing spaces into residential units, as well as the completion and occupancy of **360 State Street**, with approximately 500 rental housing units, which is the first new residential high rise in the city in over 30 years. Additional construction in the development pipeline includes both conversions of existing industrial loft space to residential occupancy, such as 1040 State Street, as well as new residential construction focused on areas adjacent to transit access such as the Wooster Square neighborhood and the Downtown area, closer to both Union Station and State Street Station.

## Housing in Neighborhoods

While the **total housing stock increased in New Haven by nearly 4 percent from 2000 to 2010**, the most new house housing units were constructed in the city's Downtown (nearly 24 percent increase). This increase is due in part to the construction of the apartment building at 360 State Street (approximately 500 new luxury apartment units).

All neighborhoods to the north and east of Downtown i.e., East Rock (4.1 percent increase), Wooster Square/Mill River (6.8 percent increase), Fair Haven (8 percent increase), Quinnipiac Meadows (10.1 percent increase), Fair Haven Heights (3.9 percent increase), Annex (9.5 percent increase), and East Shore (5.2 percent increase) gained housing units from 2000 to 2010. Some

Permit Activity in New Haven & the South Central Region  
1981 - 2010



Source: Annual Construction Report Excel Tables, DECD 1981-2011

The number of home construction permits in both New Haven and the region has dropped over the past 20 years.



360 State Street luxury apartment building is the first new residential high rise built in the city in the past 30 years.

# Housing & Neighborhood Planning



condominium complexes and apartment buildings were built in these neighborhoods over the past decade, which contributed to this increase. Neighborhoods within the central portion of the city seemed to have lost some housing units, except for the Dixwell neighborhood, where there was nearly 7.2 percent increase.

Of the neighborhoods in the western section of the city, West Rock lost the most housing (35.4 percent decrease), which is mostly attributable to the demolition of the West Rock/Brookside affordable housing development in recent years, which is currently under re-development. The housing increase observed in Westville (10.4 percent increase) is mainly due to the construction of the multi-family development at Blake Street i.e., Wintergreen at Westville, in addition to other minor housing developments.

This dataset is a good indicator of the increasing market for multi-family housing in New Haven in recent years.

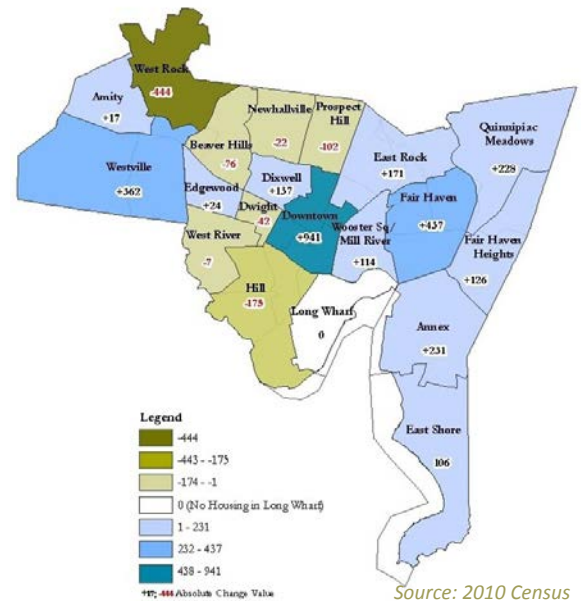
## Owner Occupancy

According to the 2010 US Census, 29.5 percent of all occupied housing units in New Haven were owner-occupied. Although down slightly from the values observed in 1980 and 1990, owner occupancy has been relatively steady over the past decade. In 1990, 31.8 percent of the city’s occupied housing units were owner occupied and in 1980, 30.7 percent were owner occupied.

Homeownership rates are generally found to be lower in cities with high population density such as New Haven, where there are limited single- and two-unit housing developments. However, as an important bellwether statistic of neighborhood planning, improving the rate of homeownership has been a longstanding policy in the City. The policy is appropriate given the apparent relationship between homeownership and neighborhood stability. Homeowners have a long-term stake in the community, contribute directly to the property tax base, and are on-site stewards of real estate.

## Distressed Housing

Distressed and deteriorated housing continue to be core issues related to neighborhood planning in New Haven. New Haven, like the rest of the nation, was impacted severely with displacement of families in the city during the recession beginning in 2008, causing increase in blight and instability within some of the city’s neighborhoods .



City-wide changes in total housing from 2000 to 2010

Source: 2010 Census



## Housing & Neighborhood Planning

The City's residential licensing program requires owners of all properties with four or more units to acquire a license from the City, which is issued following an inspection by the Housing Division staff and ensures that the housing code is implemented accordingly.

Therefore, in 2008, the City of New Haven, along with other partner agencies, appointed a ROOF (Real Options for Overcoming Foreclosures) committee to offer counseling and technical assistance to homeowners of foreclosed properties in the city. Since its inception in 2008, ROOF has offered counseling services to nearly 2,000 property owners within the city, saved homeowners from foreclosure, helped tenants secure stable housing after foreclosure, and turned vacant and foreclosed properties into fully rehabbed rental and homeownership units.

The City also has a **residential licensing program** to combat neglect by absentee landlords and deal with blight on residential properties. In addition, the City's neighborhood specialists conduct regular walk-throughs within neighborhoods to identify distressed properties, update their housing inventory, discuss housing issues with residents at monthly CMTs, and enforce the housing code.

In spite of these efforts, a number of factors negatively impact the stability of the city's housing stock. High rates of families in poverty (29.7 percent in 2010) and low median family incomes (\$35,122 in 2010) place additional stress on the housing stock often leading to deferred maintenance of general repairs, landlord/tenant issues, and foreclosures.

Well over 70 percent of the city's housing stock is more than 50 years old. The age of the housing stock generally increases the costs for rehabilitation, including costs to remove lead paint and underground petroleum storage tanks and repair long-term structural damage.

There are a number of similarities in the neighborhoods with high levels of distressed housing. The Hill, Newhallville, and Fair Haven are older, denser neighborhoods with lower income levels in the community. As such, there is a wide set of needs ranging from small paint/improvement programs to marketing for the transition to new homeowners. Often the market for new homeowners is limited to the local population as the availability of inner city homes is not as well known on a regional basis. (See Vacant Properties map in Databook in the Appendix of this document).

### Housing Affordability

The cost of housing in Connecticut remains high relative to national and state averages. This was also well documented in the **Regional Land Use Plan**. Census data indicate that housing costs for all housing types in New Haven increased by nearly 5 percent

The Regional Land Use plan estimates that 40,000 households in the region i.e., approximately one in every five households spends over 30 percent of total household income on housing. SCRCOG estimates a shortfall of 8,000 affordable housing units in the region!

## Housing & Neighborhood Planning



from 2001 to 2012, whereas, they increased by nearly 35 percent from 1996 to 2001. The median sales value of multi-family housing increased at a higher rate (34 percent increase) than the median sales value of single-family homes (nearly 30 percent increase) over the past ten years. This is contrary to the trend observed from 1996 to 2001 when the median value of single-family sales increased by nearly 36 percent and median value of multi-family sales increased by nearly 29 percent. In general, the increase in values of multi-family homes indicates the increasing demand for multi-family housing within the city.

In New Haven, the **cost burden for renters and home owners is significant**. A significant portion of owners and renters in New Haven can be considered cost-burdened since they paid more than 35 percent of their incomes on housing costs in 2010. (See Databook in Appendix). When the incomes of these householders were analyzed, it was found that nearly half (52 percent) of these households had incomes less than the median household income for the city (\$33,526). Further breakdown by age of the householder by income indicates 80 percent of householders less than 25 years of age (young adults) and 65 percent of householders 65 years and over (elderly) had incomes less than the median household income.

### Government-assisted Public Housing

The Connecticut Department of Economic and Community Development (DECD) maintains the affordable housing appeals list as part of the program and implementation of CGS Section 8-30g. The list calculates “assisted housing” as that percentage of housing units that are either (a) Assisted Housing Units – housing for occupancy by low- and moderate-income households that is currently receiving or previously has received government aid; (b) Ownership Housing – housing financed with mortgages from Connecticut Housing Finance Authority and/or Farmer’s Home Administration; or (c) Deed Restricted Properties – deeds encumbered by affordable housing covenants.

According to DECD published data on **government-assisted affordable housing** in New Haven, affordable housing in the city was found to have decreased by nearly 3.5 percent from 2000 to 2010. However, a closer look at the background data for these data sets indicated that there were several errors in the reporting and compilation of the datasets, especially for the years between 2000 and 2005, such as: incorrect project addresses across various

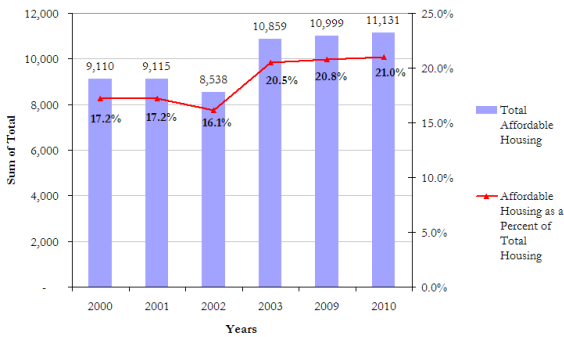
“Despite the rising demand for rentals and more modest and affordable ownership options, the supply of such units in Connecticut has not increased enough to meet the demand, leading to higher rental costs and continued high prices to own a home.” (Partnership for Strong Communities, October 2012).



Recently re-built government-assisted Brookside housing development in West Rock neighborhood.



# Housing & Neighborhood Planning



Source: City Plan Department (based on back up datasets from DECD), 2012

The number and ratio of affordable housing units within the city has increased since 2000.

years; inconsistent project names resulting in duplication of affordable housing unit counts for some years; incorrect number of total affordable housing units within each project; incorrect unit counts, etc. Therefore, City Plan Department staff performed a detailed analysis of affordable housing within the city for the period between 2000 and 2010 by obtaining the background datasets from DECD and consulting the Housing Authority of New Haven and the Office of Livable Cities Initiative staff who manage affordable housing projects within the city.

The results indicated that **affordable housing in the city increased** from 17.2 percent of total housing in 2000 to 21.0 percent of total housing in the city in 2010. This does not represent the current value since it does not include Section 8 housing vouchers issued after 2010. Also, the new affordable housing units (206 units) constructed as part of the West Rock/Brookside Housing development are not included in this list.

## Historic Preservation



View of the Dwight Street National Register District

New Haven is rich in historic resources, including a wide variety of historic residential neighborhoods and landmarks, both buildings and places. There are **19 National Register Historic Districts** (NRDs) in the city and three local historic districts. There are also 32 properties or sites on the National Register that are individually listed. Approximately 6,000 properties have been identified in surveys conducted by the Connecticut Historical Commission as possibly being eligible for listing on the National Register. These include the recently surveyed modernism architecture properties as well. Also, there are two State Historic Districts in Westville and Hill North.

The City of New Haven is a Certified Local Government (CLG) under 101 (c)(1) of the National Historic Preservation Act of 1966. The CLG status is conferred to enhance the role of local governments in historic preservation by formalizing and strengthening local programs and its links with the Connecticut Historical Commission. As a Certified Local Government, the City acknowledges and assumes many responsibilities for the protection of historic resources, including three local historic districts: Wooster Square (est. 1970), Quinnipiac River (est. 1978) and City Point (est. 2001). These districts contain a total of 502 properties.

## Housing & Neighborhood Planning



### Institutional Development

New Haven is home to several large institutions that are key to its economic prosperity and national and global visibility; they include Yale New Haven Hospital, Southern Connecticut State University (SCSU), **Yale University**, Gateway Community College (GCC), Albertus Magnus College, Hopkins School, state and federal courts and other government offices, and a number of smaller institutions such as the Mary Wade Home, Job Corps, etc. They contribute jobs and other positive direct and indirect economic impacts to the regional economy. They provide job and skill training and collaborate with City departments in health and academic studies. They participate in training and marketing partnerships. They allow use of their facilities for meetings and civic, cultural, and sporting events. They provide direct community services, educate teachers, and provide technical training for the construction, hospitality, and health care industries.

These institutions hold large tracts of tax-exempt land that would otherwise constitute a significant portion of the City's real estate tax base. Their operations also impose substantial costs for roadways and other municipal infrastructure, as well as for emergency services. Properties owned by these institutions may sit vacant or underutilized for an extended period of time due to changing facility requirements.

Planning for the growth of these institutions is a delicate balance between maintaining quality of life for their host communities and their need to construct, renovate, and re-purpose buildings to meet ever-changing institutional requirements. All of these institutions, whether in public ownership, like Southern Connecticut State University and Gateway Community College, or private non-profits, like Yale University and Albertus Magnus College, engage in informal and formal ongoing relationships with civic and community organizations, such as the Community Management Teams and other community service and development organizations.



Yale's recently opened School of Management at 165 Whitney Avenue was completed in 2012 and allows enrollment to increase from 450 students to 600.



## Housing & Neighborhood Planning

### B. PLANNING CONSIDERATIONS

- ❖ The city's neighborhoods have unique and organic qualities, which contribute to a profound "sense of place" and an agreeable urban living environment. The prevailing land use pattern is a classic example of the sort of development that inspired "new urbanist" design philosophy (higher densities, pedestrian and transit connections, front porches overlooking treed streets, high quality aesthetics, etc.).
- ❖ The city's most stable neighborhoods, in general, are pedestrian-oriented, aesthetically pleasing and environmentally sound. There are walk-to-work options and convenience goods in accessible locations. Community services, including schools, parks, and playgrounds are within a reasonable walking distance of many homes.
- ❖ This contextual urban environment is among the city's most important assets and must be stewarded against inappropriate infill, conversions, encroachments, and other potentially deleterious/ nuisance influences.
- ❖ In some areas, the urban environment is a healthy mix that contributes to a high quality of life. In East Rock, for example, a number of small grocers and specialty retail shops are co-mingled in a residential environment. Generally speaking, the neighborhood functions well, with stable conditions, a pleasing environment, and rising property values.
- ❖ In other areas, nuisance and poorly operated uses have had an adverse effect on surrounding land use. Distressed property is seen more in older, lower income neighborhoods. Various factors contribute to the deteriorating influences, including poor structural condition, limited marketability, public safety concerns, and the overall condition of the surrounding area.
- ❖ In addition, higher density zoning complicates infill and flag lot development by allowing for densities often higher than the prevailing character of some areas.
- ❖ Since there are few opportunities for new development in the city, appropriate infill and redevelopment are central housing and neighborhood development strategies.

## Housing & Neighborhood Planning



- ❖ Aggressive code enforcement and property turnover (from tax delinquency to resale) will continue to stabilize neighborhoods and advance a comprehensive redevelopment strategy.
- ❖ Formal redevelopment plans, though largely expired in recent years, can be an ideal complement to the current Livable City approach. Neighborhood-based redevelopment plans provide an opportunity to target specific deteriorated properties (both existing and in the future) in a more streamlined manner than the sometimes cumbersome foreclosure process.
- ❖ Promoting affordable workforce housing remains an integral component to the City's housing strategy. The city currently lacks opportunities for transitional, single-room occupancy housing suitable for young adults, seniors, persons with disabilities, etc.
- ❖ New Haven has the region's largest percentage of government-assisted public housing properties. A balanced approach of market-rate and affordable units, spread more evenly across the entire South Central Connecticut region is therefore needed.
- ❖ Community survey responses indicate that preservation of the city's housing stock is one of the top housing priorities for the residents. The other priorities were: promoting workforce housing developments and encouraging quality, non-subsidized housing stock.

### C. **GUIDING PRINCIPLES FOR RECOMMENDATIONS**

---

- ❖ Promote diverse housing stock suitable for people of all ages and incomes.
- ❖ Encourage dense, mixed-use housing opportunities along transit corridors.
- ❖ Increase homeownership rate.
- ❖ Improve housing affordability.
- ❖ Enhance quality of the housing stock.
- ❖ Preserve existing, historic housing stock.
- ❖ Encourage sustainable housing developments.
- ❖ Enhance physical and social connectivity among neighborhoods.



# Housing & Neighborhood Planning

## D. RECOMMENDATIONS

### Housing Diversity



New Haven’s developed context of two- and three-family detached housing allows for significant flexibility in meeting family and non-family housing needs.

- ❖ Identify and prioritize areas for the development of new/ infill housing to cater to households of diverse age groups such as college students, families, and empty nesters. (See Opportunities Map at the end of this section). The Commission further encourages the provision of family-friendly amenities and other support services within such developments.
- ❖ Ensure that **adequate rental and homeownership opportunities exist for people of all incomes**, especially in transition areas affected by business/infrastructure investments, institutional expansion, and/or changing market trends. To that end, the Commission encourages the City to identify and seek new sources of funding to assist in the development of quality, non-subsidized mixed-income housing stock.
- ❖ Encourage siting of elderly housing developments near walkable areas/transit corridors. Where feasible, allow aging in place as housing needs change, by encouraging universal design or retrofitting homes for lifetime use through Zoning Ordinance amendments. For example, in certain high- and medium-density residential districts encourage the provision of row housing on individual lots, or of “granny flats.”
- ❖ Prepare a comprehensive housing database and housing needs analysis for the city and update these periodically, based on changing demographic and market needs.
- ❖ Partner with regional planning agency to promote housing policies aimed at **fair, equitable, and de-centralized** distribution of government-assisted affordable housing within the region.
- ❖ Better integrate supportive housing developments into the rest of the city by enhancing physical connectivity and access to jobs and community services. As a first step, increase planning coordination among various City departments such as the Housing Authority of New Haven (HANH), City Plan, Engineering, Economic Development, and TTP to improve quality of life of people inhabiting these developments.

New Haven has the highest share of affordable housing in the region and second highest in the state. The relatively low income levels of city residents coupled with the lack of adequate affordable housing supply anywhere in the region is creating significant pressure on the City to make housing more affordable. Therefore, promoting fair, equitable, and de-centralized affordable housing within the region is critical.

## Housing & Neighborhood Planning



### Housing Density

- ❖ Encourage the provision of **high-density, multi-family developments at appropriate locations** in the city. (See Opportunity Map). The Commission further supports the provision of community/open spaces that allow civic interaction and/or community services to be part of such developments.
- ❖ Encourage appropriately higher housing densities on certain existing, non-conforming properties located within RM-1 and RM-2 districts.
- ❖ Consider the impact of moderate- and high-density developments on the existing urban fabric, relative to traffic, noise, density of surrounding area, compatibility with nearby land uses, public convenience, public safety, aesthetics, site design and layout, etc. To that end, the Commission recommends the preparation, adoption, and implementation of a city-wide design guidelines manual.
- ❖ Continue to reinforce the urban environment and sense of place within large-scale private developments through site plan and design review and through contingencies on public funding.
- ❖ Encourage and support the redevelopment of government-assisted housing in a manner that enhances the urban environment through contextual urban design, appropriate density, and integration with the surrounding area. The Commission further recommends enhanced connectivity to the surrounding area and the provision of mixed-uses such as neighborhood retail and support services for these housing developments.
- ❖ For publicly-owned sites that are sold, continue to use the City's LDA as a tool to mandate the desired density, homeownership, and design of such developments.

New Haven's population is forecasted to grow by 13 percent over the next decade, but available vacant land is limited (approximately 5 percent). Therefore, in order to grow and yet keep housing affordable, high-density, multi-family developments are needed at select locations (such as transit corridors) within the city along with context-sensitive infill development opportunities.



## Housing & Neighborhood Planning

### Home Ownership

- ❖ Aim for achieving at least a three percent increase in the homeownership rate by assessing housing needs and affordability periodically and by developing effective housing strategies to meet this estimate. In order to achieve this goal, the Commission supports advanced marketing of existing homeownership and housing rehab programs to low-and middle-income buyers and encourages the construction of large, multi-unit developments only when accompanied by a companion homeownership plan. Further, streamline the process and time taken to qualify for such programs so that more residents can take advantage of these.
- ❖ Work with public and private employers in the city to encourage employees to participate in government-sponsored homeownership programs. Continue and expand major employers' homeownership programs.
- ❖ Secure additional funding through state- and federally-operated financial programs aiming at moderate-income (workforce) households (i.e., those earning 80–120 percent of area median income [AMI]).
- ❖ Advocate for the approval of the legislative bill (currently pending) requiring higher share of PILOT (payment in lieu of taxes) and other such state reimbursed payments from all non-profit and tax-exempt institutions. The Commission recommends the provision of a more predictable, uniform, and stabilized tax base within the city.
- ❖ Enhance access to housing counseling services such as pre-purchase education, down payment assistance, and foreclosure literacy and intervention, for all first-time home buyers within the city.
- ❖ Continue to raise awareness among at-risk homeowners or owners of foreclosed homes on foreclosure prevention and intervention through programs such as ROOF.

### Housing Affordability

- ❖ Support the provision of affordable, workforce (middle-income) housing within the city. To that end, explore the feasibility of incentivizing developers who provide **workforce housing** through reduced parking, where appropriate, and other incentives.

Workforce housing is defined as housing for persons with disabilities/special needs, young adults (students, artists, etc.), and seniors living on fixed incomes, young families who just started their careers, small business owners, and teachers, and other low- to moderate-income professionals. The income ranges of workforce households are generally between 50–80 percent of the area median income (referred to as low-moderate-income householders by HUD) and between 80–120 percent of the area median income (referred to as moderate-income householders by HUD).

## Housing & Neighborhood Planning



- ❖ Explore the feasibility of creating a “**housing trust fund**” (or other such dedicated revenue stream) for the City to support the creation of affordable units within large-scale developments, where financing such units becomes difficult without an increase in density.
- ❖ Compile and publish a list of all non-profit /housing agency services within the city that low- and moderate-income families can refer in finding adequate housing within the city.
- ❖ Partner with non-profit associations providing emergency, transitional, or affordable housing within the city using federal money and assist them in identifying suitable sites for locating such developments. To that end, pursue Zoning Ordinance amendments to allow the construction of single-room occupancy housing within and closer to Downtown, where there is immediate access to transit and support services. The Commission further encourages licensing and the requirement of an on-site manager to be part of the amendment.
- ❖ Partner with neighboring towns/municipalities and the region to assess housing needs, create affordable housing opportunities, and coordinate funding. Advocate for a balanced regional housing policy.

### Housing Quality

- ❖ Ensure that all housing within the city meets or exceeds the quality standards established within the City’s Housing and Building Code. To that end, continue to enforce the housing code through the City’s residential licensing program and expand the functioning of this program by allocating additional resources.
- ❖ Encourage the revitalization of distressed, privately-owned property through enforcement of existing regulations for interior and exterior maintenance and through the creation of clear consequences for delinquent private owners, moving aggressively to housing court and other necessary actions while protecting the rights and needs of non-owner occupants.
- ❖ Update the City’s inventory on the quality of housing stock within the city regularly, so as to accurately identify all substandard housing stock.

Some communities in the country have adopted voluntary inclusionary zoning ordinances to encourage workforce housing production, such as New Castle County, Delaware.

In Connecticut, some communities encourage developers to provide payment-in-lieu of building affordable housing units, which is also called a housing trust fund. The City of Stamford allows developers to pay into a City fund, or make payment to another approved organization whose focus is on affordable housing development and initiatives, such as those developed for the towns of Bethel and New Milford and the City of Norwalk.



## Housing & Neighborhood Planning

- ❖ Use the City’s legal authority to eliminate vacant, substandard housing units when rehab is determined to be economically not feasible and encourage new construction on buildable lots in a manner consistent with the desired character.
- ❖ Encourage the stabilization and revitalization of publicly-owned property through a timely disposition process.
- ❖ Continue to partner with the Health Department in promoting lead safe housing for all residents and to that end, educate residents on the hazards of lead paint and abatement methods.
- ❖ Amortize adaptive reuse of incomplete building forms and uses to eliminate blighting influences.
- ❖ Encourage buffering of blighting influences such as unmaintained yards, unscreened storage, glaring lights, and noise from public view on all residential properties.

### Historic Preservation

- ❖ Maintain the City’s status as a Certified Local Government and utilize available funding streams.
- ❖ Adhere to a preservation-based philosophy to ensure high quality efforts across a broad spectrum of uses, depending on the financial viability of the situation. To that end, encourage thoughtful **conversion of some of the existing NRDs into local districts**, e.g., Chapel Street, Ninth Square, Trowbridge Square, Orange Street, Dwight, and the Green.
- ❖ Educate property owners about Secretary of Interior’s design standards for all renovations/new constructions proposed within the historic districts, and about the available historic tax credit programs.
- ❖ Maintain accurate inventory of eligible historic properties in City’s database to inform planning and development actions appropriately and create an interactive web page to make it publicly accessible.
- ❖ Identify historic structures that can be successfully used to meet the City’s affordable housing goals. Low-income housing and historic rehabilitation tax credits can be combined when historic structures are rehabilitated for affordable housing.

Properties in Local Historic Districts (LHDs) are subject to diligent review and oversight of the Local Historic District Commission (HDC) for any new constructions or renovations proposed. The HDC members meets once a month, hold public hearings on proposals, and vote accordingly.

## Housing & Neighborhood Planning



- ❖ Collaborate with the New Haven Preservation Trust, State Historic Preservation Office, and other local stakeholders to develop historic identity and landmark location signs, implement gateway signage, and embed historic themes within marketing products for city neighborhoods.
- ❖ Encourage and support the inclusion of eligible historic resources within the National Register of Historic Places. To that end, pursue NRD nomination for Elm Street, which is listed as eligible for NRD status.
- ❖ Promote inter-agency cooperation and coordination to implement the most effective preservation programs and services.
- ❖ Explore new ways to promote awareness and appreciation of New Haven’s historical heritage and resources such as seeking “**Preserve America**” designation for the city.

### Sustainability

- ❖ Encourage transit-oriented, high-density developments near transit corridors, i.e., within one half-mile of a rail station or one quarter-mile of a high-frequency bus corridor. To that end, the Commission urges the implementation of Hill to Downtown Community Plan vision to promote redevelopment of Church Street South and neighboring area based on community vision. Promote mixed-use housing developments such as housing with retail/support services to minimize transportation demand.
- ❖ Promote residential densities and land use patterns that reduce local vehicles miles traveled (VMT) movements. (See Future Land Use map).
- ❖ Encourage energy conservation and green building designs in new/infill developments, including appropriate green buildings standards, use of green technologies, and careful site planning. Encourage low-impact development to that end by implementing a far-reaching energy program focused on the use of renewable power sources within new and existing housing in the city. Encourage more programs that help reduce energy costs in existing old housing stock.

Thirteen towns in Connecticut currently have Preserve America designation, including Bridgeport. This designation is offered by the federal government “to communities that protect and celebrate their heritage, use their historic assets for economic development and community revitalization, and encourage people to experience and appreciate local historic resources through education and heritage tourism programs. The grants offered can be used to prepare signs, flags, banners, and other promotional materials on the history of the city.”  
([www.Preserveamerica.org](http://www.Preserveamerica.org))



## Housing & Neighborhood Planning

Community survey responses indicate that encouraging neighborhood specific planning is one of the top planning priority for the residents for the next decade. Such planning should involve “Connecting neighborhoods physically, socially, and psychologically—no one should feel unwelcome anywhere.”(Community Survey Response, 2013).

The proposed rebuilding of the Q house in Dixwell, the existing Coogan Pavilion, and the site of currently unused Salpento rink in East Shore could promote community cohesion and offer indoor/outdoor recreation for the residents in central, western, and eastern neighborhoods of the city respectively, if programmed and staffed effectively.

### E. GENERAL RECOMMENDATIONS FOR NEIGHBORHOOD STABILIZATION

- ❖ Promote **neighborhood specific planning** aimed at revitalizing neighborhoods based on history, character, and demographic make-up as opposed to a one-size fits all approach. To that end, encourage neighborhoods to form neighborhood organizations beyond CMTs and obtain a 501 (c) (3) status, and to discuss neighborhood planning based issues on a monthly basis, partner with the City to implement neighborhood improvements, foster community engagement, and pursue competitive grants.
- ❖ Encourage neighborhoods to form non-profit development corporations to identify and seek state/federal funding for housing rehab/lead abatement, acquisition/demolition of vacant and sub-standard housing, and new construction. Conduct workshops to educate them on the proper organization and operation of such corporations and to connect them with successful development corporations within the city who have a track record of achieving desirable results.
- ❖ Evaluate existing neighborhood redevelopment plans in terms of their current status (such as the Long Wharf redevelopment plan), implementing specific recommendations, and associated costs.
- ❖ Promote social integration among neighborhoods through physical connectivity and by offering adequate opportunities and neighborhood rec center facilities for community interaction. The Commission recommends more effective programming of current community-based facilities for **community cohesion** and recreation.
- ❖ Provide adequate, energy-efficient lighting and better quality sidewalks on all residential streets to enhance safety, pedestrian mobility, connectivity, and promote vibrancy in neighborhoods.
- ❖ Identify neighborhoods having high concentrations of foreclosed homes and vacant/underutilized sites and develop comprehensive, neighborhood-based strategies to stabilize these neighborhoods.
- ❖ Continue to pursue federal designations such as Choice Neighborhoods and Promise Zone to revitalize low- and very low-income neighborhoods within the city.

## Housing & Neighborhood Planning



- ❖ Promote the revitalization of residential areas and neighborhood commercial districts in and around facilities included in the **School Construction Program**, including Lincoln Bassett School (West Newhallville), Wexler Grant School (Dixwell), Fair Haven K-8 School (lower Fair Haven), Truman School (Hill), and Barnard School (West River).
- ❖ Promote the revitalization of residential areas clustered around significant public spaces, including Trowbridge Square (potential local historic district), Jocelyn Square, Criscuolo Park, and job centers, including Science Park, SCSU, River Street, and Mill River.
- ❖ Encourage the development of dramatically new neighborhood forms as part of revitalization programs at select locations, including Farnam Courts, Belle Dock, Science Park, Long Wharf, Mill River, and **Church Street South**.
- ❖ Enhance the waterfront residential communities in Hill/City Point, Long Wharf, Fair Haven and elsewhere by encouraging compatible development and land uses with minimal adverse impacts on the surrounding area.
- ❖ Preserve existing community gardens and green space in the development of vacant public lots, thereby contributing to the desirability and development potential of the surrounding area.
- ❖ Continue development of watershed or riverside trail systems to connect parks and neighborhoods.
- ❖ Encourage context sensitive design of new/infill developments, which respects community character, is visually appealing and functional, and contributes to a sustainable built environment. To that end, develop and adopt a design guidelines document for the City that integrates Crime Prevention through Environmental Design (CPTED) and Universal Design guidelines and institute a process to implement these.
- ❖ Encourage institutions to periodically meet with City staff to discuss any plans for proposed expansion of their facilities since these would have an impact on the surrounding neighborhoods in terms of traffic, hours of operation, etc.

As a city of neighborhoods, each residential area has distinct qualities that form a foundation for redevelopment. In many instances, the city's status as a Certified Local Government is a beneficial technique to advance a revitalization effort. Likewise, the re-construction of school facilities has provided an unparalleled opportunity to link neighborhood revitalization with the public school system.

Due to its proximity to Union Station, the Church Street South housing development allows for more intensive, transit-oriented neighborhood planning. Zone changes must be pursued consistent with the vision of Hill to Downtown Community Plan.



Proposed Church Street South housing redevelopment as envisioned in the Hill to Downtown Community Plan (2014).



# Housing & Neighborhood Planning

## F. RECOMMENDATIONS BY NEIGHBORHOOD

In addition to the recommendations developed under various planning topics, the following strategies are recommended to further stabilize the neighborhoods of the city:

### Canal and Belle Dock

The Canal and Belle Dock areas provide the city with its best opportunity to create water-dependent, community-focused amenities at the harbor. The current construction of the **new Canal Dock Boathouse** facility (scheduled for completion in 2017) at this location re-establishes community access to the waterfront. The proposed strategy is to create a critical mass of commercial mixed-use developments just landward of the public waterfront that are compatible with the existing Maritime Center, Sports Haven, and Williams Terminal. While all new uses should relate to the water in either design or function, water-dependent emphasis is placed on development of an intermodal transportation connection/high speed ferry service via the deep-water slip at the Belle Dock site. Coastal resiliency measures are recommended along the coast to mitigate impacts of coastal flooding during major storms.



Rendering of the Boathouse facility at Canal Dock currently under construction which will reconnect city residents with the waterfront and provide a focal point for community-oriented recreational/educational programs.

### City Point

At City Point, the emphasis is a neighborhood-scale waterfront. This is accomplished by improving waterfront access at Howard Avenue and South Water Street, and diligently protecting the neighborhood from industrial and transportation-intensive land uses along Sea Street. Similar attention must be paid to traffic calming and pedestrian-friendly streets. Cut-through traffic from Interstate 95 should be discouraged either through changes to the existing street network or implementation of traffic calming devices. **Historic preservation** continues to be a priority within the local historic district. Coastal resiliency measures are recommended along the coast to mitigate the impacts of flooding due to major storms.



Distinctive single-family and two-/three-family houses from the mid- to late-19<sup>th</sup> century enhance the historic character of City Point neighborhood.

### Dixwell and Newhallville

Strategic and targeted planning efforts are recommended within Dixwell and Newhallville neighborhoods such as: consolidation of vacant and underutilized sites, sliver lots, and/or non-conforming lots to create sizable opportunity sites for development; improving existing traffic and street network around these sites; and promoting development through partnerships with local

## Housing & Neighborhood Planning



non-profits and other city agencies. Planning that promotes **better integration of Science Park** with the adjacent residential neighborhoods is encouraged. Vacant former convenience stores may be amortized to promote residential development on these sites. New sources of funding should be identified and pursued to implement traffic calming solutions near King/Robinson Magnet School, James Hillhouse High School, and Amistad High School.

Revitalization of **Dixwell Plaza and a new Q House**, and programming of youth services continues to be a priority. The City should continue to work with merchants and other key stakeholders in Dixwell in seeking “Main Street” designation for the Dixwell corridor, so as to obtain customized technical assistance, ongoing support, and competitive grants. The renewed Q house (currently in design stage) would hopefully meet the recreational needs of the residents and enhance community interaction. Improve natural surveillance and the image of the neighborhoods through physical improvements to the existing streetscape (better lighting, tree trimming, sidewalks, and landscaping). Local regulations should be carefully reviewed to allow community gardens and urban agriculture options, increasing access to healthy food within both neighborhoods. Public safety measures should be continued to be implemented by partnering with the Police Department.

Continued police surveillance of the Farmington Canal Heritage Greenway trail is recommended so that more residents can take advantage of this trail for their walking/biking needs. Further encourage the use of this trail by partnering with local schools and private institutions to provide occasional educational and recreational programs along the trail. Resident interaction and capacity could be enhanced by their neighborhood heritage, culture, and history.

### Downtown

Downtown New Haven is considered the cultural capital of Connecticut and is home to a wide range of commercial, residential, and institutional uses and signature public spaces. The neighborhood is a **core component** of not just the local economy but also the regional economy. Therefore, the Commission recommends that both new development and redevelopment activities be attentive to mixed-use, **quality site planning**, and landscaping.



A strategic plan is recommended for Newhallville/Dixwell neighborhoods to better integrate Science Park (Tract A image above), which houses many innovative corporations, to the surrounding area.



Pursuing Main Street designation for Dixwell commercial corridor (above) and programming the proposed Q House community center (below) effectively are the priorities for Newhallville and Dixwell neighborhoods for the next decade.





## Housing & Neighborhood Planning



The vibrant intersection of Chapel Street and College Street lies at the heart of the city's traditional downtown core.

Current projects planned for Downtown are: Phase IV of Farmington Canal Greenway Trail and Phase I of Wayfinding signage.

Current plans being developed are: mobility study (parking study), traffic signal studies at select locations, the Federal Transit Administration's Alternatives Analysis study (transit study), Coliseum site Phase II, and Downtown Crossing Phase III.

### *Site Plan and Design Review*

For significant development and minor alterations, site plan review and much needed design review processes are recommended. This review is intended to maximize mixed-use, contextual design, and synergy with surrounding uses. Close attention should be paid to the scale of new development, location of parking, pedestrian-level comfort, storefront retail, provisions for transit and cyclists, etc.

### *Historic Preservation and Contextual Infill Development*

In the neighborhood's National Register Historic Districts, preservation is a guiding principle for new development. While not practical or financially viable in every instance, adherence to a preservation-based philosophy will ensure high-quality efforts across a broad spectrum of uses. The Commission recommends thoughtful consideration to converting the existing national districts i.e., Chapel Street, Ninth Square, Orange Street, and the Green to local districts.

### *Streetscape Details*

Pedestrian comfort can be vastly improved though attention to public and private signage as well as better quality and organization of street furniture. Sign standards, including a prohibition of pole signs, are recommended.

### *New Haven Green*

The New Haven Green remains the focal point of Downtown and a signature region-wide asset. That said, the Green is remarkably under-protected from a regulatory perspective. A formal process can be accomplished through designation of the Green as a Local Historic District, under the regulatory purview of the New Haven Historical Commission. A restoration plan is needed.

### *Land Use*

The desired land use pattern within Downtown is for a dense and diverse mix of commercial/residential/office uses with pedestrian-oriented retail and amenities. Due to the current transformation of the Route 34 corridor into an urban boulevard, a new land use category is proposed along the corridor and nearby Medical District for the current update, as discussed below.

## Housing & Neighborhood Planning



### *Residential Mixed-use*

The Commission encourages continued allowance of **mixed-use residential developments** at appropriate densities within Downtown to promote vibrancy and facilitate further transit use. Mixed income housing will help preserve affordability Downtown. Stand-alone retail is discouraged, unless accompanied by upper floor residential space.

### *Commercial Mixed-use*

The office market withstood a blistering recession and has emerged as a leading destination in Connecticut. Although there is limited opportunity for substantial new development, the plan emphasizes infill opportunities at State Street lots, 205 Church Street parking lot, Frontier lot, City-owned lot at Wall/Orange/Elm, parking deck at George and Park Streets, Downtown Crossing (Route 34 East) infill parcels, and **Live, Work, Learn, Play** (LWLP) site (old Coliseum site). The Commission encourages complementary retail in storefronts. Stand-alone retail is discouraged, unless accompanied by an upper floor mixed-use environment. With that in mind, the Commission encourages development of a dry goods/general store on the Route 34 corridor.

### *Medical (Technology) Mixed-use*

Transit-oriented, **medical technology-related mixed-use environments are encouraged along Route 34** corridor to the east of Howe Street. The Commission emphasizes that development within this area should have reduced parking so as to encourage transit-oriented developments. Stand-alone retail is discouraged; mixed-use environments with pedestrian-level retail/restaurant/office type uses and medical-related research type facilities on upper floors are encouraged.

### *Institutional Land Use*

The proposed gateway signage developments at Yale University are central to the long-term viability of the neighborhood. The Commission emphasizes that the nature and location of proposed development should be mindful of (a) protection of the grand list and taxable property; (b) design that encourages an outward presence and free flow of people; (c) appropriate placement and adequacy of parking/transportation systems; and (d) concentration of facilities and efficient use of current lands.

The mixed-use residential market is booming in Downtown with the advent of 360 State Street apartment complex. Hundreds of units are either planned as renovations to existing buildings or as new constructions such as 205 Church Street (145 units), 188-196 College Street (160 units), 1249 Chapel Street (140 units), and the former Coliseum site (524 units).



Approximately 524 new residential units are being planned at the former Coliseum site.



Rendering of 100 College Street building located on Route 34 East currently under construction. Alexion Pharmaceuticals will be the first tenant occupying 300,000 square feet of the 425,000 sf building, with 300 employees initially, but with plans to add 300 more over the next five years. Alexion has a market cap of \$19.21 billion and operations in 30 countries, and is an industry leader in developing treatments for rare diseases.



## Housing & Neighborhood Planning

### *Movement of People*

Access, mobility and parking are among the most perplexing issues for the neighborhood. The recommendations herein provide a broad policy outline to coincide with capital improvement programming. While considerable attention and study has been paid to the complexities of the one-way system, the need for on-street parking and the considerable volume of traffic on arterial roads leave limited opportunities to modify the system. Two-way systems are possible (subject to a review of the recent detailed study) on Church Street, Park Street, York Street, and College Street.

The need for parking, in advance and support of new development, has been demonstrated. Although not located in the Downtown neighborhood, the limited parking at the medical facilities and at Union Station will continue to have a deleterious effect on supply and must be seen as a Downtown-related issue. A two-tiered approach is proposed for meeting the parking demand: 1) short-term expansions of parking capacity, focused on remote parking sites and 2) medium-to long-term opportunities to build appropriately-sized, mixed-use parking facilities in line with the new models of parking facilities suggested in the *Hill to Downtown Community Plan* vision.

The density in the neighborhood, and in many of the surrounding environs, supports 10-minute headways for public transit, especially at peak times. Extending service to late evening hours and weekends and improvements and better marketing of the system to discretionary riders will ultimately benefit the neighborhood as well as the rest of the city. Concurrently, improved facilities for transit users such as shelters, waiting areas, and real time information at shelters and via smartphone apps, are encouraged.

As a top priority, the City of New Haven must complete **Phase IV of the Farmington Canal Heritage Greenway**, the Vision Trail, and the development of parcels along Route 34 East. Abutting residential areas (i.e. Wooster Square, Dwight, Dixwell, Hill North and South, and East Rock) are located close enough to encourage a bike-to-work environment. Likewise, the need to share the roadways with bicyclists is clear and beneficial for the neighborhood. As part of the regular roadway maintenance program, additional designated bike lanes and shared lane signage are encouraged. The missing gaps within the existing bike network should be identified and resolved accordingly.



The completion of Phase IV of the Farmington Canal greenway trail and the Vision trail thus connecting residents to the city's waterfront is a top priority for the next decade.

## Housing & Neighborhood Planning



Improvements to Route 34 and the congestion in and around Downtown ramps impede the growth and development of the neighborhood. While efforts are underway to transform this area into an urban boulevard with more pedestrian-friendly connections across the highway, partnerships with local employers to promote transportation demand management (TDM) strategies (such as incentives for employee ride sharing, transit use, encouraging telecommuting or commuting at off-peak hours) are recommended.

Providing a frequent, local commuting option for people who work in Downtown such as a bus rapid transit system or a light rail/streetcar is beneficial in boosting local economy and reducing vehicle emissions. The routes of such system should extend along the major arterials of the city connecting the neighborhoods, and ultimately adjacent towns, to further promote economic development of local commercial/retail corridors. As a short-term alternative, the possibility of expanding existing Downtown shuttle service to include more routes and additional services available to the public should be considered in coordination with CTRANSIT, Yale University, and Yale New Haven Hospital.

### Dwight

Within the Dwight neighborhood, **preservation of existing historic housing** stock remains a priority. To that end, support the creation of a local historic district, which would subject any proposed developments affecting the historic character of the neighborhood to review by the local Historic District Commission (HDC). Promote aggressive housing code enforcement to eliminate blight and encourage more homeownership options by robustly marketing City-offered home buyer assistance program. Increase open space opportunities within new/infill developments and enhance Whalley Avenue streetscape through wayfinding signage, traffic calming, and landscaping. Pedestrian-oriented, mixed-use environments with a combination of retail and support services on ground floor are encouraged on Whalley Avenue. The City should continue to seek official designation of Whalley Avenue as one of Connecticut's "Main Streets" to avail technical assistance, ongoing support, and competitive grants. Amendments to the current zoning standards on Whalley Avenue are recommended to encourage a variety of uses at appropriate and increased densities and to promote site design that considers form-based standards. Bike-to-work environment should be further encouraged by resolving the existing gaps in the existing bicycle/pedestrian network.



This Queen Anne style former residence on Lynwood Place illustrates how the historic character has been retained when it was converted from institutional and office space to a religious non-profit organization use.



## Housing & Neighborhood Planning

### East Rock and Cedar Hill

Due to its close proximity to Downtown and the relatively higher concentration of working adults (generally between 20 and 64 years), bike-to-work environment and transit-oriented developments should be encouraged within the East Rock neighborhood. This could be done through the promotion of **residential and mixed-use developments** at relatively higher densities at appropriate locations and through the enhancement of existing bicycle/pedestrian and transit network. Support services, besides retail, are encouraged on State Street as part of a mixed-use environment. Connections to the currently disconnected network of public facilities and natural features (i.e. to the Ralph Walker ice skating rink at Blake Field on State Street; Blake Field, southeast of East Rock school; East Rock Park; and the undeveloped riverfront of the Mill River) that currently form a barrier limiting pedestrian access to the Cedar Hill neighborhood should be restored. Support neighborhood-driven efforts to establish and maintain a Mill River Trail. Pursue new sources of funding to conduct technical analysis and implement the East Rock neighborhood’s district-wide improvements, such as those proposed by consultants Clough Harbor & Associates in 2010.



Homes on Orange street contributing to the historic character of Orange Street National Register District in East Rock neighborhood.

Increase policing in Cedar Hill area and improve natural surveillance through streetscape improvements and new street or trail connections to the adjacent East Rock neighborhood. Shared parking among East Rock School, Blake Field, and the parking lot across from East Rock school, at the corner of Willow and Mitchell Streets is encouraged so as to improve the current parking situation near the school. Public safety must be ensured through the implementation of adequate traffic calming measures near East Rock School on Willow Street, as well as on Upper State Street (in Cedar Hill). In general, bike/pedestrian/vehicular access must be improved between Fair Haven and Willow Street area.

### East Side (Annex, Quinnipiac Meadows, Fair Haven Heights, and East Shore)

Since all of the eastern neighborhoods are geographically separated from the city primarily by New Haven Harbor, the Mill River, and I-91 and have similar planning issues, they are grouped for the purpose of this discussion. The eastern side of the city experienced a significant population and housing gain over the past decade. This side of the city needs more connections to the Downtown, where jobs and key educational/health care institutions are located, with

## Housing & Neighborhood Planning



adequate transit and bike/pedestrian network. Traffic calming measures and complete streets are required at Foxon Boulevard and Forbes Avenue to ensure adequate public safety at these locations. The **development of support services along with retail** is encouraged along Foxon Boulevard and Forbes Avenue. Close attention should be paid to the scale of new development, location of parking, pedestrian-level comfort, provisions for transit and cyclists, traffic calming, and sign standards.

The East Shore neighborhood is remarkably stable and well-connected to the waterfront. The Commission recommends stewardship of public waterside resources, compatible infill development policies, and code enforcement to ensure the long-term viability of this neighborhood. At **Lighthouse Point Park**, capital improvements are a priority such as improvement of park infrastructure and continued maintenance as well as implementation of wayfinding signage. In completing these improvements, the Lighthouse Point will be better positioned as a signature park. Coastal resiliency measures should be undertaken to prevent any loss of lives or property during major coastal flooding events.

Long-term planning for Quinnipiac Meadows follows the lead of the Quinnipiac River Conservation and Development Corridor (QRDC). The QRDC recognizes the Meadows as an environmentally-sensitive section of the industrially-zoned waterfront. North and west of Interstate 91 (south of the landfill), industrial zoning is appropriate; however, the focus should be on job-creating uses, limitations on automotive-related uses, and vastly improved site design. Any development north of the landfill and/or behind the Route 80 commercial area should be outside of the tidal wetlands. These environmentally sensitive locations are appropriate solely as protected open space.

Residents in this side of the city need an indoor (suitable for all types of weather) facility for physical activity and organizing community-based events. Efforts must be made to reuse an existing community facility (such as a school) through effective programming, to the extent possible.



Farren Street in Fair Haven Heights offers convenience retail to residents in the eastern neighborhoods of the city..



The Lighthouse Point Park in Morris Cove neighborhood offers recreational opportunities for local as well as area residents.



## Housing & Neighborhood Planning

### Fair Haven



Transforming Grand Avenue into a Main Street is one of the priorities for Fair Haven neighborhood for the next decade.

Continue to focus on revitalization efforts on **Grand Avenue** to promote vibrancy and strengthen local economy within this commercial corridor. Connect the residential area to the existing rivers surrounding Fair Haven through the implementation of the Fair Haven greenway as envisioned within the *Plan for Greenways & Cycling Systems* (2004). This greenway will loop around the bottom of the Fair Haven peninsula along the banks of the Mill and Quinnipiac River and then through the high peaks of East Rock Park. North of Criscuolo Park, several key sites must be addressed for residential redevelopment. CPTED techniques are encouraged, such as aggressive code enforcement, elimination of sub-standard and blighted housing stock, improvements to the streetscape, rehabilitation of existing substandard housing stock, etc.

Since there is a high concentration of immigrants within this neighborhood, community cohesion efforts (such as organization of neighborhood festivals and sports events) are encouraged to promote the integration of the immigrant (Hispanic) community with local residents. Promote a sense of pride and belonging among residents by incorporating gateway and wayfinding signage reflecting their rich cultural heritage.

The Commission supports the vision of the **Grand Avenue Special Services District (GASSD)**, to create a “business-robust Avenue: clean, safe, filled with customers, and vibrant with business opportunities.” (<http://www.grandavenuessd.org/>). In order to achieve this vision, the City should continue to seek official designation of Grand Avenue as one of Connecticut’s “**Main Streets**” to avail technical assistance, ongoing support, and any competitive grants that are available.

Between Ferry Street and Criscuolo Park, the *River Street Municipal Development Plan* (2002) accurately reflects the City’s interest in historic preservation and mixed-use and light industrial redevelopment. However, frequent flooding events, increased flood insurance costs, and site clean-up costs have stalled further development of these sites solely for light industrial business uses, as envisioned within the plan. Therefore, continued government intervention and assistance is necessary to promote redevelopment of these sites. A broader range of land uses besides light industrial could be encouraged at these locations such as office, retail, and restaurant uses. The commission recommends the development of a strategic plan in Fair Haven to promote the development of

The Grand Avenue Special Services District was established according to Section 37-3 of the New Haven Code of Ordinances on March 24, 2009. It is home to the largest concentration of Latino owned businesses in New Haven offering ethnically diverse products and services.

In March 2014, the City of New Haven contracted with Connecticut Main Street Center (CMSC) to assess the feasibility of transforming New Haven’s neighborhood commercial corridors into Connecticut Main Streets and thus promote revitalization of these corridors through effective partnerships among various public and private stakeholders.

CMSC’s resource team recommended that the City develop a Neighborhood Revitalization Task Force at City Hall, as a first step, attend Main Street training sessions, learn best practices, build partnerships, and streamline the process for those who want to do business in New Haven.

## Housing & Neighborhood Planning



vacant sites along River Street; to facilitate increased economic activity along Grand Avenue; to promote historic preservation and rehabilitation of residential properties; to enhance public access to the river; and to implement coastal resiliency measures. The 50-foot easement retained by the City along the southern edge is an excellent opportunity for improved infrastructure, i.e. shoreline protection complete with public access such as the planned trail.

### Hill

Within the Hill neighborhood, the vision is to encourage transit-oriented, mixed-use, and mixed-income developments on key opportunity sites such as the former Yale Nursing School site and Church Street South. Promote vibrancy in the neighborhood by encouraging safe and aesthetic pedestrian-oriented amenities and services. Improve connections to northern neighborhoods of Route 34 corridor, to the Downtown and Medical District and to Union Station. Key infrastructure improvements needed are: extension and realignment of Lafayette Street to provide direct access between College Street and Union Avenue, re-establishing connections between Church Street and Union Avenue through the extension of Columbus Avenue, and making Church Street South the main street connecting Downtown to the neighborhood. A new public square, Union Square, is envisioned as a community open space near the Church Street South site.

Promote the official adoption and implementation of the **vision of the Hill-to-Downtown Community Plan** (2014) and establish a Hill-to-Downtown Steering Committee. The Committee shall include the four Hill alders or their designees, two designees from the Hill Management Teams (one from Hill North and one from Hill South elected by their respective Management Teams), two City of New Haven officials designated by the mayor (one from City Plan and one from Economic Development), and two representatives from local institutions or businesses nominated by the mayor and approved by the Board of Alders.

### Long Wharf

Planning for Long Wharf is focused on two central themes: land use and transportation. From a land use perspective, due to the widening of Interstate 95 in recent years, efforts to connect the neighborhood to the waterfront through the implementation of a network of streets across I-95 (as envisioned in Long Wharf Redevelopment Plan) are yet to be realized. Connections to Downtown and the Hill are limited by the rail yard. The future



Vision illustrated in *Hill-to-Downtown Community Plan*.



## Housing & Neighborhood Planning



Construction is already underway to convert the former New Haven Register building at 40 Long Wharf Drive to a 200,000 square foot Jordan’s Furniture store featuring both retail and family entertainment opportunities.

land use approach must rely heavily on adaptive reuse of vacant buildings such as the old Gateway Community College campus, the vacant Pirelli building, the former New Haven Register building, portions of the New Haven Food Terminal, and the medical building at Church Street South Extension. Sargent Drive is well positioned to be a light industrial/commercial mixed-use corridor due to the already existing light industrial/commercial uses such as Assa Abloy, Sargent Manufacturing Company, Regional Water Authority, IKEA Home Furnishings, and the proposed Jordan’s furniture store on the **New Haven Register site**. The immediate access to I-95 is an added benefit in attracting a regional customer base to these sites without causing major traffic impacts within the city.

Focus specific planning and redevelopment attention at Long Wharf with the intent to develop a framework for the redevelopment of the district into a more mixed, denser urban commercial and coastal district. Such planning should help identify the types of uses that could be allowed on Sargent Drive (based on market and site feasibility) and opportunities for shared parking; improve the streetscape; and promote resident connectivity to the waterfront. Zoning amendments are recommended in this area based on the plan directives.

Along the waterfront side, cultural and environmental enhancements to the Vietnam Veteran’s Long Wharf Park continue to be a priority. This strategy also includes mitigation of the adverse impacts resulting from Interstate 95. Suitable alternatives would include a spatially larger park, including measures to widen the park east and west, and measures to curtail coastal soil erosion and encourage coastal resiliency.



New Haven’s port district plays a major economic role as a regional center for the storage and distribution of petroleum products (gasoline and heating oil) throughout Connecticut and Western Massachusetts.

### Port District

The plan calls for enhancements to the Port of New Haven in support of its **important role in the regional transportation system**. Within the port district (as designated by original boundary of the New Haven Port Authority), several improvements should be completed. First, re-establishment of the Waterfront Street railroad spurs will improve intermodal connectivity. Second, acquisition of vacant land within the district by the Port Authority will advance a more efficient use of land. Working with terminal operators, efficient landside connections could be provided for feeder barge service. Third, care should be taken to improve port aesthetics, largely through tree plantings and landscaping in areas

## Housing & Neighborhood Planning



outside of berths and parking lots. The proposed Harborside Trail must be accommodated even in the port area, connecting Forbes Avenue bike facilities to East Shore and the Shoreline Greenway.

### Prospect Hill

The Prospect Hill neighborhood is one of the most stable neighborhoods in the city with its large lots and historic buildings. The focus in this area should be to discourage subdivision of large lots and the encroachment of institutional uses to further maintain the existing residential character. Preservation of historic homes continues to be a priority. Encourage bike-to-work environment by enhancing existing bicycle/pedestrian connectivity to Downtown.

### West Hills/Westville (Amity, Westville, Beaver Hills, Edgewood, and West Rock)

Since the western neighborhoods of the city are geographically linked to the Whalley Avenue commercial corridor and share common interest in connecting the existing parks to the proposed West River Greenway Trail, these are grouped for the purpose of this discussion.

For the West Hills/Westville area, the designation of **West River Greenway Corridor** as a regional greenway is a priority. This would help promote much needed recreational and educational opportunities for nearby residents and is also a first step in implementing the vision of a West River Greenway Trail connecting West River, West Rock, and Beaver Ponds Parks (as envisioned in the *Plan for Greenways & Cycling Systems*, 2004). The West River Greenway Trail envisioned in the *Plan for Greenways & Cycling Systems* (2004) could be further expanded by proposing connections to the Farmington Canal Heritage Trail to the east and Woodbridge and West Rock Park Preserves to the west. Programming of services within the existing parks and enhancing public safety are critical to encourage further use.

The Commission supports the efforts of the West River Watershed Coalition (WRWC) and recommends that the city revive its Environmental Advisory Committee, with representation from WRWC members, residents, Greater New Haven Water Pollution Control Authority (GNHWPCA), and City staff. The key functions of this committee would be to advise elected officials on critical environmental policies/plans submitted for their review and adoption; to gather more public input on environmental matters;

The West River Watershed Coalition was formed in 2013 by residents and other non-profit partners in the western part of the city with a goal of improving the quality of the natural environment in neighborhoods adjacent to the West River.

As a result of their advocacy efforts, a West River Watershed Management Plan is being prepared by consultants Fuss O'Neil in collaboration with Connecticut Fund for Environment. The Greater New Haven Water Pollution Control Authority also agreed to prepare an update to the long range sewer separation plan to explore the feasibility of implementing green infrastructure. The West River Greenway has been officially designated as a Connecticut Greenway by the Connecticut Greenways Council.

## Housing & Neighborhood Planning



Existing view of Westville Village in Westville neighborhood.

and to ensure the continuous monitoring and implementation of various environmental plans, as proposed.

Land use changes are recommended along Whalley Avenue, near **Westville Village**, to promote dense, mixed-use developments with reduced parking requirements. Service-related commercial uses such as child care, banking facilities, etc., should be encouraged within the Westville Village business district. The Commission also encourages the development of a small format grocery store in this area. Opportunities for dense, mixed-use re-development exist at 500 Blake Street and 781 Blake Street.

Westville has a significant concentration of empty nesters and senior households (Databook findings). Transit-oriented, senior housing development is therefore encouraged along with support services for aging in place within this neighborhood for residents who plan on downsizing, yet are left with fewer options currently.

A proposed Cross Town West bus route will help provide direct CTTRANSIT access to Hamden and West Haven from the west side of the city and improve access to the SCSU campus, as well as the City educational campus on Ella Grasso Boulevard. Traffic calming measures are needed on Whalley Avenue, Valley Street, Fitch Street, Fountain Street, and Blake Street. Pedestrian crossings should be improved at intersecting streets on Ella Grasso Boulevard to ensure pedestrian safety between the West River Memorial Park and the surrounding neighborhoods. Connect the missing links in existing bicycle/pedestrian network at Fitch Street, Fountain Street, and on Edgewood Avenue. A **dedicated bike path** is envisioned along Edgewood Avenue connecting the west side of the city to the Downtown.



A dedicated bike lane is envisioned along Edgewood Avenue connecting the west side of the city to the Downtown.

Reviving Edgewood's Coogan Pavilion as a community center and programming the hours of operation and activities for existing public swimming pools located in schools nearby (Hillhouse and Career High Schools) would help in promoting indoor recreational options for residents and further enhances community interaction.

Enhanced partnerships with Yale University and SCSU for use of their ample athletic fields and facilities are suggested.

### West River

Within the West River neighborhood, West River watershed management; the implementation of West River Greenway Corridor Trail; redevelopment of vacant parcels on Route 34;

## Housing & Neighborhood Planning



**improvement of West River commercial district** (West River triangle); and traffic calming at Ella Grasso Boulevard and Route 34 are priorities.

For land use recommendations, the Commission recommends mixed-use developments with ground floor pedestrian environments such as retail and support services, and residential uses on upper levels on the vacant parcels along Route 34 corridor (temporarily being used as parking lots). A **dedicated bike lane** is recommended along the north side of Martin Luther King Jr. Boulevard from Route 34/Ella Grasso Boulevard intersection connecting to the Downtown. Within the vacant parcels, north-south pedestrian connectivity is recommended to re-knit the neighborhoods long separated by the highway. The Commission encourages re-configuration of traffic lanes on Route 34 west so as to transform this highway into an urban boulevard. Traffic calming measures are needed along Route 34 corridor, especially at the intersection of Ella Grasso Boulevard where pedestrian access to the park is currently difficult.

The West River neighborhood is the only Neighborhood Revitalization Zone (NRZ) within the city. The West River Neighborhood Services Corporation (WRNSC), formed after the award of the NRZ status (in 2005), currently meets on a monthly basis to discuss residents' issues and improve overall quality of life within the neighborhood. However, WRNSC could not yet fully implement its vision and visibility within the neighborhood. Particularly, for the West River commercial district (bounded by Ellsworth, Norton Parkway, Derby Avenue/George Street), key physical conditions and reduction of perception of crime; promotion of resident/merchant interaction through business festivals; and creation of marketing products that help attract new businesses are yet to be realized. Advocate for new sources of funding for the NRZ either at the state level or through partnership with local residents and merchants to coordinate, manage, and implement commercial district improvements.

Housing rehabilitation, aggressive code enforcement, and streetscape improvements are recommended to eliminate blight and reduce the perception/incidence of crime within this neighborhood.



Existing view of the Dunkin' Donuts store located in West River triangle district. The proposed revitalization of this commercial district is critical to promote economic development and stabilize the surrounding area.



A cycle track is envisioned along north side of MLK Boulevard connecting Route 34 neighborhoods to the Downtown.



# Housing & Neighborhood Planning

## West Rock

Enhanced transit connectivity to the newly redeveloped Rockview/Brookside housing is a priority in West Rock neighborhood. This neighborhood had the maximum concentration of 5 to 19 year olds in 2010, who will be part of the future workforce of the city over the course of the next decade. Programming of youth services and provision of support services for working parents and single mothers are therefore critical. Better integration of this development, both physically and socially, with the rest of the city and with Hamden neighbors and retail corridors is needed through improved sidewalk connections, effective programming of youth and adult services, organization of community-based festivals and events, and connecting West River and Beaver Pond Parks through a continuous system of trails would aid promoting interaction among West Rock residents and surrounding neighborhoods.

**Enhancing transit service and trail connections** to this area would benefit the retail market as well. Support increased police surveillance during off-peak hours to ensure the safety of residents walking or biking early in the mornings or late in the evenings.

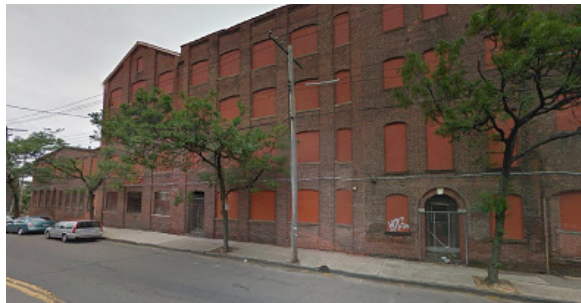


The recently re-built West Rock housing development needs enhanced transit and trail connections to re-connect residents in this area with the rest of the city.

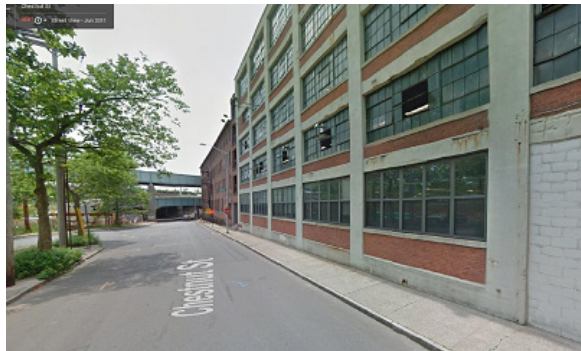
## Wooster Square/Mill River

Due to its proximity to Downtown and both rail stations, this neighborhood is well-suited for promoting transit-oriented developments at appropriate densities. Several **opportunities for contextual infill development** exist on parcels between Union Street and Olive Street; on Water Street; and to the east of Interstate 91, within the Mill River District. These include the High School in the Community site (167 Water Street), Saint Michaels Church Corporation sites (234, 240, and 250 Greene Street), Ives Place (50 Ives Place), Clock Tower site (133 Hamilton Street), the vacant office building owned by Vito Luciani (109 Water Street), and the vacant industrial building owned by Cowles and Company (83 Water Street). English Station, the site of an abandoned power plant, is also located within the Mill River neighborhood and is heavily contaminated. In 2013, CT DEEP mandated that the owners clean up the property. Zoning amendments are needed to prepare these sites for near-term development opportunities and to propose interim uses on abandoned industrial sites.

Direct connectivity to the neighborhood from the Downtown is encouraged through the proposed extension of Fair Street to connect to Olive Street. Any enhancements proposed to transit service would be instrumental in marketing new housing



Contextual infill development opportunities exist for various parcels in the neighborhood including the Clock tower site (pictured above) and the Cowles site (pictured below).



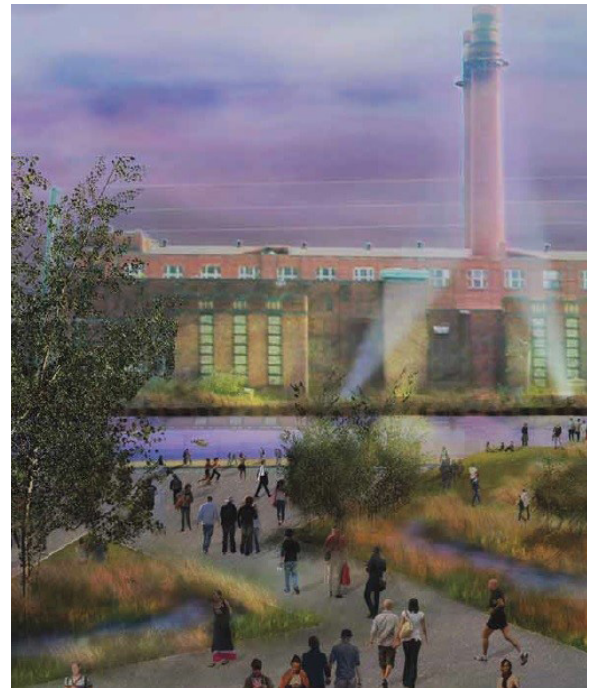
## Housing & Neighborhood Planning



developments for employees who work in Downtown but choose to live in Wooster Square. A bike-to-work environment is encouraged through the proposed completion of the last phase of the Farmington Canal Heritage Trail (proposed through Olive Street) and the Vision Trail, as well as, filling any missing links within the existing bicycle/pedestrian network.

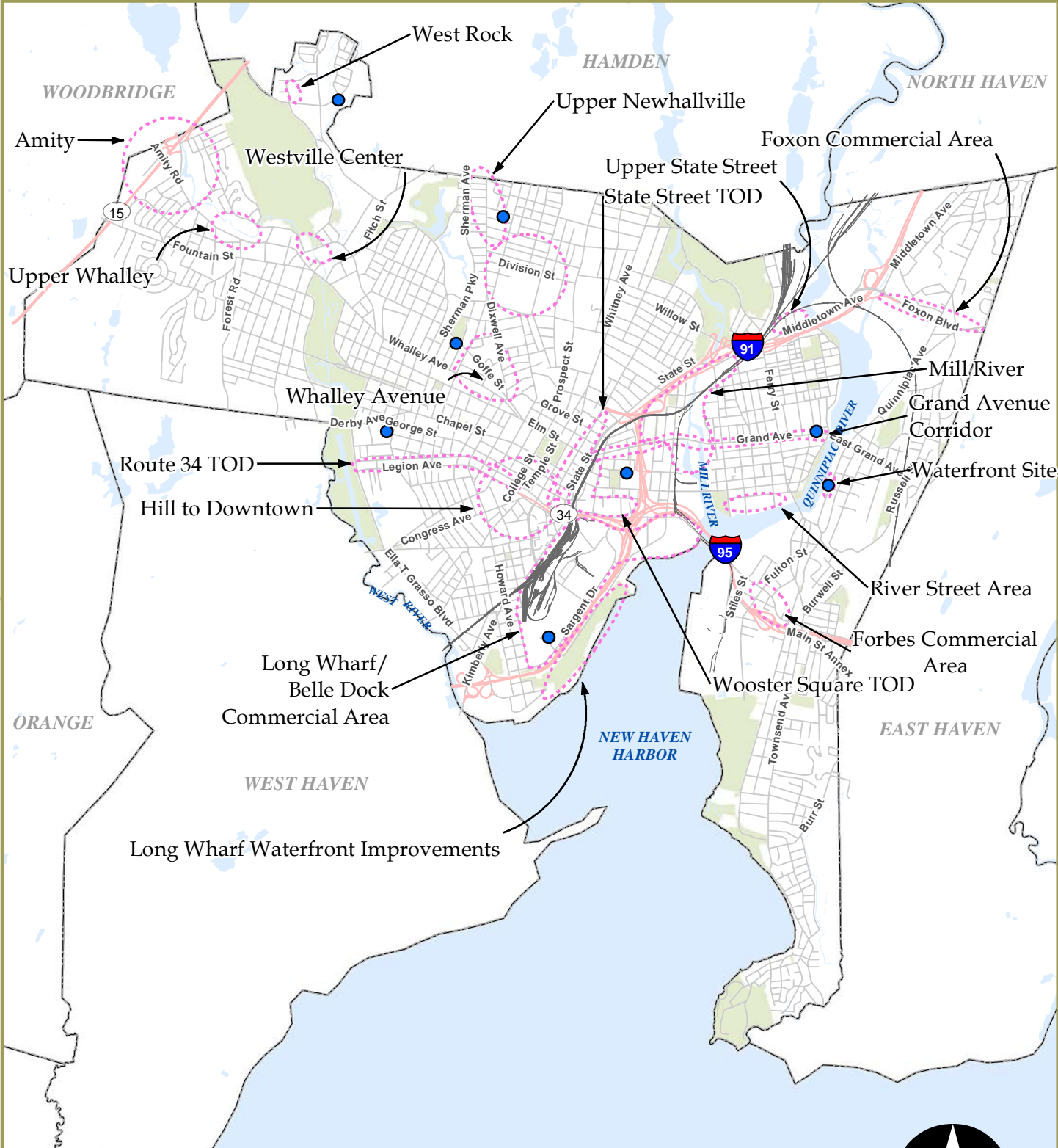
Continuous pedestrian activity is also encouraged on Grand Avenue from Olive Street in Wooster Square to Front Street in Fair Haven. While general commercial mixed-use developments are encouraged between Olive Street and Interstate 91, light industrial mixed-use developments are encouraged to the east of Interstate 91 on Grand Avenue. Return of first floor spaces to retail uses and general aesthetics of this corridor should be improved through gateway signage, cleaning up abandoned signage, implementing better sidewalks and lighting, façade improvement, regular garbage clean up, and beautification. A parking study of Grand Avenue is required to understand current parking scenarios and identify opportunities for shared parking. The Commission recommends the extension of Grand Avenue Special Services District, to the west of James Street, within the Mill River area, to promote physical and economic development within this vital commercial corridor. **Waterfront sites** that are hard to develop due to existing site remediation issues and emerging coastal planning issues could perhaps be used as open space and/or for art/recreational events.

Within the Mill River District, implementation of the recommendations of the *Mill River District Plan* and the Municipal Development Plan are a priority. Redevelopment of better integration of the Farnam Courts housing development with the surrounding neighborhood is needed. The Farnam site could become mixed-income housing as low income units are more widely dispersed. The historic character of the neighborhood should be preserved through the local historic district status. Coastal resiliency measures are recommended along the waterfront near the vacant Simkins site.



Waterfront sites such as the Simkins site could be used as open space or for art/seasonal recreational events.

# NEW HAVEN VISION 2025 NEIGHBORHOOD PLANNING OPPORTUNITIES



- Development Site
- Opportunity Areas for Further Study
- Parks and Open Space

0      5,000

Feet



## Build...

### G. SUMMARY OF RECOMMENDATIONS

- ❖ ...consensus among City officials, neighborhood stakeholders, and community members regarding implementation of the *Hill-to-Downtown Community Plan* through establishment of a Hill-to-Downtown Steering Committee.
- ❖ ...diverse housing stock suitable for all abilities, ages, and incomes by identifying and seeking funding to promote quality, non-subsidized, mixed-income housing; inciting mixed-use developments with family-friendly amenities and support services; advocating for fair, equitable, and de-centralized government-assisted public housing at regional level; and better integrating supportive housing developments through enhanced transportation network.
- ❖ ...high-density, multi-family developments at appropriate locations, considering impact of such developments on existing urban fabric relative to traffic, noise, surrounding area density, compatibility with nearby land uses, public convenience and safety, aesthetics, site design, and layout.
- ❖ ...affordable, workforce housing developments through necessary Zoning Ordinance amendments and by exploring the feasibility of creating a housing trust fund for the City.

## Connect...

- ❖ ...residents/employees to housing counseling services and existing City-sponsored home ownership/rehab programs through advanced marketing campaign.
- ❖ ...residents to jobs and support services by promoting residential densities and land use patterns that reduce VMT as indicated in proposed future land use map of the city.
- ❖ ...neighborhoods physically and socially by promoting street connectivity along Route 34 corridor (north to south), from Downtown to Wooster Square, and from Medical District to Union Station.



## Housing & Neighborhood Planning

- ❖ ...neighborhoods physically and socially by promoting community interaction through effective programming and staffing of Q-house (in Dixwell neighborhood) and adaptive re-use of existing community facilities such as Coogan Pavilion (in Edgewood Park) and Salpento Rink (in East Shore); by encouraging dramatically new neighborhood forms at select locations, including Farnam Courts, Belle Dock, Science Park, Long Wharf, Mill River, and Church Street South;
- ❖ neighborhoods physically and socially by promoting neighborhood-based planning efforts and encouraging the formation of non-profit neighborhood organizations and development corporations. Neighborhood plans are recommended at Long Wharf and Fair Haven to enhance waterfront access and economic development, and at Science Park to connect residents in Newhallville and Dixwell to this development and the Farmington Canal Trail.
- ❖ ...historic character of neighborhoods by encouraging thoughtful conversion of some of the existing NRDs into local districts i.e., Chapel Street, Ninth Square, Trowbridge Square, Orange Street, Dwight; by exploring new ways of enhancing community visibility and stewardship of historical properties such as seeking “Preserve America” designation for the city; and by making historic resources inventory publicly available so that more people can pursue historic rehabilitation tax credits to rehabilitate historic structures.
- ❖ ...existing high-quality housing stock and enhance the quality of distressed, privately-owned property through the City’s residential licensing program by expanding its functions through the allocation of additional resources.

**Preserve...**



### Adapt...

- ❖ ...existing housing stock to allow aging in place for older households through zoning amendments such as encouraging row housing within existing RM-1 and RM-2 residential districts.
- ❖ ...government-assisted public housing into existing urban fabric through contextual design, appropriate density, and integration with the surrounding area through the implementation of a City-wide design guidelines manual and enhanced transportation network.

### Grow...

- ❖ ...city-wide homeownership rate for the next decade by at least 3 percent through effective workforce housing strategies; by marketing existing homeownership and housing rehab programs to low- and moderate-income buyers; and by encouraging large-scale multi-unit developments only when accompanied by companion homeownership plan.
- ❖ ...the number of sustainable and LEED certified buildings within the city by implementing a far-reaching energy program focused on the use of renewable power sources within all new housing developments and encouraging more programs that help reduce energy costs in existing housing.



## Housing & Neighborhood Planning

*This page intentionally left blank.*



## CHAPTER V: TRANSPORTATION

### A. GENERAL CHARACTERISTICS

Located at the junction of Interstate 91 and Interstate 95, as well as a key access point to the Northeast Corridor rail line, New Haven is the highway and rail gateway to New England. It is the **largest seaport in the state** and the region and also the first city in Connecticut to have joined the national complete streets movement in 2008 by adopting the City's *Complete Streets Design Manual*, balancing the needs of all roadway users including pedestrians, bicyclists, and motorists.

#### Journey to Work Data

For a U.S. city of its size, New Haven has substantial share (45 percent) of commuters who use a form of transportation other than driving alone. Approximately 15 percent of all commuters travel via carpool, close to 14 percent walk to work, while over 11 percent use a form of public transportation. Of the 10 largest cities in New England, only Boston has a higher percentage of residents who travel to work via non-motorized transportation. Also, out of this same group of cities, New Haven ranked highest in the percentage of people who walked to work.



Aerial view of New Haven seaport: largest in the state and the region.



View of the partially constructed Q bridge in New Haven overlooking Quinnipiac river. More than 150,000 vehicles cross this bridge per day (2006 ConnDOT data).

## Vehicular Circulation

There are 255 miles of roadway in the city, ranging from Interstate highways to purely local residential streets. Of these roadways, 88 percent are locally-maintained public roads and 12 percent are state-maintained roads and highways. There are 43 locally-maintained bridges in the city. By volume, average daily **traffic is highest on Interstate 95** (129,500 vehicles per day). The highest volumes on arterial roads are Whalley Avenue (19,300) and Ella T. Grasso Boulevard (18,100). Of the arterial roads, several are operating at or near capacity. These include State Street, Derby Avenue, Forest Road, and Quinnipiac Avenue.

## Bicycle/Pedestrian Counts

New Haven has roughly **40 miles of bike lanes, bike paths, and sharrows** at present. According to 2011 U.S. Census American Community Survey (ACS) estimates, 31.3 percent of total occupied units in the city (nearly 15,300 occupied units) or 17.4 percent of workers (16 years and over) have no vehicle available. The ACS estimates indicate that at least 13 percent of workers (7,600 people) walk to work and 4 percent of workers (nearly 2,000 people) bike to work. The proportion of the total population who bike to work in New Haven increased from 0.5 percent in 1980 to 4 percent in 2011. Further, these figures do not represent city residents' walks to school and other errands, recreational rides or walks, walking or biking to reach mass transit, walking to and from parking lots, or occasional commutes done by biking and walking. (2012 Bike and Pedestrian Plan; Elm City Cycling, 2012). The City has also been conducting point-in-time counts of bicyclists and pedestrians at key intersections; cyclist and pedestrian volumes have increased by 95 percent and 45 percent respectively at specific key intersections in Downtown from 2009 to 2011



New Haven's Rock to Rock annual biking event drew more than 1,200 cyclists to city streets between East Rock and West Rock in April 2015. Picture above was taken at the East Rock summit.

## Congestion

Outside the Interstate network, the most significant roadway congestion is in areas of the city that serve as through travel corridors for suburb-to-city commuters, such as Whalley Avenue, Amity Road, and Ella T. Grasso Boulevard. Air quality impacts resulting from this congestion are substantial. As shown in detail in Chapter VII, the city is in non-compliance status for two criteria air pollutants: ozone and particulates. Traffic volumes and congestion on Interstates are a major focus of regional transportation planning. Of these new investments, the largest state-wide is the \$1.6 billion reconstruction of Pearl Harbor Memorial Bridge.

# Transportation



## Passenger Rail

New Haven has long been a center for rail transportation. Historic **Union Station is serviced by three distinct carriers:** Metro-North Railroad, Amtrak, and Shoreline East. These services provide a unique competitive advantage for New Haven, both for use by residents and for use by the business community. Reducing traffic congestion largely will be dependent on the future adequacy of the rail system and improvements to parking/connecting transit at the stations.

**Amtrak:** New Haven is situated along two lines of service for Amtrak: the Boston–Washington **“Northeast Corridor”** and the New Haven–Vermont inland New England route. On the latter, New Haven serves as the terminus for Amtrak’s Vermonter Line that runs to Burlington, Vermont by way of Springfield, Massachusetts. New Haven is also a stop and service point for Amtrak’s high-speed Acela Express service, which complements Northeast Regional service.

New Haven remains the 11th busiest Amtrak station in the country with a total ridership of 740,902. This represents 42.8 percent of all Amtrak riders in the state. Ridership in Connecticut increased by 95 percent from 1999 to 2011, whereas, ridership in New Haven alone has increased by 195 percent due to the implementation of Acela Express train service and other improvements to rail infrastructure.

**Shore Line East:** The Shore Line East (SLE) rail service is operated by Amtrak, under contract from the State of Connecticut, and operates between New London and New Haven on tracks owned by Amtrak. There are seven stations on the line, many of which have been upgraded within the last three years to provide increased parking and bi-directional operation via a second platform.

Significant to Shore Line East Service was the replacement of the Pearl Harbor Memorial (Q) Bridge. Due to the impacts on vehicular travel that were anticipated, in 2002, the Connecticut Department of Transportation (ConnDOT) (under the leadership of SCRCOG) built a new **commuter rail station on State Street to facilitate direct access to Downtown**. Additionally, there is increased service during the duration of the project. For example, service was extended south of New Haven to Stamford. Also, several of the stations servicing SLE have undergone renovations in association with the I-95 improvements. These changes have



Union Station is New Haven’s primary rail passenger gateway, with long distance service from Amtrak, as well as Metro-North and Shoreline East commuter rail services. The Hartford Line commuter service scheduled to open in 2016 will also utilize this facility.



The electrified Northeast Corridor rail route between New York and Boston has experienced a doubling of ridership since 1999. With further investment in catenary modernization, bridge repair, and other infrastructure investment, it will continue to play a major role in the region’s transportation future as Amtrak ridership is anticipated to grow by more than 50 percent due to these improvements.



## Transportation



State Street Station was opened in 2002 to provide easier access to downtown for Shoreline East riders and has limited service.

caused an increase in ridership by 107 percent from 2000 to 2010. Drops in service from 1997 to 1999 were due to construction along the line by Amtrak in preparation for Acela Express Service.

**Metro-North Railroad:** New Haven is the northerly terminus of Metro-North Railroad’s New Haven Line. The Metropolitan Transportation Authority (MTA) operates the line under a service contract and subsidy from the State of Connecticut.

In 2011, annual ridership on the New Haven Line totaled 38.2 million, a 21.4 percent increase from 2000. Annual ridership, which includes commuters to New York City, reverse commuters to intermediate destinations, and non-commuter travel was projected to increase 37 percent between 1999 and 2020 as indicated in 2003 Comprehensive Plan (a 1.5 percent annual increase). The largest segment of growth was seen in intermediate-distance commuting to destinations other than New York City, such as Stamford. In 2011, intermediate commuters comprised 21 percent of total New Haven line ridership.

With 3,737 daily inbound weekday and 3,579 weekday outbound boardings, New Haven was one of the busiest stations along the New Haven Line in 2011. Of these boardings, nearly 45 percent were at peak hour and 55 percent were at off-peak hours. During weekends, inbound station boardings (8,400 for both days) were relatively higher than outbound station boardings (7,899 for both days).

**Planned Hartford Line:** Planned Hartford Line rail service will operate at speeds up to 110 mph, cutting travel time between Springfield and New Haven to as little as 73 minutes. Travelers at New Haven, Wallingford, Meriden, Berlin, Hartford, Windsor, Windsor Locks, and Springfield will be able to board trains approximately every 30 minutes during the peak morning and evening rush hour and hourly during the rest of day, with direct or connecting service to New York City and multiple frequencies to Boston or Vermont (via Springfield). New train stations also are planned at North Haven, Newington, West Hartford, and Enfield.

### Public Bus System

The public bus system is operated by CTRANSIT, under contract with ConnDOT. The New Haven Division is the **second largest bus transportation system in the state**. The service area covers 476 square miles, including New Haven and all or part of 19 surrounding towns. The 23 service routes cover 462 directional miles, largely



Bus transit accounts for roughly 11 percent of the commuter travel for New Haven residents. The New Haven Green is the main transfer point for much of the city’s bus transit network, operated by CTransit.

# Transportation



radiating from downtown New Haven across the major roadways to the outlying suburbs, as seen in the map on the following page.

On an average weekday, CTTRANSIT carries approximately 30,000 passengers. Highest daily ridership is seen on the D route (Dixwell Avenue and Grand Avenue) with a total of 7,535 riders and the B route (Whalley Avenue and West Haven) with a total of 5,771 riders. These were the busiest routes in the city in 2000 as well. Together, these routes carry 45 percent of the system’s passenger load.

## Connecticut Transit Shuttle System

The **CTTRANSIT Downtown to Union Station free shuttle service**, launched in September 2009, provides service to passengers traveling from Union Station to Downtown. Ridership on this service is growing fast with a nearly 430 percent increase in riders observed from 2009 (22,292 riders) to 2010 (118,636 riders) and another 40 percent increase in riders observed from 2010 (118,636 riders) to 2011 (166,076 riders) thus indicating the demand for this type of service connecting Downtown and Union Station. Besides this, private shuttle services are offered by Yale University and Yale–New Haven Hospital (YNHH) for their students and employees. (See Databook).

## Waterborne Transportation

The **Port of New Haven is the largest in the state** by volume shipped. According to the 2012 Connecticut Deep Water Port Strategy Study conducted by Moffatt & Nichol for the Connecticut Department of Economic Development, “New Haven handled the fifth largest volume of domestic trade of gasoline and other distillates in 2010. This high ranking underscores the strong demand volume being served by these facilities. New Haven is the origin of the Buckeye Pipeline, which connects directly into Hartford and Springfield, Massachusetts and supplies aviation fuel to Bradley International Airport. Additionally, New Haven and New London host two of the three National Strategic Heating Oil Reserve sites.”

In contrast to the operations in the state’s other two major ports, Bridgeport and New London, the port terminals in New Haven are entirely privately owned and operated, consisting primarily of petroleum storage, processing and distribution terminals on both the east and west sides of New Haven Harbor. Gateway Terminals, Inc., which is based on the east side of the harbor, is the largest

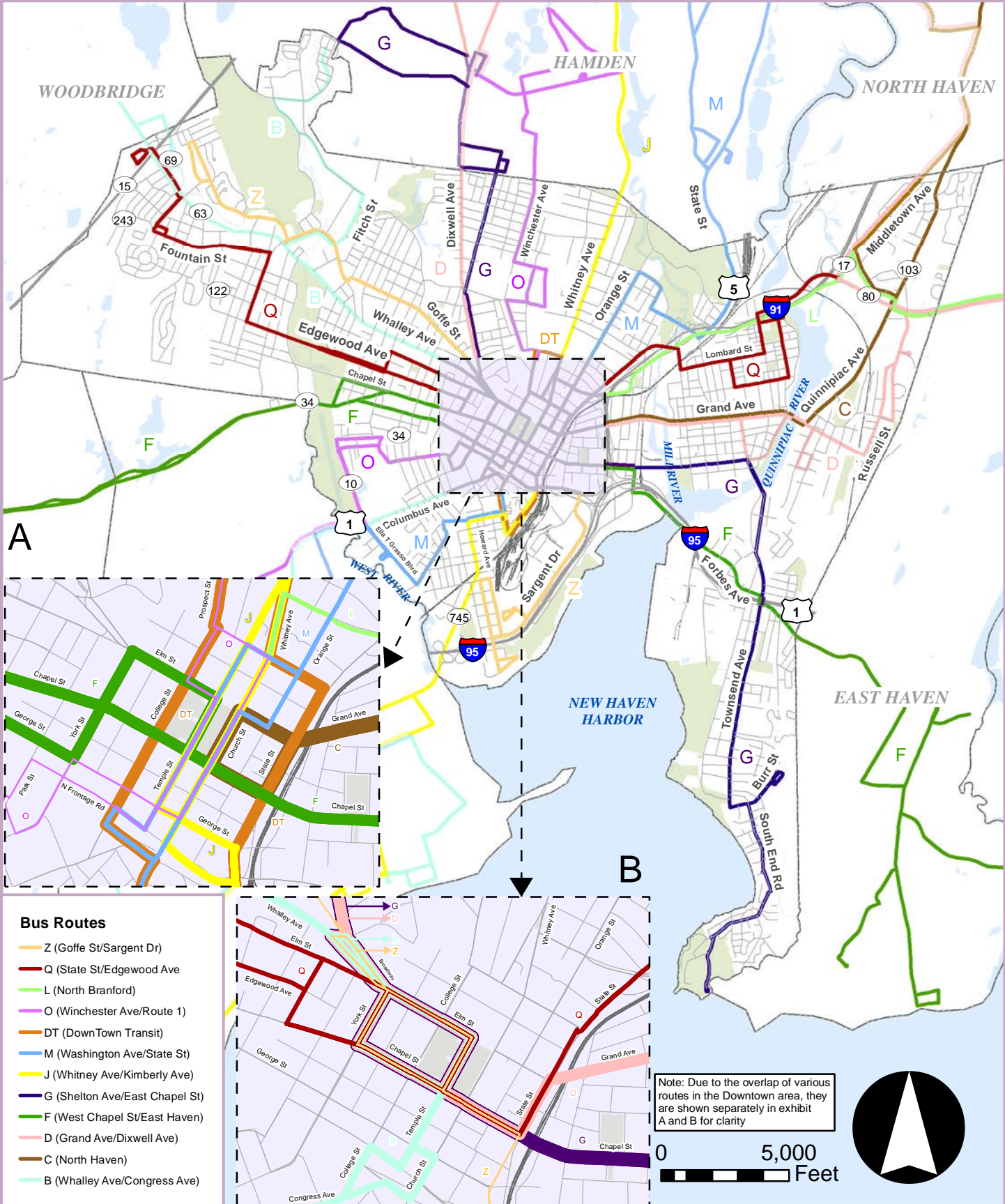


Downtown New Haven CTTRANSIT Shuttle route.

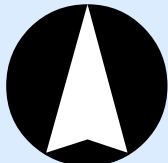


New Haven harbor is a regional distribution center for petroleum products, as well as the export of scrap metal.

# NEW HAVEN VISION 2025 EXISTING CT TRANSIT BUS ROUTES



Note: Due to the overlap of various routes in the Downtown area, they are shown separately in exhibit A and B for clarity



### Bus Routes

- Z (Goffe St/Sargent Dr)
- Q (State St/Edgewood Ave)
- L (North Branford)
- O (Winchester Ave/Route 1)
- DT (DownTown Transit)
- M (Washington Ave/State St)
- J (Whitney Ave/Kimberly Ave)
- G (Shelton Ave/East Chapel St)
- F (West Chapel St/East Haven)
- D (Grand Ave/Dixwell Ave)
- C (North Haven)
- B (Whalley Ave/Congress Ave)

# Transportation



port operator. Other major terminals include Magellan and Motiva. During the past decade, port traffic has become even more focused on petroleum and related products which currently account for over 80 percent of freight volume. Other major commodities moved through the port include manufactured goods and scrap materials, primarily scrap iron and steel for export to Asia.

## Freight Railroads

Freight railroad service in New Haven is provided by the Providence and Worcester Railroad (P&W) and by CSX Corporation in neighboring North Haven. Service generally runs north (along a route to Hartford and West Springfield, Massachusetts) and north and east along the Northeast Corridor tracks. Freight activity between New Haven and New York City is more limited by the heavy volume of commuter rail service. Largely due to the expanded Gateway Terminal operations on Chapel Street, P&W's business has increased from a low baseline to a volume of several train loads per week.

New rail connections are planned for Waterfront Street via the Tomlinson Bridge. Port-area rail service has been dormant since structural damage occurred in the early 1990's. The new Tomlinson Bridge has rail tracks along its northern side. Planned extensions would run further east along Forbes Avenue and south along Waterfront Street.

Enhancing rail facilities is essential to the long-term development of the Port of New Haven. By linking the Waterfront Street area back to the rail grid, there is an **opportunity to reduce local truck movements and to make the port truly intermodal**. The success of the Gateway Terminal intermodal site on Chapel Street illustrates the potential at Waterfront Street and the North Yard.

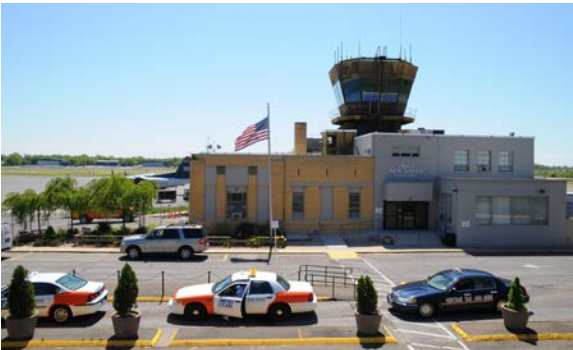
## Air Transportation

While many city residents utilize the major airports located in the New York, Hartford, and Boston areas, direct air transportation to New Haven is limited to the services provided at Tweed New Haven Airport, a regional facility straddling the border of New Haven and East Haven. Runway safety extensions of 1,000 feet were completed in 2009 giving Tweed an effective runway length of just under 5,200 feet. Currently, Tweed New Haven's passenger service consists of four daily American Airways flights to Philadelphia operated on DH-8 commuter aircraft. Scheduled passenger activity has increased on this route by nearly 20 percent



Both waterborne and rail freight operations are crucial to relieving the traffic congestion of the region's local roads and Interstate highways.

## Transportation



Tweed New Haven Airport's passenger terminal and parking area have the operational capacity to accommodate a substantial increase in scheduled airline service. Economic and runway length issues have so far hampered efforts to attract additional air carriers.



Both off-road facilities, such as the Farmington Canal Trail (above) and on-road shared lane bicycle routes (below) play a critical role in encouraging use of non-vehicular travel modes.



over the last five years, but still **the facility is substantially below its operational capacity** for scheduled services. The airport's primary role remains as a regional general aviation facility. The vision for the next decade is to attract commercial service to Florida and two to three hub cities. Efforts should be made to implement the capital improvement program in a manner that protects nearby residents from undue hardship.

### Greenways and Trails

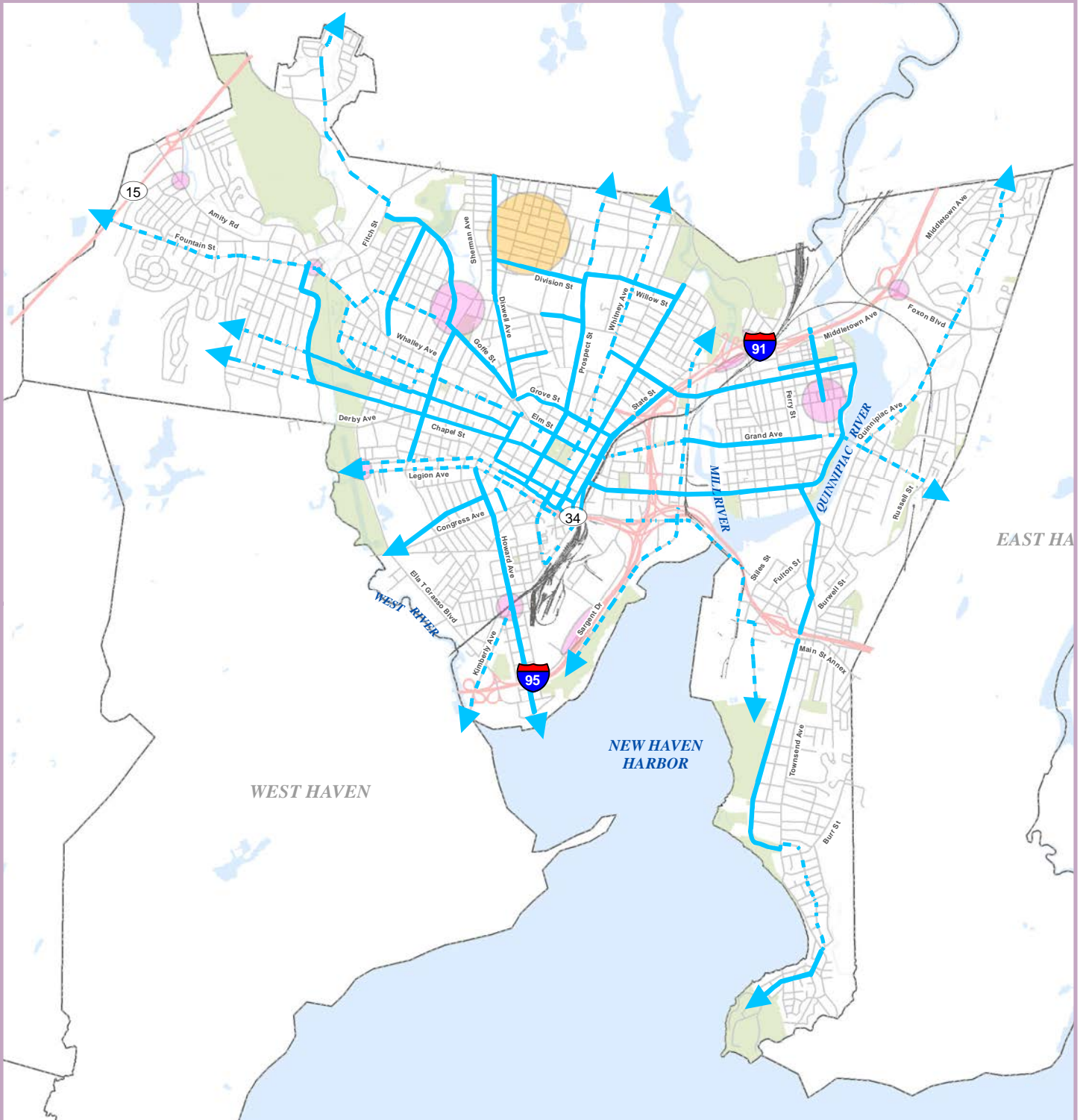
The proposed trail system provides opportunities both for recreation and for enhanced transportation/mobility. (See maps on following pages.) Non-motorized transportation is already established in New Haven. **Residents are engaged in walking and cycling to work**, largely by sharing the road with vehicles. Various planning efforts in recent years identify New Haven's greenways and cycling systems infrastructure as a tremendous untapped resource. Four trail systems are identified for their near-term potential as transportation elements:

- ❖ The Farmington Canal Greenway parallels much of Dixwell Avenue—one of the largest commuting routes into the city from the north.
- ❖ The proposed Harborside Trail parallels Interstate 95 and provides opportunities to reach the waterfront and Downtown.
- ❖ In Fair Haven, an existing linear park along Front Street can be expanded south through the River Street MDP and then north along the Mill River. Connections can be made across the railroad to East Rock and across Chapel Street to the Harborside Trail.
- ❖ Along the western border, existing trail systems in West Rock, Edgewood, and West River Parks can be connected through a series of easements and limited on-road crossings. In doing so, the project could connect Route 34 and the Harborside Trail.

In spite of these opportunities, an integrated system will depend on creative multi-modal transportation solutions. Generally speaking, these solutions will involve reduced on-street parking and/or careful striping of new cycling lanes. This is the case along Route 34, Howard Avenue, and in the East Rock area for example. As part of regular transportation planning programs, Street Smarts techniques can be incorporated in a systematic manner.

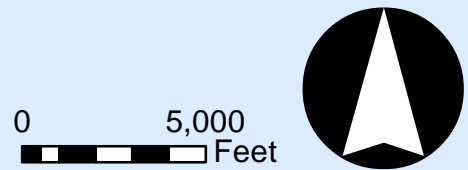
# NEW HAVEN VISION 2025

## EXISTING & PROPOSED BIKE/PED NETWORK



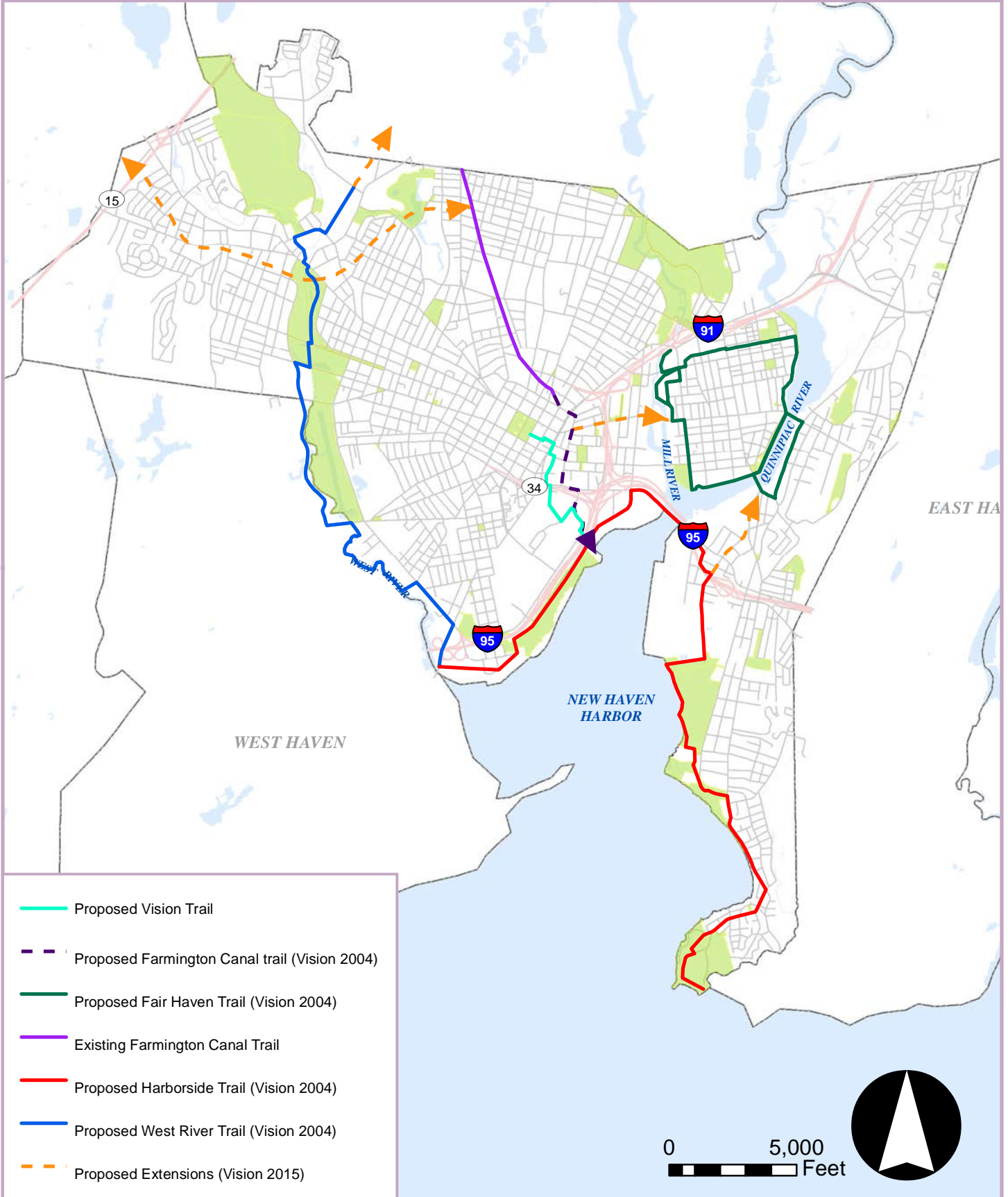
Note: Existing and proposed greenways and trails are mapped separately on the following page.

<b>Bike Lanes</b>	Planned Circulation Study
Existing Bike Lanes/Sharrows	Proposed Traffic Calming Locations
Proposed Connections	Parks and Open Space



# NEW HAVEN VISION 2025

## EXISTING & PROPOSED GREENWAYS & TRAILS





## B. PLANNING CONSIDERATIONS

- ❖ Mobility in New Haven is greatly enhanced by choice: vehicular transportation, public transit, passenger and freight rail, waterborne, and non-motorized options are all part of the system.
- ❖ While these options exist, there is limited complementary activity. For example, park and ride options are limited and intermodal connections at the port are restricted by infrastructure.
- ❖ While there has been a significant shift in the City's transportation policy over the past decade, from promoting automobile mobility to promoting multi-modal transportation, a still significant portion of the population continues to use automobiles for primary travel.
- ❖ CTTRANSIT, Metro-North and Shoreline East are integral to improving mobility. Headways and operation of service during off-peak hours in some key locations in the city remain the salient issue on both CTTRANSIT and Shoreline East. Over time, the failure to balance transportation investment will continue to have environmental and economic consequences.
- ❖ The Port of New Haven is an unparalleled transportation asset. Intermodal connectivity, including freight railroad connections, is essential to growing the port in a manner that protects surrounding neighborhoods and eases demand on the Interstates.
- ❖ Though not likely in the near term, the long-term promise of passenger and freight ferry service must be further explored and studied in detail.
- ❖ Tweed New Haven Airport is remarkably underused given the size of the local market. Efforts should be made to implement the capital program in a manner that protects nearby residents from undue hardship.
- ❖ Commuter rail to Hartford and Springfield represents a new opportunity to broaden mobility and to preserve capacity along Interstate 91. Consideration should be given to connecting with Bradley Airport for both passenger and freight purposes.



## Transportation

- ❖ The design and placement of transportation facilities is an important factor in New Haven’s urban form. Incorporation of urban street design standards should be among the highest transportation considerations. Inappropriate truck routes, particularly when used as highway bypass routes, have a deleterious effect on the surrounding area and should be curtailed.
- ❖ This is certainly the case at Long Wharf, where increasing capacity must not surpass the City’s prevailing interest in waterfront improvements—including Long Wharf Park, Canal Dock, and the Harborside Trail with connections back to Sargent Drive, Belle Dock, and Downtown.
- ❖ Similarly, the concept of transit-oriented development has not been fully developed in New Haven. The larger transportation facilities are bounded by incompatible land uses. State Street Station represents the first substantial connectivity among residential, office, and transportation land uses.
- ❖ An integrated and continuous network of trails, sidewalks, and bicycle facilities is integral to further encouraging modal shift within the city.
- ❖ Planning studies indicate that the lack of adequate transportation choices is one of the largest barriers to economic development in a city. A high-speed passenger rail service from New York to Boston with a travel stop at New Haven is therefore helpful in stabilizing the city’s regional standing as an urban growth center.
- ❖ Community survey responses indicate that expanding public transportation opportunities along with improving public safety and enhancing bike/ped connectivity are rated as the top transportation priorities for the next decade by residents.

### C. GUIDING PRINCIPLES FOR RECOMMENDATIONS

- ❖ Promote safe, efficient, reliable, and accessible public transit system throughout the city to connect residents to jobs, services, and their community.
- ❖ Consider placemaking as a strategy beyond traffic for transportation improvements.
- ❖ Adopt more progressive, multi-modal, and context-based design principles.

# Transportation



- ❖ Advocate for faster and more efficient regional transit connections.
- ❖ Promote a more sustainable transportation system within the city and the region.
- ❖ Improve mobility for people of all ages and abilities.
- ❖ Increase pedestrian and bicycle connectivity for all i.e., from ages eight to eighty.
- ❖ Encourage employers to raise public awareness of Street Smarts, bike-to-work, transit, and available parking options within the city.
- ❖ Enhance public safety, particularly for the city's most vulnerable users.
- ❖ Adopt multi-national Vision Zero policy, which aims to eliminate traffic fatalities.
- ❖ Maximize the assets and infrastructure with respect to the availability of parking on city streets.

## D. RECOMMENDATIONS

### General Transportation Planning

- ❖ Mitigate any transportation investments made in the city that would have severe environmental and economic consequences. Also, link these efforts with regional transportation improvements to mitigate congestion and manage future growth and development effectively.
- ❖ Encourage parallel investment in **alternative/intermodal transportation**, Street Smarts, and other congestion mitigation measures. Promote coordination among regional and state partners, major public and private employers, and local utility companies to enhance the existing transportation network within the city and effectively implement TDM strategies.
- ❖ Encourage high-quality, context-sensitive design of the city's transportation system. Ensure that plans for public streets, sidewalks, signage, and traffic control/intersection improvements are reviewed by the City Plan Commission to enhance the urban fabric and help mitigate adverse effects. Context-sensitive design based on urban street standards are further emphasized on Whalley Avenue, Chapel Street, Ella Grasso Boulevard, Kimberly Avenue, and Foxon Boulevard.

The primary transportation goal is to encourage a modal shift in the city, from a population largely dependent on single-occupant vehicles to a population with a wide range of options including public transit, bike, and pedestrian systems. In general, transit and bike/pedestrian improvements must complement each other and accommodate needs of people of all ages and abilities.



## Transportation

- ❖ Ensure adequate maintenance of existing transportation infrastructure within the city.
- ❖ Continue to raise public awareness of Street Smarts and existing public transit/bicycle/trail network within the city.
- ❖ Continue to raise public awareness on the transportation, public health, and environmental benefits of bicycling and walking within the city.
- ❖ Advocate for renewed discussion on inter-city transportation policy at the regional level given the inter-relatedness of large-scale transportation decisions.

### Transportation and Land Use

- ❖ Promote a better alignment of economic development and City planning policies, reflecting a broader context for transportation resources.
- ❖ Promote transit and bike/ped connectivity to the eastern neighborhoods of the city (east of New Haven Harbor), which experienced a significant increase in population and housing over the past decade (See Databook for trends).
- ❖ Encourage north-south connectivity among neighborhoods adjacent to the Route 34 corridor, where large tracts of vacant land currently exist due to urban renewal programs of the 1950s.
- ❖ Advocate for increased mass transit service to the currently underserved areas of the city, such as the redeveloped West Rock neighborhood, where there is a demand for such service. To that end, prepare a **bus transit needs analysis** to analyze areas of critical transit need within the city based on demographics, existing service routes, and frequencies.
- ❖ Facilitate increased public transit use in the city through increased densities, reduced parking requirements, and integrated pedestrian and bicycle network, wherever appropriate. Foremost among the opportunities for transit-oriented development are Church Street South, the former New Haven Coliseum site, Route 34 corridor, Whalley/Boulevard area, and Union Street parcels in Wooster Square. The Commission encourages re-use of Church Street South in manner that reflects its positioning between downtown and Union Station. A mixture of uses compatible with this prime geographic setting is encouraged.

New York City Transit, New York City DOT, and New York State DOT jointly conducted a Bus Transit Needs Analysis in 2004 as part of Phase I to identify unmet transit service needs within the city. This study looked into demographic data, ridership data, and trip origin and destination data. Currently, they are exploring ways to implement selected new bus routes based on Phase I and Phase II study results.

(<http://www.nyc.gov/html/brt/html/about/choosing-routes.shtml>)

## Transportation



- ❖ In areas of highway system preservation and expansion, aggressively seek noise pollution controls for the protection of residents, recreation facilities, schools and other sensitive locations.
- ❖ Advocate for sound regional land use policies to preserve capacity along Foxon Boulevard, Whalley Avenue, and in the Route 34 West area.
- ❖ Advance a more sound land use policy within the Port of New Haven by relocating and/or closing tank farms to appropriate areas.
- ❖ Increase opportunities for multi-purpose trips by promoting mixed-use developments on opportunity sites (as identified within the Opportunities Map), thereby reducing VMT and mitigating impacts on air quality.
- ❖ Prepare and adopt a **Transportation Master Plan** to develop strategies to implement a transportation network that supports the City's land use and development goals (as identified within the Capital Improvements Program) and will assist in identifying funding for transportation improvements needed and potential funding shortfalls, if any. Aim at improving system-wide transportation rather than individual locations.
- ❖ Encourage the design of transportation facilities in accordance with existing community characteristics and nearby land uses. Ensure that all handicap accessibility improvements made are zoning compliant by law.
- ❖ Continue to implement the vision of a **continuous and inter-linked trail network** within the city (*Plan for Greenways and Cycling Systems*, 2004). Update and adopt this plan to link the existing Farmington Canal trail with the proposed West River Greenway and to further extend to Woodbridge toward the west (see Existing and Proposed Trails map).
- ❖ Work with ConnDOT to implement the vision of **Union Station Transportation Center's Transit-oriented Development (TOD) Plan** prepared by W-ZHA and others in September, 2013.
- ❖ Encourage shared parking options within mixed-use developments to reduce the need for creating new parking facilities and shared driveways for parking in medium- and high-density residential areas.

A Transportation Master Plan guides a City's investments in transportation systems based on community vision and also assesses existing and potential funding streams for implementing this vision over a five to ten year time period.

Greenways and trails have social, economic, and environmental benefits. They promote non-vehicular mobility, ensures resource protection, and also meet recreational needs of residents.

The Union Station TOD consists of a re-merchandising strategy to enhance passenger experience and reinforce Union Station's role as a gateway to New Haven and recommends the development of a new parking garage north of Station's existing parking garage. This station is owned by ConnDOT and therefore, the implementation of this vision needs ConnDOT'S approval.



## Transportation

Community survey responses indicate that many employees in Downtown New Haven would be interested in taking the bus home if there were reduced headways during peak hours and extended hours of service in the evenings and weekends.

The current bus system within the city is owned and operated by CTTRANSIT, which operates throughout the state. Any recommendations to service improvements need regional input and consensus.

The recommendations of Parking and Transit Working Group (2013) include: (a) installation of a digital signage network at downtown bus stops with real time information on bus arrivals and departures (b) installation of a transit board at Union Station (c) marketing the Roadify app currently available on smart phones (d) promoting free shuttle service from Union Station to Medical District (e) promoting express shuttle service from neighboring towns and cities to New Haven by partnering with Yale New Haven Hospital (f) promoting Transit Check, which allows employers and commuters to use pre-tax dollars to pay for commuting and save on taxes and (g) marketing existing taxi services by promoting Metro Taxi's app available on smart phones and simplifying their use through zone pricing.

- ❖ Consider conducting health impact assessments when making transportation decisions on public infrastructure and land use to mitigate any adverse impacts.

### Public Transit

#### *Bus/Shuttle service improvements:*

- ❖ Partner with neighboring municipalities to advocate for general service improvements within the region such as reduced headways (10 minute service on major lines during peak hours), **extended hours of service to meet employee needs**, extended weekend service, etc., thereby enhancing reliability and frequency of service.
- ❖ **Work with CTTRANSIT** in developing a transit bus needs analysis, as discussed in the previous section.
- ❖ Revive the proposed Cross Town West service linking West Haven to Hamden through west side of New Haven.
- ❖ Explore the feasibility of developing a local commuter option within the Downtown to mitigate traffic congestion and reduce VMT, such as bus rapid transit, light rail, etc.
- ❖ Educate public about available ride sharing (such as Dial-A-Ride, Zip Car, etc.) and paratransit services within the city.
- ❖ Work with CT Rides and local employers to develop more extensive carpooling and car sharing programs. To that end, expand the current car sharing program in New Haven.
- ❖ Implement the **recommendations outlined within Parking and Transit Working Group report** (Greater New Haven Chamber of Commerce, July 2013) and Mobility Study report (See Housing chapter).
- ❖ Improve coordination among CTTRANSIT bus service, Greater New Haven Transit District (GNHTD), and all public (CTTRANSIT) and private shuttle services (YNHH and Yale University) operating within the city. To that end, foster partnership between CTTRANSIT and Yale University to combine some of the existing shuttle services and routes for faster, efficient, and open door (public use) service.
- ❖ **Expand U-pass** (low cost transportation options) beyond GCC to also include students at Yale, SCSU, and Albertus Magnus.

## Transportation



- ❖ Promote upgrades to the existing bus shelters and bus stops within the city to promote safety and accessibility (including American with Disabilities Act [ADA] accessible features) thereby further enhancing transit usage.
- ❖ Explore the feasibility of creating a local transit district to operate public transit service within the city.

### *Passenger Rail Service Improvements:*

- ❖ Advocate for a faster rail service from New Haven to New York and Boston to enhance the economy of the region and to further stabilize the city's positioning as a regional growth center.
- ❖ Advocate for additional train service at State Street Station by improving operating headways and service times, especially for reverse commuters.
- ❖ Continue to participate in the **planning for the future Northeast Corridor service** and advocate strongly for upgrades to the existing mainline between Boston and New York City and strongly oppose so called in-land routes that would skip New Haven and, in turn, pivot economic growth away from coastal cities.

### *Airport Improvements:*

- ❖ Promote safety and service improvements at Tweed New Haven airport as identified within their Master Plan Update (Connecticut Center for Economic Analysis, 1999) and within the Freight Cargo Study (SCRCOG, 2014).
- ❖ Enhance air transportation by implementing limited hub service in a manner that protects nearby residents from undue hardship.
- ❖ Attract commercial service to Florida and two to three hub cities.

### *Para-Transit service Improvements:*

- ❖ Partner with GNHTD to raise awareness on currently available paratransit services within the city and to identify and remove any limitations to benefit all of the special needs population living in the city.

### **Freight**

- ❖ Pay attention to neighborhood preservation, environmental protection, and traffic congestion when planning for freight movements so as to minimize any adverse impacts to city neighborhoods.

GCC Students can avail a special transportation pass (U-Pass) that is valid for unlimited trips during a 31-day period on all local CTTRANSIT buses for a low cost.

North East Corridor (NEC) Future—Federal Railway Administration's Rail Investment Plan—recommends a \$38 billion capital investment (in 2010 dollars) in Amtrak owned and operated infrastructure between Boston and Washington. This will allow for more frequent in-state service and faster regional service to major cities (e.g., Philadelphia and Washington).



## Transportation

New Haven’s geographic position and transportation connections are a competitive advantage benefitting both economic development and mobility. Enhancing access to the city’s freight railroads would help curtail some of the existing truck traffic on local streets.

- ❖ Encourage the growth and development of the Port of New Haven within the district of the New Haven Port Authority.
- ❖ Establish intra-coastal and cross-sound ferry services at Belle Dock. To that end, promote the expansion of existing freight rail connections as planned within the I-95 New Haven Harbor Crossing Corridor Improvement Project.
- ❖ Encourage **full access between freight railroads and the port district**, in particular by extending rail service along Waterfront Street and to the North Yard.
- ❖ Establish a truck routing system that curtails truck traffic on local streets and promotes the use of designated arterial connections. As a parallel effort, work with the Department of Motor Vehicles and local police to better enforce existing truck regulations.
- ❖ Revise the Zoning Ordinance to restrict the locations of high turnover storage and warehousing uses to areas with adequate access to highways and/or freight railroads.
- ❖ Implement the transportation recommendations of the *Port of New Haven Strategic Land Use Plan* (PB Americans & FHI, Inc., 2007). These include: analyzing the internal public street network to better accommodate truck operations and improving access to staging sites, working with terminal operators to provide efficient land side connections for Feeder Barge service, improving traffic flow within the Port area (truck routing and off-street waiting facilities), providing adequate loading space in and around Waterfront Street, and promoting the use of existing railroad service and access for a future north side rail connection.

### Bicycle and Pedestrian Network

- ❖ Promote a comprehensive and integrated bicycle and pedestrian network within the city by identifying and prioritizing the missing links and implementing solutions accordingly.
- ❖ Encourage the appropriate placement of pedestrian and bicycle facilities, including dedicated bike racks, bike lanes, bump-outs/refuge islands, and signage within on-going and proposed street improvements.
- ❖ Encourage private owners to locate publicly available **bicycle sharing system** throughout the city.



A Divvy bike sharing station in Chicago. Bike sharing systems have been built in hundreds of cities around the world in the past decade, and allow visitors, workers, and residents to inexpensively use bicycles for transportation needs .

## Transportation



- ❖ Identify locations where frequent pedestrian- and bike-related accidents or collisions occur and develop targeted solutions.
- ❖ Improve the quality of existing sidewalks and implement new sidewalks on city's collector streets e.g., Russell Street, Quinnipiac Avenue, lower Valley Street, and Foxon Boulevard. The Commission further recommends special focus on promoting pedestrian access to the parks. Ensure that adequate lighting is provided on existing sidewalks within the Hill, Newhallville, and Dixwell neighborhoods.
- ❖ Continue to monitor and update bicycle/pedestrian counts at key intersections in Downtown and set a target of increasing bicycle ridership.
- ❖ Work with CTRANSPORT to continue to allow bicycle infrastructure on transit facilities and to provide bicycle parking racks at transit stops.
- ❖ Collaborate with neighboring towns in SCRCOG and cities in the state to promote bicycle and pedestrian connectivity beyond the city limits.
- ❖ Advocate for the amendment of CGS 14-286b to allow the establishment of two-way protected bicycle lanes within the city.
- ❖ Implement the last phase of Farmington Canal Trail and secure funding to update the vision and officially adopt and implement the other proposed greenway routes identified within the *Plan for Greenways & Cycling Systems* (City of New Haven, 2004).
- ❖ Promote bicycle connectivity from Downtown to the eastern neighborhoods of the city, which experienced significant population and housing growth over the past decade.
- ❖ Implement dedicated and/or separated bicycle facilities on major arterials of the city e.g., Whalley Avenue, Edgewood Avenue, MLK Boulevard, Whitney Avenue, Grand Avenue, Congress Avenue, Forbes Avenue, and Water Street.
- ❖ Explore new ways of seeking community visibility as a bike/ped friendly community such as obtaining a **Walk Friendly Communities** designation by the League of American Bicyclists.

The Plan for *Greenways & Cycling Systems* (2004) recommended:  
official designation and completion of West River Greenway Trail;  
design and subsequent construction of the Harborside Trail;  
re-construction and enhancement of the Vision Trail; and  
completion of Fair Haven and Quinnipiac River Trail system with waterfront connections to Willow Street (via the Conrail pedestrian bridge) and to the Harborside Trail (via Chapel Street).

Walk Friendly Communities designation is awarded to “communities that have demonstrated a commitment to improving and sustaining walkability and pedestrian safety through comprehensive programs, plans, and policies.” ([www.walkfriendly.org](http://www.walkfriendly.org))  
Example: Seattle, Washington



## Transportation



Hillhouse Avenue, an example of a Green Street.

- ❖ Transform the City’s significant transportation corridors into “**Green Streets**” through implementation of adequate landscaping, pedestrian- and bicycle-oriented features, traffic calming devices, and other green infrastructure.
- ❖ Continue to raise public awareness on Street Smarts and Share the Streets initiatives of the City to promote bicycling and walking in New Haven.
- ❖ Partner with local advocacy organizations such as Elm City Cycling to raise public awareness on existing bicycling routes within the city and further expand the existing bike-to-work program to include all major employers of the city.
- ❖ Encourage public pedestrian connectivity within all new developments, especially with block lengths greater than 250 feet.
- ❖ Transform Route 34 corridor into an urban boulevard with more pedestrian-friendly connections across the highway. Continue implementation of Phases II and III of Downtown Crossing.



The creation of ground floor retail spaces as “liners” for parking structures, such as the Temple Street Garage (above), allows the continuation of the pedestrian-oriented street frontage.

### Parking

- ❖ Allow parking reductions and shared parking options within new/infill developments proposed in high-density areas of the city.
- ❖ Encourage public-private partnerships to develop structured parking facilities, wherever appropriate.
- ❖ Continue to monitor parking utilization rates of City-owned garages (operated by Park New Haven), to efficiently manage parking supply based on demand.
- ❖ Discourage stand alone surface parking lots, and if approved, ensure they are time restricted and adequately screened with landscaping from public right-of-way.
- ❖ In order to meet the parking demand within Downtown, encourage short-term expansions of parking capacity, focused on remote parking sites and medium- to long-term opportunities to build appropriately-sized, **mixed-use parking facilities** in line with the new models of parking facilities suggested in the *Hill-to-Downtown Community Plan* vision.
- ❖ Promote **bicycle parking within all public/private parking** lots in the city and on-street, at key locations within Downtown.



A secure indoor bicycle parking area was included in the construction program of the new downtown campus for Gateway Community College.

## Transportation



- ❖ Manage short-term and long-term street parking effectively, to improve access to local businesses.
- ❖ Educate the public on available parking options within the city, including parking for the disabled in the Downtown. As a first step, develop a publicly accessible interactive parking map for the city with information on parking locations and associated costs.
- ❖ Identify and designate short-term loading zones and passenger drop-off locations within Downtown New Haven. Also, work with local businesses and property owners to stage deliveries during off-peak hours to mitigate traffic congestion during peak hours.
- ❖ Enforce traffic and parking laws stringently to enhance the efficiency of the existing transportation and parking system within the city.
- ❖ Partner with local employers to promote TDM strategies, such as offering incentives for car pooling, transit use, etc., that reduce the demand for parking.
- ❖ Work with events organizers to plan ahead and inform the public in advance on special parking arrangements and rates within Downtown during specific events.

### Complete Streets

- ❖ Continue to **implement Complete Streets projects** within the city to promote active living and independent mobility, encourage healthy lifestyles, increase community safety, mitigate air quality impacts, and promote civic interaction.
- ❖ Streamline the process for reviewing Complete Streets applications and identify new funding sources and implementation strategies.
- ❖ Encourage coordination among various City Departments (e.g., Transportation, Engineering, Public Works, and City Plan) and other private agencies such as the utility companies to share resources, prioritize, and implement Complete Streets projects.
- ❖ Establish performance standards in terms of VMT reduction or miles of bicycle lanes or sidewalks created to meet Complete Streets goals, and periodically monitor and update these standards. To that end, update the existing manual (adopted in 2010) to include urban street design standards (based on traffic speeds, roadway types, and volumes) and construction standards for bike/ped facilities.

## city of new haven COMPLETE STREETS DESIGN MANUAL



The City of New Haven adopted the *Complete Streets Design Manual* for the city in 2010. Since then, several improvements have been made on city streets to balance the needs of all roadway users. Some of these include designation of sharrows and bike lanes on city streets.



## Transportation

A steady flow of vehicular and non-vehicular traffic would enhance vibrancy, promote economic growth, and help improve the air quality within the city.

While considerable attention and study has been paid to the complexities of the one-way system, the need for on-street parking and the considerable volume of traffic on arterial roads leaves few opportunities to modify the system.

Community survey responses and meetings with residents indicate that adequate street lighting is particularly needed within the Hill, Newhallville, and Dixwell neighborhoods to enhance safety and further encourage walking and biking and prevent health-related illnesses.

- ❖ Promote transparency in decision making and implementation of Complete Streets projects by creating an online web page where general public can track their requests and know the status.

### Access and Safety

- ❖ **Synchronization of existing traffic lights**, especially within the Downtown where major employers are located, is recommended. Signal upgrades are needed on the east side of Downtown and Route 34 corridor. Signal studies are recommended on Whalley Avenue, Whitney Avenue, and the Dixwell corridor, all of which currently serve as regional transportation corridors.
- ❖ **Two-way systems** may be possible (subject to more detailed study) on York Street, College Street, Church Street, George Street, Crown Street, Dwight Street, Howe Street, Tower Parkway, and Grove Street.
- ❖ Promote accessibility for all roadway users, including persons with special needs and/or disabilities, by implementing universal design standards for all transportation projects.
- ❖ Promote safe, continuous, and direct bike/pedestrian access to local schools, parks, elderly and low-income housing developments, employment and shopping centers, and other recreational/community facilities.
- ❖ Ensure pedestrian safety by implementing traffic calming solutions at poorly designed, high volume, and/or accident prone locations of the city. These include (but are not limited to) traffic calming on: Ella Grasso Boulevard (at the intersection with Route 34); upper Whalley Avenue (at the intersection with Amity Road); Whalley Avenue (at the intersection with Fountain Street and Amity Road); near James Hillhouse and King Robinson Schools; Kimberly Avenue (at the intersection with Howard Avenue and Plymouth Street); upper State Street (at the Willow Street exit); Clinton Avenue (in Fair Haven); Foxon Boulevard (off of Interstate 91 north); and Sargent Drive (near Church Street South extension).
- ❖ Develop and promote walking and bicycling infrastructure to improve access to food stores that sell fresh food and other healthy produce. To that end, provide **adequate street lighting** on existing sidewalks and walking routes/trails.

## Transportation



- ❖ Encourage connections between food processing and food production operations and local composting operations (or other waste minimization technologies) to reduce long-distance transport of food waste.
- ❖ Advocate for a new exit 59A off the Wilbur Cross Parkway, thereby enhancing access to West Rock and SCSU, and new interchange connections at Route 34 and Long Wharf, supporting a new local road and Harbor Access project.
- ❖ Establish north-to-south and east-to-west access connections among all neighborhoods of the city while also addressing concerns on public safety and cut-through traffic. Particular attention must be paid to connect neighborhoods surrounding Route 34 corridor that were separated due to Urban Renewal programs of the 50s.
- ❖ Transform the Route 34 corridor, which is currently designated as a route for carrying hazardous materials, into an urban boulevard with more pedestrian connections. The Commission encourages re-directing the hazardous materials route toward Ella Grasso Boulevard.
- ❖ New access connections are recommended to connect the Long Wharf neighborhood to Vietnam Veterans Long Wharf Park, Sargent Drive to the waterfront; Downtown to Wooster Square through the extension of 'Fair Street', and the East Rock neighborhood to Cedar Hill area.
- ❖ Ensure that the proposed improvements to the Interstate 95 and Route 34 corridor occur in a timely manner with minimal disruption to nearby residents. Also, ensure that residents as well as employees working in New Haven are well-informed on any traffic impacts (such as lane closures and diversions) affecting their access to jobs and housing during peak hours.
- ❖ Develop and implement Phase II of wayfinding signage to enhance visitor experience by promoting access to neighborhood gateways and other key destinations within city neighborhoods.

### Transportation and Emergency Planning

- ❖ Ensure that transportation planning efforts are consistent with the hazard mitigation planning and other emergency planning (fire/ambulance services) efforts.



# Transportation

CITY OF PHILADELPHIA: EVACUATION ROUTES



Philadelphia has an online, interactive emergency evacuation route map for all users.

Nearly 57 percent of people living in New Haven are employed outside New Haven and nearly 77 percent of people employed in New Haven live outside New Haven (based on Databook results). Planning studies indicate that the lack of adequate transportation choices is a barrier to promoting economic development in a region.

- ❖ Coordinate with the Office of Emergency Management to identify, prioritize, and publish **emergency evacuation routes** within the city, on a scenario-based approach, as part of pre-hazard mitigation planning.
- ❖ Ensure that the design of complete streets takes into consideration the requirements for access of emergency vehicles.

## Regional Transportation

- ❖ Promote continued coordination and partnership with the regional planning agency to implement a sustainable transportation network within the city, as well as the region.
- ❖ Advocate for a more direct and frequent bus service within the city and a faster (one-hour), more efficient rail service connecting New Haven to New York and Boston. This would help connect New Haven’s neighborhoods to the Downtown (where major employers are located) and the Downtown to the region thus strengthening the city’s positioning as a regional growth center.
- ❖ Support the implementation of **Cross Town West** transit link to connect the west side of the city to Hamden and West Haven.
- ❖ Coordinate with CTTRANSIT and the region to address gaps in existing transit routes within the region to better connect residents, jobs, and housing.
- ❖ Advocate for implementing new park and ride facilities across the region.
- ❖ Advocate for transit supportive capital investments within the regional Transportation Improvement Program (TIP).
- ❖ Continue to advocate for the implementation of intelligent transportation systems within the region to enhance the reliability and efficient of the system and manage traffic congestion effectively.
- ❖ Advocate for the construction of a second garage at Union Station to support the city’s transit-oriented development initiatives.

## Sustainable Transportation Network

- ❖ Encourage the development of transit-oriented, mixed-use developments to reduce VMT and mitigate air quality impacts.

## Transportation



- ❖ Promote multi-modal transportation through enhanced transit, bike, and pedestrian network. To that end, support the implementation of the proposed West River, Fair Haven, and Harbor Side Trails and the completion of Phase IV of Farmington Canal trail. Also, update the City's *Complete Streets Design Manual* to include new construction standards and new signal plans for bicycles.
- ❖ Support the implementation of a frequent and dedicated transit service (such as bus rapid transit or light rail) between the Downtown and Union Station for local commuting.
- ❖ Promote direct street connectivity to key employment and business centers to reduce VMT.
- ❖ Encourage the transformation of existing streets into "green streets" (based on roadway type) through adequate landscaping, more tree planting, installation of pervious surfaces, installation of pavements with reduced heat reflectivity, and implementation of other green infrastructure.
- ❖ Reduce vehicle emissions at signals through improved signal timing and coordination. To that end, perform signal studies for major arterials within the city and the entire Downtown.
- ❖ Continue to promote the use of electric and hybrid vehicles to conserve energy and reduce vehicle emissions.
- ❖ Continue to implement electric charging stations and other related technologies (like the station implemented in the port area) to conserve energy and reduce green-house gas emissions by encouraging the use of compressed natural gas (CNG) and bio-diesel fuels.
- ❖ Continue to implement energy-efficient street lighting devices.
- ❖ Partner with local employers and businesses to implement an effective travel demand management program, which includes options such as telecommuting, Transit Check, encouraging travel during off-peak hours, etc.
- ❖ Encourage the use of alternative trip generation methodologies for transit-oriented developments as opposed to the traditional trip generation forecasts, which primarily depend on the number of automobile trips.



## Build...

### E. SUMMARY OF RECOMMENDATIONS

- ❖ ...multi-modal transportation network within the city by developing a transportation master plan that supports the City’s land use and development goals and will assist in assessing funding for needed improvements and potential shortfalls, if any.
- ❖ ...a continuous and inter-connected trail network within the city by updating the vision outlined in the *Plan for Greenways & Cycling Systems* (2004) and completing Phase IV of the Farmington Canal Trail.
- ❖ ...a comprehensive and integrated bicycle and pedestrian network with the city by identifying and prioritizing the missing links and implementing solutions accordingly. Improve the quality of existing sidewalks within the Hill, Newhallville, and Dixwell neighborhoods and implement new sidewalks on city’s collector streets i.e., Russell Street, Quinnipiac Avenue, lower Valley Street, and Foxon Boulevard.
- ❖ ...appropriately sized, mixed-use parking facility at Union Station to support transit-oriented development and job growth
- ❖ ...bicycle parking facilities within all public/private parking lots in the city, and on street at key locations within Downtown.
- ❖ ...dedicated and/or separated bike facilities on major arterials of the city i.e., Whalley Avenue, Edgewood Avenue, MLK Boulevard, Grand Avenue, Congress Avenue, Forbes Avenue, and Water Street.
- ❖ ...complete streets based on urban street design standards by updating the *Complete Streets Design Manual*, streamlining the process for accepting applications, and promoting transparency in decision making and implementation.
- ❖ ...two-way street systems on York Street, College Street, Church Street, George Street, Crown Street, Dwight Street, Howe Street, Tower Parkway, and Grove Street.
- ❖ ...a truck routing system that curtails traffic on local streets and promotes the use of designated arterial connections.
- ❖ ...the West River Greenway Trail by identifying funding sources as a first step to building new trails over the next decade.



## Connect...

- ❖ ...wayfinding signage systems (Phase I) in Downtown and develop Phase II study for implementing wayfinding signs that connect to key neighborhood destinations.
- ❖ ...residents to jobs, housing, and other support services through enhanced transit service that reduces headways; extends weekday and weekend service; and provides real time information on transit arrivals, delays, and departures.
- ❖ ...employees on the west side of the city who work in Hamden and West Haven through the promotion and subsequent implementation of the proposed Cross Town West route.
- ❖ ... New Haven to New York and Boston and enhance regional economic competitiveness by advocating for a faster rail service to these destinations.
- ❖ ...residents/employees/students to local existing shuttle routes by exploring opportunities to combine Yale and CTTRANSIT shuttle routes and by encouraging U-Pass options for students at Yale, SCSU, and Albertus Magnus.
- ❖ ...New Haven's commercial air service to Florida and two to three hub cities.
- ❖ ...existing port district with freight railroads by extending rail service along Waterfront Street and to the North Yard.
- ❖ ...residents in the eastern neighborhoods to Downtown through enhanced bike/ped network.
- ❖ ...neighborhoods surrounding Route 34 corridor currently separated by large tracts of vacant land and the Medical District to Union Station and Downtown.

## Preserve...

- ❖ ...the quality of natural environment by reducing vehicle emissions at signals through the synchronization of existing traffic lights, especially within Downtown where major employers are located (signal studies recommended on Whalley, Whitney, and Dixwell Avenues;
- ❖ ...the quality of the natural environment by transforming existing streets into "green streets."
- ❖ ...the quality of the natural environment by promoting the use of electric and hybrid vehicles and by implementing an effective travel demand management program.



### Adapt...

- ❖ ... to sea level rise and other coastal/inland flooding events by ensuring that the design of complete streets considers the requirements for emergency vehicle access a
- ❖ ...to sea level rise and other coastal/inland flooding events by working with the Office of Emergency Management to identify, prioritize, and publish evacuation routes within the city on a scenario-based approach.

### Grow...

- ❖ ...the reliability, frequency, and efficiency of existing transit service within the city by partnering with CTRANSPORT to develop a bus transit needs analysis to identify and prioritize underserved routes and develop strategies accordingly and by implementing the recommendations of Parking and Transit Working Group (2013).
- ❖ ...paratransit service and ride share options within the city by partnering with Greater New Haven Transit District and CT Rides to expand current programs and services.
- ❖ ...public safety by implementing traffic calming solutions at poorly designed, high volume, and/or accident prone locations of the city including, Ella Grasso Boulevard, upper Whalley Avenue, upper State Street, Clinton Avenue, Foxon Boulevard, Sargent Drive, and at James Hillhouse and King Robinson Schools;
- ❖ ...public safety by promoting adequate lighting of sidewalks and parking lots and by promoting upgrades to the existing bus stops and bus shelters.
- ❖ ...a sustainable transportation system to conserve energy and reduce greenhouse gas emissions by encouraging the use of natural gas and bio-diesel fuels.



# CHAPTER VI: ECONOMIC DEVELOPMENT

## A. THE NEW HAVEN ECONOMY

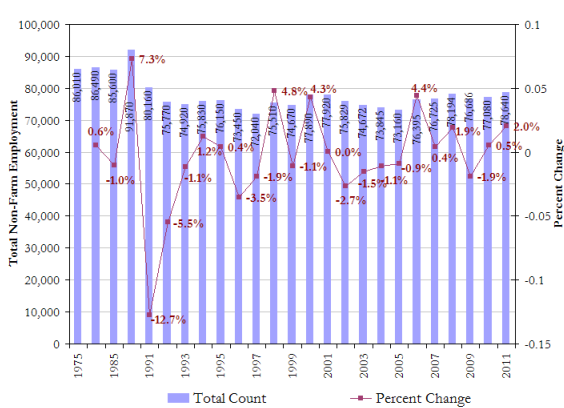
The **New Haven region has a diverse economic base** focused on health care, education, biotechnology and biomedical research, professional services, software and application development and advanced manufacturing. Within the city, the employment changed dramatically, with shifts in aggregate numbers, in types of industries, and in the location of major job centers in the latter half of the 20<sup>th</sup> century. Employment figures reached 92,000 in 1990 at the tail end of a long-term economic expansion. The recession of the early 1990s heavily impacted the city's employment base, with total employment at a decade-low 72,000 in 1997. Since then, employment has rebounded significantly. The 2000 employment base of 77,890 represented an 8 percent increase from 1997. While the city experienced decreases in employment base from 2002 to 2005 (with 73,160 total jobs in 2005), **employment was on the rise during the latter half of the decade** with 4.4 percent increase in employment from 2005 to 2006 and another 3 percent increase from 2006 to 2011, despite the severe economic recession experienced nationwide from 2007 to 2009.

Due to the presence of world-class educational and medical institutions, multi-modal transportation network, and diverse arts, cultural, and entertainment facilities, New Haven is uniquely positioned to be the hub of knowledge/ innovation based economy within the region and the state in the 21<sup>st</sup> century. Maximizing New Haven's connection to the global economy and enhancing the city's status as a regional transportation center are both key goals of the city's economic development strategy.

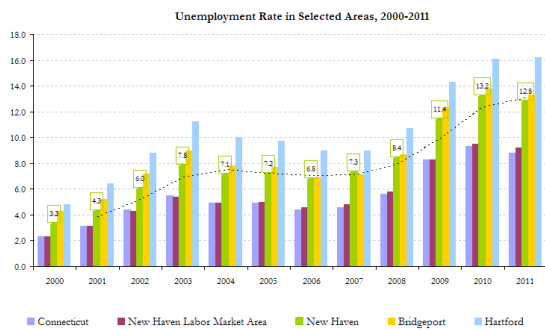


# Economic Development

## Unemployment

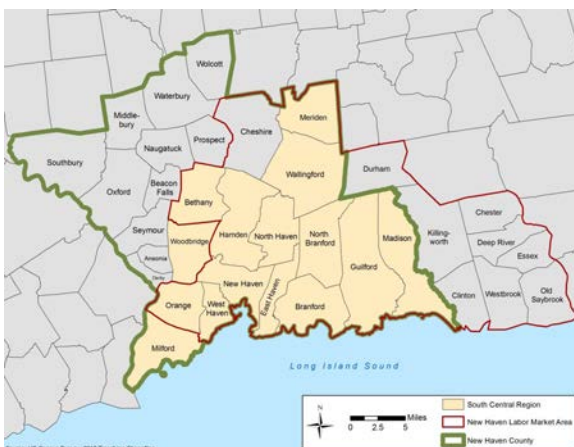


The number of jobs within the city has grown in recent years, even in the years following the economic crash of 2008.



Source of both charts: CT Department of Labor, 2012

Unemployment in the City of New Haven remains higher than both the New Haven Labor Market Area and state as a whole.



Geographic boundaries of New Haven Labor Market Area, SCROG, and New Haven County.

While the unemployment rate in the city decreased from 1997 to 2000, it has increased significantly from 3.3 percent in 2000 to 13.2 percent in 2010. A similar trend was observed state-wide and among other peer cities as well. **Recent unemployment figures mirror the slow recovery** from the post-2008 recession, with a peak rate reaching 13.2 percent in 2010 and now recovering to a post-recession level of 6.7 percent in early 2015. (See Databook in Appendices for further information.)

## Employment by Sector

While New Haven’s mid-century economy was characterized by a diverse set of goods-producing industries, including heavier industries (metal works, armaments, etc.) and non-durable goods (textiles, food products, etc.), industrial production employment has been declining for over 40 years. In the interval since the last Comprehensive Plan, deregulation, international competition, and industry-specific consolidation have had profound impacts on what have historically been the city’s largest private-sector employers, including Frontier Communications (formerly SNET) and UIL Holdings (formerly United Illuminating and Southern Connecticut Gas) as well as the local banking sector. Since the depths of the 2008 recession, the local economy has emerged with greater diversity and even stronger focus on the knowledge base provided by the education and health care sectors. Manufacturing continues to be an important component to the city’s employment base, but with far greater specialization, fewer employees, and **advanced technology manufacturing** processes. Meanwhile, service industries (in particular health services and education services) have led a rebound in total employment.

New Haven remains the central employment destination within the total **17-town Labor Market Area** (LMA). Approximately 30 percent of the LMA’s 265,000 jobs are in New Haven, including 44 percent of all jobs in transportation, communications, and public utilities (TCPU) and professional services. By comparison, total employment in the adjacent cities of Meriden (26,710), Wallingford (24,380), and North Haven (21,490) is more focused on the local government, manufacturing, and retail sectors.

Education and health care continue to dominate the employment base in both the South Central Region and the City of New Haven. The largest local employers are Yale University, with approximately 12,000 employees, and Yale-New Haven Hospital, which has

## Economic Development



merged with the Hospital of St. Raphael, and now has a total of approximately 11,000 employees. Quinnipiac University, Southern Connecticut State University, Gateway Community College, and Albertus Magnus College also contribute to the role of New Haven as an educational center. Other large health sector employers include Temple Medical Center and American Medical Response.

In 2014, Frontier Communications acquired the former business lines of AT&T (previously SNET) in New Haven, thus becoming the largest non-institutional private employer in New Haven, with approximately 2,000 employees. Frontier has indicated that New Haven will remain a regional headquarters. Other large private sector employers include First Niagara Bank (formerly New Alliance); Comcast Communications; UIL (formerly United Illuminating and Southern Connecticut Gas); Knights of Columbus; Assa Abloy; Higher One, Inc.; WalMart; and Covidien.

Overall, the basic economy within the region is organized into three broad sectors: education; advanced manufacturing; and health care.

**Education:** With the largest overall basic employment (17,187) and location quotient (3.09), educational services is a core element to the region's economy. The strength of this industry includes the higher education cluster: Yale University, Southern Connecticut State University, Gateway Community College, Albertus Magnus, University of New Haven, and Quinnipiac University. Aside from its core educational functions, this sector is increasingly active in local economic initiatives. In particular, Yale University's technology transfer activities have been instrumental in the **siting of new biotechnology companies** in the region.

**Advanced Manufacturing:** Although many of the city's traditional manufacturing companies have moved operations overseas, others have opened or modified to meet the needs of the global marketplace. A good example of the shift is the former Acme Chemical on Chapel Street. The company is now a division of Von Roll Isola, producing world-class insulating materials. Cyclone Microsystems, located at 370 James Street, designs and manufactures intelligent communications controllers. Science Park, located in the former Winchester Arms factory complex, has been transformed over the last decade from a vacant manufacturing center to a multi-tenant business and industrial park. A number of biotechnology and high technology manufacturing companies have sited at Science Park, as well as at 300 George Street.

The bio-science career ladder is a collaboration between the City's Economic Development Corporation, CURE (a state-wide biotech organization), SCSU, and other workforce development partners.



## Economic Development



Yale University School of Medicine (Sterling Hall) lies at the core of the city's health care and biomedical research sector.

**Health Care:** Given the sheer size of the health care industry across the country, the health services sector is highest in total employment (48,813) and second highest in basic employment (13,235). Within the New Haven region, its 2011 location quotient was 1.37. The medical services industry is concentrated around Yale-New Haven Hospital, as well as many associated facilities, such as the Temple Medical Center and **Yale School of Medicine**.

**Pharmaceutical and Biotechnology Research and Production:** Combining aspects of both advanced manufacturing and health care, chemicals and allied products, which includes a significant portion of businesses in the biotechnology sector, accounts for approximately **4,000 jobs regionally**. Within the New Haven region, the largest companies in this sector include Alexion Pharmaceuticals, which is expanding its presence within city with an impending move from Cheshire to a **500,000 square foot, twelve-story purpose-built research center** at 100 College Street.



Biotech workers are an important component of the regional economy.

Other significant biotech companies include Clinical Data Associates, Ikonyxis, and Transgenomic at 5 Science Park; Achillion Pharmaceuticals at 300 George Street; Covidien (in both New Haven and North Haven); Idexx Laboratories at 670 State Street; Kolltan Pharmaceuticals at 300 George Street; and Marinus Pharmaceuticals at 142 Temple Street; as well as regional employers such as Axerion Therapeutics, Celldex Therapeutics, Bristol Myers Squibb, and Gilead Sciences in Branford, PerkinElmer, in Branford and Shelton, and Novartis.

A 16,500-square-foot genomics research facility was opened at Mount Sinai in Branford last fall and has a staff of 19 people. This facility is expected to more than double its workforce over the remainder of this year by adding another 30 employees.

### Labor Force Characteristics

Out of the nearly 100,000 people in 16 years and over age group in New Haven in 2011, 66,685 (64.1 percent) were in the civilian labor force and 37,349 (35.9 percent) were not in the labor force. Compared to the state and peer cities like Stamford, Bridgeport, and Hartford, New Haven had the second highest percentage of population not in labor force, next to Hartford.

### Wages

Total annual wages for all industries in the New Haven Workforce Investment Act (WIA) region in 2011 was nearly \$16.3 billion,



Alexion Pharmaceuticals' world headquarters under construction at 100 College Street represents the growing importance of the biotechnology sector in the city's overall economic profile.

# Economic Development



with more than a quarter of these wages (\$4.7 billion) earned by workers in New Haven. The average annual wage for all industries in the city generally increased from 2005 to 2010 and from 2010 to 2011. Only the average annual wage in construction industry and in local/municipal government jobs dropped slightly from 2010 to 2011. (See Employment chapter in Databook--Appendices for WIA boundaries).

Even though **health care and social assistance sector had the highest share of total employment** and highest total annual wages in the city in 2011, the average annual wage (\$58,107) was not the highest for this industry. The top three industries with the highest average annual wages in the city in 2011 were management of companies and enterprises (\$118,187); finance and insurance (\$90,024); and professional, scientific, and technical services (\$89,416).

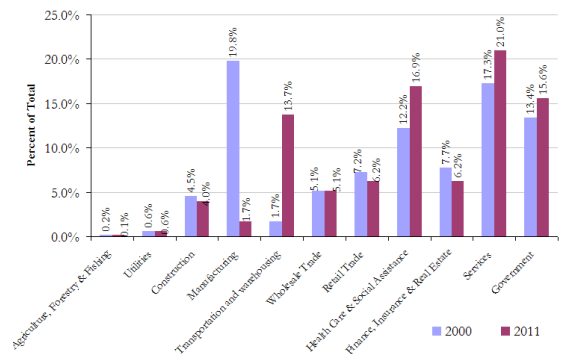
## Employee Commuting Patterns

New Haven had the second highest count of jobs (72,616) compared to peer cities like Hartford, Stamford, Norwalk and Danbury in 2010. Nearly **57 percent of people living in New Haven were employed outside New Haven** and nearly 77 percent of people employed in New Haven lived outside New Haven.

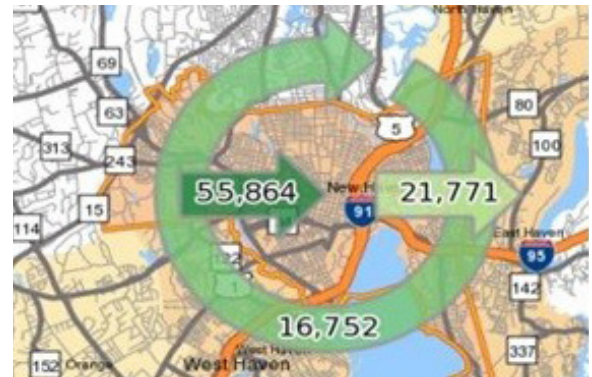
When compared to the neighboring towns in the region, **New Haven had the lowest percentage of population commuting to a different town to work** (nearly 45 percent) in 2010. The 12 percentage point gap between employment outside New Haven and commuting to work outside New Haven is likely due to workers who telecommute or commute infrequently. The majority of the people commuting for work to New Haven were from neighboring towns such as Hamden, North Haven, Branford, and East Haven. The majority of the people living in New Haven commuting outside of the city for work go to West Haven.

## State of the Workforce

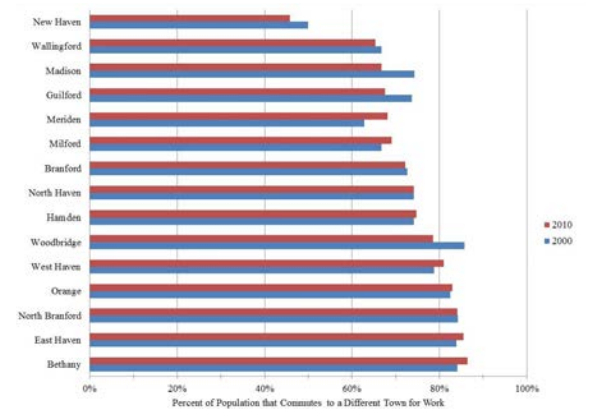
Research conducted by Workforce Alliance, Inc., in 2009 on the skills of workforce indicated that many **people with high school diplomas lacked the required analytical, reading, and math skills** to enter a community college. For example: 42 percent of students entering Gateway Community College needed developmental writing skills, 58 percent needed developmental reading skills, and 94 percent needed developmental math skills in 2008. These figures also exceed national averages.



Percent of Total Annual Wages for Key Industries in New Haven WIA, 2000 and 2011



Jobs inflow and outflow in 2010



Jobs inflow and outflow in 2010

Research conducted by Workforce Alliance, Inc., in 2009 on the skills of workforce indicated that many people with high school diplomas lacked the required analytical, reading, and math skills to enter a community college.



## Economic Development

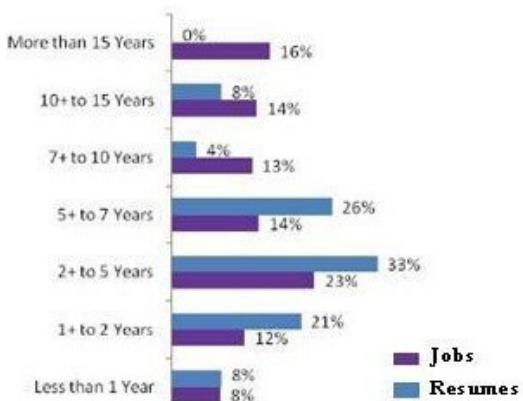
As of 2005, more than 7,000 disconnected young adults between the ages of 18 and 24, unemployed and not in school, lived in the South Central Connecticut region with the majority living in New Haven. In addition, out of the 43,000 children between 0 and 4 years of age more than 50 percent lived in the region's poorest communities.

They represent the largest share of workforce entrants for the next decade. (State of the Workforce Report, 2005)

The lack of literacy skills has also been a barrier to ex-offenders finding jobs, accessing training, and staying out of prison in future. Although 92 percent of prisons offer education programs, only 30 percent of inmates take part in it.

A presentation made by Workforce Alliance in 2012 shows that there is a mismatch between labor supply and labor demand within the city. New Haven has a **large supply of students (16 percent of resumes) and entry-level candidates (18 percent of resumes)**, whereas mid-career roles are more in demand (71 percent of postings). The city had the lowest percentage of job seekers with a bachelor's degree or higher (39 percent of resumes), but the highest percentage of employers seeking candidates with a bachelor's degree or higher (70 percent of postings). **Only 30 percent of candidates in the city had 10 years or more of experience**, compared to 42 percent in the larger SCRCOG region.

In an October, 2011 presentation at Governor Malloy's Jobs Summit, McKinsey & Company reported that, "the U.S. workforce will continue to grow until 2020 but under current trends workers will not have the right skills for the available jobs...progress on four dimensions is essential: develop the U.S. workforce's skills, expand U.S. workers' global share, spark emerging industries and speed up regulatory decision-making." Based on these trends, it is evident that enabling the workforce of the city to become competitive in the job market is a top priority for the overall economic growth and development of the city.



Source: Workforce Alliance, 2012  
Jobs inflow and outflow in 2010

### Industrial Land Use Patterns

As manufacturing employment has dropped with the city over the past 40 years, former manufacturing buildings in the Long Wharf area have increasingly become the focus for large-scale retail, educational, and health services uses, such as IKEA and the future Jordan's Furniture at opposite ends of Sargent Drive. Other former industrial buildings have been re-purposed for residential use, such as Brewery Square. However, many under-utilized industrial buildings and sites have been demolished or recycled for lower intensity uses, such as warehouses, transportation, and waste processing facilities. This is particularly true in the **Mill River District** and the **port area**. The City recently adopted a Mill River District Plan (2014) for the revitalization of Mill River industrial area.



View of the historic English Station site located in Mill River industrial area.

# Economic Development



Port of New Haven

Of the nearly 10,100 acres of total land in New Haven, just over 1,100 (nearly 12 percent) are classed industrial. Approximately 85 percent of all industrial space is located in just six neighborhoods, all located east of Downtown. Port-related uses, primarily petroleum processing, storage and distribution, and scrap/waste material storage, account for over 25 percent of all industrial-class property but a much smaller share of industrial employment or economic activity. The map on the following page indicates noteworthy vacancies in the industrial sector.

## Commercial Sector

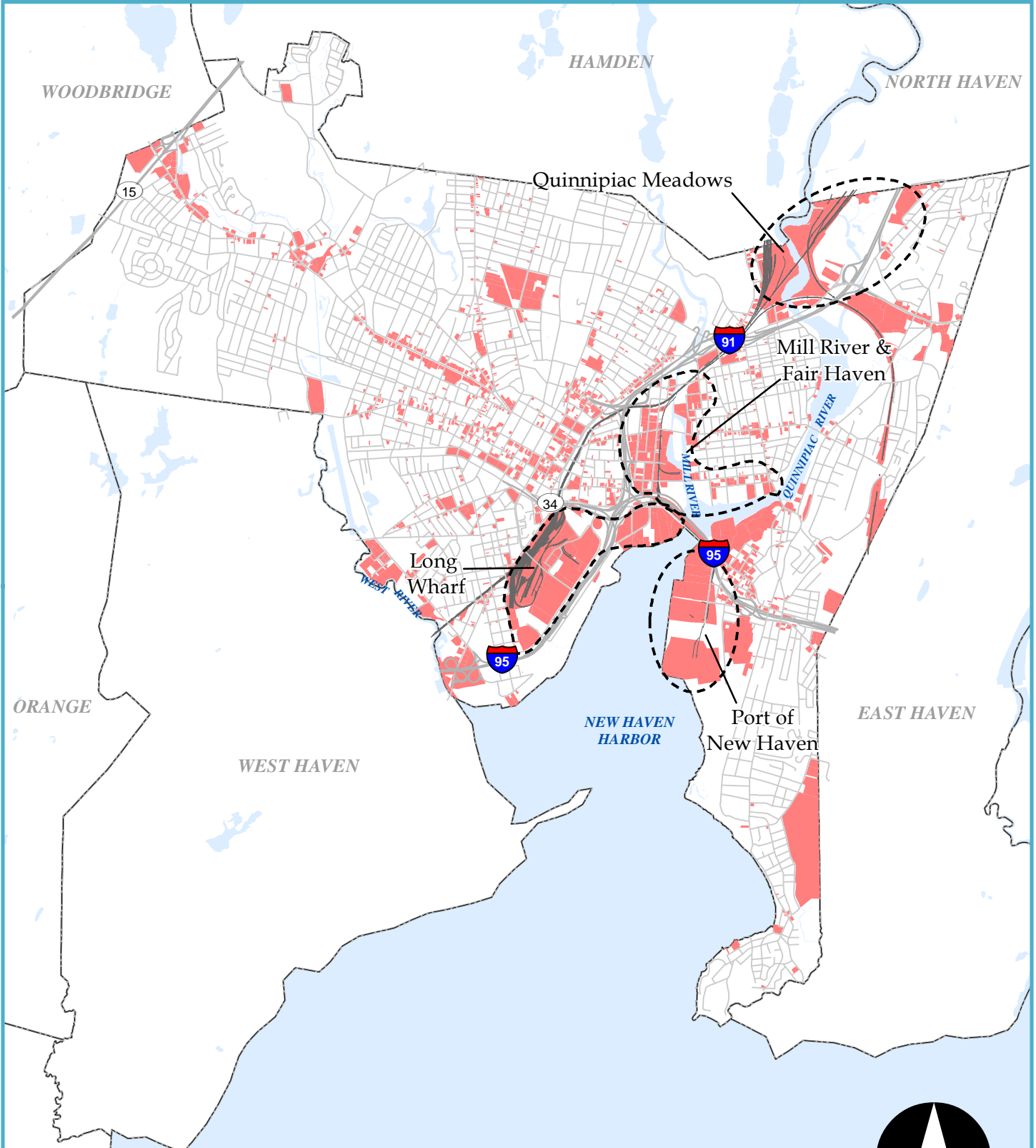
Commercial class property, including office space in Downtown and throughout the city, represents 15 percent of all assessed land in New Haven. The demand for office space correlates with the trends in economic activity and employment. In comparison to the state's other large office markets, New Haven is remarkably stable. In 2013, the vacancy rate (Class A and Class B space) in the greater New Haven office market hovered around 15 percent, which was significantly lower than the vacancy rates in Hartford and Fairfield Counties.

Particularly in the downtown core, the low vacancy rate is due to a comparatively small inventory of general market office space, the absence of strong competition from surrounding suburban office centers, and the withdrawal from this inventory of **several recent office to residential conversions**, such as 227 Church Street (now the Eli Apartments), 205 Church Street (the former Union Trust/Connecticut Trust building) and the former office space at 900 Chapel Street, which is currently marketed as Residences on the Green. Yale University and other non-profit uses play a significant role in the commercial office market.



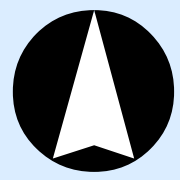
The site of the former Chapel Square Mall at 900 Chapel Street has been converted to a residential and retail mixed-use development over the past decade.

# NEW HAVEN VISION 2025 COMMERCIAL/INDUSTRIAL CONCENTRATIONS



--- Areas of Significant Vacancy/Underused Areas  
■ Commercial and/or Industrial Land Use Concentrations

0 5,000  
Feet



# Economic Development



## Retail Sector

While the development of new downtown retail destinations is limited, in certain cases, there is an opportunity for contextual infill development of new or expanded retail centers. This is particularly the case along existing mixed-use **neighborhood commercial corridors**, such as Dixwell Avenue, Grand Avenue, State Street, and Whalley Avenue. In other areas, more specialized, neighborhood-oriented retail is appropriate. Retail opportunities in Downtown are also addressed in Housing and Neighborhood Planning chapter under Downtown sub-section.

The three busiest shopping districts in Downtown New Haven are the Audubon/Whitney District, Broadway Shopping District, and Chapel Historic District. Over the past decade, Downtown retail options increased with the opening of several new stores, especially at the Broadway Shopping District, such as Urban Outfitters (43 Broadway), J Crew (29 Broadway), Origins (11 Broadway), American Apparel (51 Broadway), GANT Clothing, (268 York St) and an Apple Store (65 Broadway). In addition, two new supermarkets were opened in and near Downtown: Elm City Market at 360 State Street in Downtown and Stop and Shop in Dwight neighborhood (150 Whalley Avenue).

## Neighborhood Commercial Districts

As a city built around the fabric of its neighborhoods, the city's **smaller commercial districts are an integral component of the quality of life in New Haven**. In general, the small number of large retail and so-called power centers has helped to **preserve the identity of the smaller commercial districts**. Although the business mix continues to evolve, much of the original architectural character and the district layouts has been retained. These pedestrian-oriented storefronts and commercial buildings are located in most neighborhoods. Smaller markets, non-durable goods, and other convenience stores are often within walking distance of a residential population.

Still, **the neighborhood commercial districts are among the most at-risk sections of the city**. There are price pressures from larger chain stores and suburban strips as well as internal pressure within the district. The internal pressures relate to the intrusion of nuisance uses, the lack of off-street parking, lack of common hours, and incompatible urban design (particularly signage).

Neighborhood businesses could be re-connected to economic opportunities by revitalizing neighborhood commercial corridors throughout the city.



Existing view of Dixwell Plaza shopping center in Dixwell neighborhood.

The city's Buy Local initiative aims to strengthen New Haven's small and minority-owned businesses by gaining them access to large-scale vendor opportunities with the City, Yale University, and YNHH.

City Economic Development staff have recently completed (June 2014) an assessment of targeted neighborhood commercial districts and began implementation of a "Main Streets" approach, partnering with residents and local business owners to promote economic revitalization.



## Economic Development

Certain uses, if not properly operated can have a deleterious effect on the district and the surrounding neighborhood. These include convenience stores, package stores, automotive-related uses, taverns, and adult uses. Although most of these uses require special review by the City Plan Commission or the Board of Zoning Appeals, enforcement of conditions remains a priority concern. Of note, grandfathered uses do not typically require periodic review, often leading to lower levels of property stewardship. Over time, the success of the neighborhood business districts depends on the mix of uses—properly operated—in order to generate sufficient customer traffic.

**Urban design** issues relate to the compatibility of new construction and renovations to the existing and prevailing building form. New buildings are too often pre-designed structures more suitable to suburban locations. Similarly, renovated façades often fail to respect the inherent architectural qualities of the building mainly through inappropriate signage. Likewise, site planning must account for the urban environment, including provisions for shared parking.

### Arts, Cultural, and Entertainment Facilities

New Haven welcomes over 1.3 million visitors each year who enjoy the largest university art collection in the world (Yale University Gallery), the largest collection of British Art outside the United Kingdom (Yale Center for British Art), and an always dynamic theater, dance, visual and gallery scene. The city is a **host to 442 creative businesses and organizations** including professional schools, performing arts groups, museums, and publications—all components of sheltering organizations such as Yale University (Yale museums, the Lyman Center for Performing Arts, the Educational Center for the Arts, etc). Together, these businesses, museums, and creative organizations constitute 15 percent of New Haven’s 2,939 businesses. Nearly 7.5 percent of all New Haven’s workers (more than 5,600) work in these cultural core businesses.

Performance groups, architectural firms, graphic and web design firms, bookstores, galleries/exhibition spaces, media publications, photography, colleges/universities, and libraries are the top ten components of New Haven’s cultural core. Exact employment figures were unavailable for these businesses. However, the range of business size by number of employees was available for key businesses listed within Bureau of Labor Statistics web page.



Existing view of Wooster Street (Little Italy) in Wooster Square neighborhood, home to many historic homes with distinct architectural features.

New Haven has the largest concentration of arts and entertainment organizations within the region providing a unique identity to the city. These arts organizations attract visitors not just locally but from all across the globe. This programming plays a vital role in fostering economic development in the city as well as enhancing quality of life for city residents.

## Economic Development



These data indicate that the majority of creative businesses within New Haven’s cultural core are small, with nearly 70 percent having fewer than 10 employees

New Haven **hosts more than twenty summer festivals** including the hugely successful New Haven Jazz Festival and the International Festival of Arts and Ideas. The city and its immediate suburbs are home to six colleges and universities that provide a significant base of resources and institutional support for the arts. These cultural assets have the ability to draw from a wide geographic area and contribute to New Haven’s economy in a significant way.

These art and entertainment events have a huge economic impact on the city and the region. In June 2012, New Haven’s International Festival of Arts & Ideas events alone attracted 143,637 people to New Haven for an arts-related event, an increase of 28 percent from the 2011 festival (Source: Hartford Courant, 2012). The total economic impact was \$25,114,478, an approximately 28 percent increase from the previous year. Among those who attended this festival, New Haven-area residents accounted for 51 percent; other areas of the state constituted another 34 percent; and 15 percent came from out of state, with the largest numbers from Massachusetts, New York, Pennsylvania, and California.

The arts are complemented by a full array of sports including the New Haven Open Tennis Tournament, held in the 13,000 seat Connecticut Tennis Center; college sports hosted by Yale and Southern Connecticut State Universities; and the Floyd Little Athletic Center on Sherman Parkway owned by New Haven Public Schools. Additionally, the many colleges and universities in New Haven provide sporting facilities and events, including regional events.

Several municipal initiatives help ensure the preservation and growth of art and artists within the city. These include Project Storefronts, Mayor’s Community Art Program, Percent for Art program, and Winchester Revitalization Art Project (WRAP) as discussed within Chapter IX of the Databook—Appendices.



New Haven’s International Festival of Arts and Ideas held annually in June is a major regional draw for visitors.



### B. PLANNING CONSIDERATIONS

- ❖ The expansion of the economic base across diverse sectors provides a solid foundation for business development. Basic industries, including advanced manufacturing, education, and health care, will attract compatible businesses and institutions to the city. Clustering activities are consistent with recent City policy and are well-suited to the business climate in New Haven.
- ❖ The lack of easily developable property will impair new business development. Brownfields, parking and access issues, and physical deterioration all complicate economic development efforts.
- ❖ Similarly, the inappropriate conversion of industrial property to lower intensity or non-economic use will have a long-term, deleterious effect on the city's economic base. Areas most at-risk for conversions include the Long Wharf food terminal, Mill River, the upper State Street area, and the lands in and around the port terminals.
- ❖ Transportation and access remain central issues for New Haven. Various highway projects, if not adequately managed, staged, and phased, will encourage businesses to seek suburban and even exurban locations.
- ❖ The Port of New Haven is an integral component to the regional economy, providing access to energy, raw materials, and international markets. The port's direct economic impact, however, is limited. Therefore, the spatial needs of the port must be accommodated in an efficient manner without absorbing additional land that may be suitable for more intense (basic industries, jobs, taxes, etc.) economic development.
- ❖ At the same time, port traffic can spur indirect economic development through value-added manufacturing and warehouse functions.
- ❖ Although the demographic changes within the city are increasing demand for retail services, there is limited land available for suburban-oriented developments. However, contextual infill retail opportunities do exist. In particular, redevelopment of the Dixwell Plaza and certain sections of Whalley Avenue are top candidates for additional retail activity within an urban setting.

## Economic Development



- ❖ The city's neighborhood commercial districts, including Grand Avenue, Westville Center, and State Street, are unique assets that must be stewarded from incompatible suburban-oriented redevelopment. Design review and targeted business development are prime issues for these districts.
- ❖ Community survey responses and data findings indicate that connecting residents to local jobs, enhancing the skills of local workforce to meet the requirements of current and potential employers, and encouraging and sustaining local entrepreneurs are key economic development priorities for the next decade.

### C. GUIDING PRINCIPLES FOR RECOMMENDATIONS

- ❖ Promote sustainable and balanced economic growth.
- ❖ Continue to promote business retention and attraction.
- ❖ Support start-up and small businesses.
- ❖ Enhance the skills of local workforce.
- ❖ Promote revitalization of all of the existing business corridors in the city.
- ❖ Support private sector efforts to maintain positive trends of reduction in vacancy rates within Downtown commercial and office space.
- ❖ Promote the redevelopment of industrial areas of the city.
- ❖ Remediate brownfields and where appropriate, propose interim uses for such sites.
- ❖ Continue improvements to infrastructure to promote economic development, such as roadway enhancements, coastal resiliency planning, and information technology implementation.
- ❖ Reinforce the city's position as a world-class destination for arts, cultural, and entertainment events.
- ❖ Continue to raise awareness on economic development and workforce development initiatives in the city.
- ❖ Continue efforts to integrate the economic development of Downtown with complementary development initiatives in the Medical Center and Long Wharf areas.
- ❖ Enhance New Haven's economic competitiveness within the region.



### D. RECOMMENDATIONS

#### Balanced Economic Growth

- ❖ Coordinate economic development efforts with land use, housing, transportation, and environmental planning and implementation efforts since a healthy economy is only possible when the neighborhoods are revitalized; when there is an improvement in the overall quality of life; and when jobs are easily accessible to people of all ages, incomes, and abilities.
- ❖ Promote an all-inclusive economy within the city by encouraging neighborhood-based economic development initiatives that take into account a neighborhood's assets and opportunities and by supporting equitable distribution of resources.
- ❖ Continue to strengthen the Downtown core by promoting mixed-income, transit-oriented "work force" housing developments that help increase economic activity beyond the traditional business hours, promote vibrancy, and attract potential employers to relocate to the city.
- ❖ Support efforts to increase the concentration of other "basic" industries such as business and financial/professional services (including auditing, accounting, tax filing, credit reporting, architecture, investment companies, etc) and manufacturing and advanced materials production that bring revenues from outside the city and further enhance and diversify the local economy.
- ❖ Ensure that zoning of land for commercial and industrial purposes is adequate to meet the current and future employment needs of the residents. As a first step, maintain an accurate database of all commercial/industrial properties in the city. Pursue Zoning Ordinance amendments based on the mixed-use commercial and industrial land use classifications proposed within the future land use map of this document.

## Economic Development



- ❖ Continue to enhance the skill set of New Haven’s workforce, especially in low-income neighborhoods where the majority of the future workforce is located (based on Databook results) and **connect them to local job opportunities**. Specifically, focus on preparing them for a technology-based economy predominant in the 21<sup>st</sup> century. Also, **prepare them for jobs in bio-medical and life sciences industry** that continues to dominate New Haven city and the region.
- ❖ Continue to work toward enhancing New Haven’s economic competitiveness and strengthening its positioning as a regional growth center by investing in transit and bike/ped improvements and managing traffic and parking demand effectively.
- ❖ Continue to work with the Greater New Haven Chamber of Commerce and Regional Economic Development Agency (REX) in coordinating, planning, and implementing regional economic activities with a special focus on attracting more living wage jobs to the region.

In January 2012, the New Haven Board of Aldermen created “New Haven Works,” a jobs pipeline to connect local workforce to jobs through partnerships with local institutions. As of 2014, 323 members were hired or placed, 674 members became ready to hire, 1,526 residents became members, and 2,319 residents attended orientation. (New Haven Works Annual Report, 2014)

New Haven’s economy is primarily based on “Eds and Meds” due to the presence of Yale University and Yale-New Haven Hospital, which are the (top two) major employers in the city.

### Business Attraction and Retention

#### *Attraction:*

- ❖ Continue to maintain and increase economic activity and vibrancy in Downtown New Haven—the commercial core of the city and a destination for unique shopping, restaurants, and entertainment and professional/government services. The Commission recommends the continuance of these efforts, as well as, encourages investment in a fixed route, more frequent, and visible local commuting option that links Downtown to the neighborhood-based commercial districts to further enhance economic activity and vitality.
- ❖ Reduce vacancies in Downtown New Haven through enhanced marketing and promotion of key sites; recommending upgrades to older buildings; and encouraging reuse of selective commercial buildings for mixed-use residential purposes with an active ground floor environment (such as pedestrian-oriented retail uses).



## Economic Development

The City of New Haven Façade Improvement Program helps to fight blight in New Haven neighborhoods and stimulate economic rehabilitation through programmatic matching grants that typically leverage \$1 of public façade money into \$12.85 in private investment.

The Mill River District was awarded a Community Development Block Grant Disaster Recovery Program(CDBG-DR) grant of \$192,000 in 2014 to plan coastal resiliency improvements within the district.

- ❖ Continue to encourage façade improvement of commercial/mixed-use properties in the city to eliminate blight and further stimulate economic growth through the city's **Façade Improvement Program**. Market this program more robustly so that more business owners can take advantage of this program.
- ❖ Continue to encourage the location of locally-owned destination businesses and restaurants that add to the uniqueness of the city.
- ❖ Promote beautification of the Port District and improve access and connectivity to the port area to further increase regional economic activity within the port.
- ❖ Implement the vision of Downtown Crossing (Route 34 East) project and the Hill to Downtown plan and develop Route 34 West (based on recently approved zone change and design guidelines manual) to create new economic opportunities within the city and also enhance the city's tax base.
- ❖ Implement the recommendations of the **Mill River District Plan**, including exploration of an Industrial Preservation Zone for the district, rezoning of the Grand Avenue corridor as a General Business (BA) or BA-1 throughout the district, exploration of context-based zoning for pre-existing industrial buildings and the waterfront area, and creation of a PDD for the Farnham Courts complex. The goal for this area is to preserve existing light industrial/ manufacturing sector in the city; encourage more pedestrian activity and visibility; and attract new investments.
- ❖ Continue to utilize economic development planning as a tool to prepare sites for the development of targeted industries. Develop a sound land use plan for the Long Wharf and Canal/Belle Dock area where opportunities exist for promoting large-scale, mixed-use commercial developments and enhancing waterfront access. The Commission recommends adaptive reuse of existing vacant buildings on Sargent Drive, to the extent possible.

## Economic Development



- ❖ **Improve land use and design standards** and marketing and coordinating efforts within the city's neighborhood-oriented commercial districts and transform them into Connecticut Main Streets by implementing the action steps outlined in 'Building a Neighborhood Commercial District Revitalization Program report' (Connecticut Main Street Center, May 2014). The commission recommends that more specific attention be given to the following areas: Dixwell Plaza, Grand Avenue, Westville Village, Whalley Avenue, Kimberly Square, and State Street, including Cedar Hill.
- ❖ Evaluate the City's approach to development review and permitting, and consider options to efficiently streamline the permitting process, wherever appropriate.
- ❖ Re-evaluate permitting process for temporary restaurants and other itinerant vendors (such as food trucks and mobile food vendors) to facilitate and encourage entrepreneurship.
- ❖ Improve the aesthetics and quality of developments on all development corridors of the city such as Church Street, Dixwell Avenue, Whalley Avenue, Kimberly Avenue, Route 34, Grand Avenue, and Middletown Avenue. Build on **Phase I of the Wayfinding Signage Program** and more local signage initiatives to create neighborhood gateways at these locations as Phase II.
- ❖ Develop plans for streetscape enhancements in the neighborhood business corridors.
- ❖ Pursue amendments to state grant programs, which would allow for acquisition and remediation of brownfield sites and allow for the use of condemnation in order to facilitate a public-purpose taking. For properties not acquired, landscape considerations should be further incorporated into the site plan review process, particularly through additional regulations concerning soil removal, blasting, and/or significant proposed grade changes.



Land use and design standards in mixed-use commercial districts should be improved through the incorporation of form-based elements and effective streetscaping, thus promoting compact, mixed-use, and pedestrian-oriented developments with appropriate scale and densities that enhance neighborhood identity and further increase economic activity in these areas.



The City in partnership with the Town Green Special Services District (TGSSD) is currently bidding on recommended designs for wayfinding signage within the Downtown (as part of Phase I), utilizing federal grant money to help visitors reach their destinations easily and further promote economic development. The installation of signs will be most likely complete by early 2016.



## Economic Development

The agri-business/agri-bioscience cluster is one of the emerging business clusters in the region (CEDS, 2013-2018). In New Haven, plans are underway to open a food processing incubator at the old Goffe Street Armory site to meet the growing demand for this type of facility.

A 2014 joint report by SCRCOG, the New Haven Chapter of the NAACP, and the Workforce Alliance highlights the difficulty that New Haven residents face in accessing suburban job opportunities due to limited public transportation services in the region. Some of the areas for further evaluation include transit routes serving areas outside downtown and schedule changes to better align with workforce needs.

Several efforts are already underway to attract and retain businesses such as: encouraging mixed-use developments including high-density, transit-oriented residential developments; promoting Arts and Ideas and other events within the green; coordinating with local restaurant owners in promoting New Haven restaurant week; implementing bike/ped and traffic calming infrastructure; and reducing parking requirements.

- ❖ Consider the possibility of promoting urban agriculture, such as community gardens, following appropriate clean up on some of the existing brownfield sites by working with DEEP and the United States Environmental Protection Agency (EPA) in addressing associated risks and implementing site cleanups accordingly. This would have a multitude of benefits besides promoting economic development such as mitigation of public health concerns, elimination of blight, improved neighborhood aesthetics, improved access to healthy food, and fostering of community building efforts.
- ❖ Continue to advocate for state investments and implement a regulatory environment at the City level to further expand economic opportunities within the **agri-business and bioscience cluster**.
- ❖ Continue to maintain and improve the inventory of targeted infill development sites and available vacant commercial/industrial spaces by area, land use and zoning, utilities available, lease terms, and taxes.
- ❖ Encourage **multi-modal transportation planning** within the city by promoting transportation infrastructure and traffic calming improvements and effective transportation demand management strategies. (Also see Transportation chapter recommendations).
- ❖ Develop a business-focused marketing campaign for the city using television and other local media as a means to publicize the recent growth trends and strategic assets of the city, particularly its unique concentration of arts, entertainment, cultural facilities, and restaurants.

### *Retention:*

#### Targeted Recruiting

- ❖ Continue to encourage economic development professionals, commercial brokers, and leaders in the community to engage in high-end target recruiting and retention efforts and thus **build a deeper economic base in the region**.
- ❖ Mentor and facilitate the entry of historically under-represented groups within local workforce (such as minorities, women, immigrants, etc.) by identifying deficiencies in each industry sector and through effective partnerships with local educational institutions and workforce development boards/professionals.

## Economic Development



- ❖ Continue to connect local jobs and workforce through job training and placement opportunities, as discussed earlier under Business Attraction.

### Small Business Assistance

- ❖ Continue to offer technical/financial assistance and counseling **services for small business owners** and start-up entrepreneurs within the city.
- ❖ Raise awareness on City-sponsored **small business/entrepreneur assistance programs** and networking opportunities through enhanced marketing efforts.
- ❖ Continue to maintain effective partnership with the Economic Development Corporation (EDC/REX) and other partners to solicit feedback from small businesses and organizations through e-mails, surveys, regular meetings, and networking events.
- ❖ Encourage neighborhood associations/organizations to organize annual business festivals to showcase local artists' talent and skills and further promote the local economy.

### Education and Training

- ❖ Support person-to-person outreach initiatives to encourage literacy, including English as a second language (ESL) and other forms of bilingual education and workforce training.
- ❖ Improve the retention of college graduates within the city by involving them in community-based voluntary activities while they are still in school. Engage them in community building efforts by encouraging entrepreneurship opportunities, encouraging their participation in the City's boards and commissions, and partnering with local businesses and organizations to offer paid or unpaid internships.
- ❖ Continue to support school reform efforts and the **New Haven Promise program** as options to encourage career opportunities for New Haven public school students and graduates.

The City recently (2015) launched a Small Business Service Center to help small, aspiring small businesses and entrepreneurs to develop and grow by providing capital and technical assistance.



The Grid in New Haven (95 Orange Street) is a co-working space that draws entrepreneurs from all over the state as part of State-sponsored innovation hub and connects high-potential companies and entrepreneurs in and around New Haven with resources to grow and succeed.

New Haven Promise is a phased scholarship and support program with the goals of cultivating an aspiration for a college education in New Haven public school students, building community and parental engagement, and growing economic development in the City of New Haven. More than 550 Promise scholars were funded in the city over the past four years.



## Economic Development

Advanced manufacturing companies produce highly specialized products, pay higher wages, and typically employ local workforce.

Connecticut’s Dream It! Do It! brings together a coalition of business and trade associations, educational institutions, economic development and workforce organizations, and manufacturers from throughout the state to focus on enhancing Connecticut’s manufacturing workforce and the industry.

The increasing costs of flood insurance coupled with loss of business during major storm events is making it difficult to retain existing coastal businesses or attract new businesses to vacant sites along the coast.

- ❖ Continue to partner with local educational institutions to encourage career pathways for local high school students and undergraduate students that promote practical learning experiences that can lead into industry recognized credit at the higher education level. To that end, maintain strong relationships with local educational institutions and businesses to better understand local industry needs and train local workforce accordingly.
- ❖ Encourage enhanced before/after school care programming and programming of other community-based facilities and provide vocational training opportunities for local youth to further promote community building and economic development.
- ❖ Continue to raise awareness among local workforce about career prospects in **advanced manufacturing sector** (manufacturing of medical devices, biotechnology, pharmaceutical, and aerospace products), which continues to be a strong component of regional economy.
- ❖ Continue to promote programs such as “**Connecticut’s Dream it! Do it!**” in local high schools and community colleges and advocate for additional state investments into this program to further expand employment opportunities in this sector including Southern Connecticut State University’s Bio Lab.
- ❖ Continue to capitalize on city’s image as an arts and entertainment destination by further enhancing employment opportunities within this industry cluster. To that end, partner with local educational institutions to offer targeted vocational training opportunities in key art clusters that indicate a promising future for the growth of local, as well as regional, economy.

### Coastal Area Development

- ❖ The Commission recommends participation in **FEMA’s Community Rating System (CRS) program** so that all property owners in coastal areas, including businesses, can avail a discounted rate on their flood insurance costs.
- ❖ Identify and seek new sources of funding to address and improve the resiliency of properties within the V and VE flood zones.

## Economic Development



- ❖ Encourage a diverse mix of retail, restaurant, and open space uses besides light industrial uses on the parcels located along the coast in Mill River and Fair Haven (River Street) as discussed within the Land Use chapter.

### Arts, Culture, and Tourism

- ❖ Develop a **comprehensive, city-wide web based mapping portal of all existing arts, culture, and tourism areas/facilities in New Haven** to increase visibility, facilitate further use, and guide the location of sites for future venues. Such type of portal could also include details of economic impacts of each facility, which is useful in seeking competitive grants as well as links to local art councils and commissions.
- ❖ Continue to encourage local artisans to apply for the Mayor's Community Arts Grant program to promote and celebrate cultural diversity in city neighborhoods.
- ❖ Continue to support the **temporary re-use of vacant and under-utilized building façades** to showcase art murals through the City's Project Storefronts program, thus improving the aesthetics in commercial areas.
- ❖ Integrate arts, culture, and history into Phase 2 of the city's wayfinding and gateway signage systems to enhance neighborhood identity and further attract visitors/retail customers to neighborhood commercial corridors.
- ❖ Partner with local private institutions, major employers, arts organizations, and other non-profit organizations to increase programming, marketing, and funding opportunities for arts and cultural events in New Haven and further stabilize New Haven's positioning as a regional, as well as, world-class destination for arts and entertainment.

A Smart Phone app has been achieved for historic New Haven Green, the oldest green in continuous use in America.  
([www.OTTOCAST.com](http://www.OTTOCAST.com))



This empty storefront at 55 Church Street was temporarily re-used as a free clothes store in 2011 through the Project Storefronts program.



## Economic Development

With a two percent residential vacancy rate (among the lowest in the United States) plus 2,000+ units of residential housing to be constructed in the immediate future, the City anticipates a robust growth in public art installations incorporating signature digital experiences



The historic Palace Theater was re-opened and re-branded as the College Street Music Hall in 2015. The former 3,500 seat golden era of beaux arts movie theater and performance hall is now a 2,650 adaptable seating venue for concerts with state-of-the-art sound and lighting systems.

- ❖ Continue to support and maintain existing cultural facilities, programs, and events and explore new opportunities for **integrating arts in future development projects within the city**. To that end, the vision for the next decade includes: re-imagining 45 Church Street (vacant 9 years) as a creative center for 21<sup>st</sup> Century informal science learning and innovation in downtown New Haven; re-imagining a signature Marcel Breuer building on Long Wharf (vacant 10+ years) as a Global Creative Consortium to bring world-renowned studio, digital, and decorative artists to New Haven to enjoy a fellowship for a year; and pursuing a vacant property on Chapel Street as a premiere continuing education center for “Baby Boomers” in a new signature building.
- ❖ Continue to work with New Haven Arts Council, New Haven Historic Preservation Trust, Greater New Haven Chamber of Commerce, and other related organizations to organize historic/cultural tours to enhance visitor experience and further **increase awareness of local arts, culture, history, and architecture**.
- ❖ Continue to encourage increased collaboration among local artists, designers, and product engineers to leverage artistic talent to attract and grow product-based design businesses.
- ❖ Engage local artists as key stakeholders in community-based planning efforts so as to further support the development of art spaces and better understand the housing/working needs of local artists and promote the creation of such spaces accordingly; also explore the possibility of promoting arts, culture, and entertainment-type uses as interim uses on some of the existing under-utilized/abandoned industrial sites.
- ❖ Encourage the integration of artists in the design and redevelopment of the city’s waterfront along Mill River, Long Wharf, and Canal/Belle Dock areas to promote a working waterfront and further increase the city’s tourism activity.

## Economic Development



- ❖ Advocate for increased funding at the state level for arts, culture, and tourism within New Haven and **create innovative recurring funding sources** within the city. To that end, encourage naming of buildings for philanthropists with “reserves” for the general enjoyment of the arts and create novel social media platforms for funding events together with an exploration of on-line sponsorship to help generate funding for non-profit arts and humanities operating budgets.
- ❖ Partner with the state and region to regionalize arts programming whenever/wherever possible to achieve a new brand: THE PLACE TO BE! To that end, explore opportunities to pursue conventions and visits to the region’s major culturally significant cities such as Newport, Rhode Island, Hartford, and New Haven.
- ❖ Explore the feasibility of encouraging passenger-related maritime activity at the core port area (deep-water access is available at various sites east of the Maritime Center and at Canal Dock) and east of the Tomlinson Bridge. These locations are ideal for passenger-related maritime activities, such as cruise ship docking and passenger ferries.
- ❖ Enhance tourism dollars and visitor revenues by encouraging opportunities for **water-dependent recreation at the city’s waterfront** by Long Wharf/Canal Dock area. Integrate art, architecture, and history within such waterfront recreational developments to promote New Haven’s identity as the arts capital for the region.
- ❖ Explore the feasibility of deploying “driverless” vans up and down Chapel and Church Streets with pre-recorded tours and historic commentary using technology.

### Sustainability

- ❖ Continue to enhance the growth of arts, culture, and tourism industry within New Haven to achieve a sustainable economy.
- ❖ Encourage local businesses and industries to **conserve energy** by making energy efficient structural as well as process-based improvements.
- ❖ Enable urban farm siting locations and support commercial food production and processing in accordance with the vision set forth in the *Mill River District Plan* to promote food independence within the city.

With ever reduced levels of funding by the State of Connecticut, the National Endowment for the Arts, and National Endowment for the Humanities, it is a priority of the Department to create recurring funding sources now being explored by the City. The City envisions to be a leader in promoting shared programming to reduce overhead costs for hosting events.



The City is developing a public waterfront recreation center on New Haven Harbor incorporating historic architectural elements removed from the Yale Adee Boathouse prior to its demolition and reusing them in new interpretive displays and exhibits. This project will provide a venue for water-dependent recreation and education, public access to the water for boating and viewing, and indoor and outdoor spaces for community activities focused on the harbor.

With 22 LEED certified buildings, New Haven is a leader in energy conservation in the state and ranked second in New England.



## Economic Development

The lack of adequate technological advancements would impact the city's economic competitiveness, sustainability, as well as overall quality of life in the near future.

Studies indicate that green jobs enhance the local economy by rebuilding a strong middle class and providing pathways out of poverty for the low-income population. In addition to these economic and social impacts, they also help protect the natural environment (US Green Jobs Council).

- ❖ Support the **expansion of city-wide fiber optic network** to ensure that the entire city is well connected through wireless communication systems. Also, encourage private network providers to enhance the speed of existing broadband networks and foster partnerships among various providers to effectively manage public/private Internet traffic and security. The Commission further recommends that careful consideration should be given to the design and location of any new wireless communication facilities within the city so that they do not adversely impact a community's character.
- ❖ Promote commercial recycling programs and encourage all new/existing businesses to promote waste reduction through recycling. Perhaps, the city could consider requesting all potential commercial developers (applicants) to include a waste reduction plan during official site plan review process.
- ❖ Explore the feasibility of sharing and re-using industrial waste within the city's light industrial areas.
- ❖ Develop and require mandatory recycling practices at all local cultural/art events and enforce these requirements effectively through the allocation of additional resources.
- ❖ Continue to encourage the **growth of green jobs** within the city to ensure a sustainable future. The Commission recommends the promotion of green jobs training opportunities to other industries besides the construction industry. The City should set a definite target for increasing the number of green jobs in the city over the next decade, identify partners and new sources of funding, and acknowledge the achievements of employers who meet or exceed a threshold number of green jobs based on the organization size.



## Build...

### E. SUMMARY OF RECOMMENDATIONS

- ❖ ...an all-inclusive economy by encouraging neighborhood-based economic development initiatives that considers a neighborhood's assets and opportunities and by supporting equitable distribution of resources.
- ❖ ...a stronger Downtown core by promoting mixed-income, transit-oriented workforce housing developments that help increase economic activity beyond the traditional business hours, promote vibrancy, and attract potential employers to relocate to the city.
- ❖ ...a fixed route, more frequent, and visible local commuting option that links Downtown to the neighborhood-based commercial districts to further enhance economic activity and vitality.
- ❖ ...the tax base of the city and also create new economic opportunities by implementing the vision of *Hill-to-Downtown Community Plan*, *Mill River District Plan*, and Downtown Crossing (Phase IV) and redeveloping Route 34 West based on the recently approved zone change and design guidelines manual (January 2015) for this area.
- ❖ ...a business-focused marketing campaign for the city using television and other local media to publicize recent growth trends and strategic assets for the city, particularly its unique concentration of arts, entertainment, cultural facilities, and restaurants.
- ❖ ...a comprehensive, city-wide, web based mapping portal of all existing arts, culture, and tourism areas/facilities in New Haven to increase visibility, facilitate further use, and guide the location of sites for future venues.
- ❖ ...large-scale, mixed-use commercial developments in Long Wharf and enhance waterfront access and connectivity through the development of a sound land use plan for this area.
- ❖ ...city-wide fiber optic network to ensure that the entire city is well connected through wireless communication systems.



### Connect...

- ❖ ...local workforce to local jobs by enhancing their skills through partnerships with workforce boards and educational institutions and preparing them for a technology-based economy predominant in the 21<sup>st</sup> century. Promote training opportunities in advanced manufacturing, life sciences, and arts clusters, which are proven to be the strengths of the New Haven economy.
- ❖ ...historically under-represented groups within the local workforce to local jobs by identifying deficiencies in each industry sector and promoting training and placement opportunities (through New Haven Works) accordingly.
- ❖ ...residents/employees to City-sponsored small business/entrepreneur assistance programs and networking opportunities through enhanced marketing efforts.
- ❖ ...local college students to community-based voluntary activities while they are still in school and encourage their participation in the City's boards and commissions. Encourage entrepreneurial opportunities to improve the retention of college graduates within the city.

### Preserve...

- ❖ ...the quality of the natural environment by encouraging local businesses and industries to make energy efficient structural, as well as, process-based improvements.
- ❖ ...the quality of the natural environment by exploring the feasibility of sharing and re-using industrial waste within the city's light industrial areas.
- ❖ ...the quality of the natural environment by developing and requiring mandatory recycling practices at all local cultural/art events and through proper enforcement of these practices.

### Adapt...

- ❖ ... to sea level rise and other coastal/inland flooding events by identifying and seeking new sources of funding to address and improve the resiliency of properties in V and VE flood zones.
- ❖ ...to sea level rise and other coastal/inland flooding events by participating in FEMA's Community Rating System so that all property owners in coastal areas, including businesses, can avail a discounted rate on their flood insurance costs.

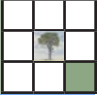


# Grow...

- ❖ ...neighborhood-based commercial corridors into Connecticut's Main Streets by improving land use and design standards, and marketing and coordinating efforts as outlined within CT Main Street's 'Building a Neighborhood Commercial District Revitalization Program Report' (May 2014).
- ❖ ...awareness among local workforce about career prospects in advanced manufacturing sector (manufacturing of medical devices, biotechnology, pharmaceutical, and aerospace products) which continues to be a strong component of regional economy.
- ❖ ...the city's image as an arts and entertainment destination by further enhancing employment opportunities within this sector through targeted vocational training; by regionalizing arts programming, where feasible; and by re-imagining a signature Marcel Breuer building on Long Wharf (vacant 10+ years) as a global creative consortium.
- ❖ ...tourism opportunities within the city by deploying "driverless" vans with pre-recorded tours and historic commentary up and down Chapel and Church Streets.
- ❖ ... regional economic activity within the city's Port district by improving access and connectivity to the Port area.
- ❖ ...locally-owned destination businesses and restaurants that add to the uniqueness of the city by continuing to offer small business training and technical/financial assistance to small business owners and start-up entrepreneurs.
- ❖ ...career pathways for local high school students and enhance before/after school care programming of community-based facilities to further promote community building and economic development.
- ❖ ...jobs in agri-business/bioscience cluster, which is one of the emerging business clusters within the region, by opening a food processing incubator at the Goffe Street Armory site and by enabling urban farm siting locations through local land use regulations.
- ❖ ...green jobs within other industries besides the construction industry to ensure a sustainable economy.
- ❖ ...informal science learning and innovation in Downtown New Haven by re-imagining long vacant 45 Church Street property as a creative center.



*This page intentionally left blank.*



## CHAPTER VII: ENVIRONMENT

### A. OVERVIEW

New Haven is located at the confluence of the Mill and Quinnipiac Rivers as they drain into a long and protected harbor at Long Island Sound. The shoreline and tidal wetland areas gradually give way to uplands accented by dramatic trap rock ridge formations at **East Rock** and West Rock.

The environmental health of New Haven is addressed relative to air quality, water quality, and landscape conditions. The recommendations that follow are anchored first in ecological sustainability with ancillary benefits to the region's quality of life and to policies, as well as, regional planning initiatives.

#### **Air Quality**

According to CT DEEP, air quality in Connecticut has improved in recent years. The 2010 annual report on air quality for the New England region published by DEEP states that concentrations for most of the other criteria pollutants (nitrogen dioxide [NO<sub>2</sub>], carbon monoxide [CO], and **particulate matter [PM]**) measured at monitoring sites throughout New England either declined or remained at historically low levels. A variety of DEEP

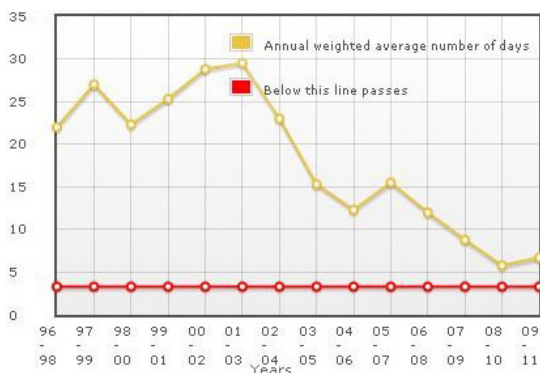


View of Mill River and East Rock

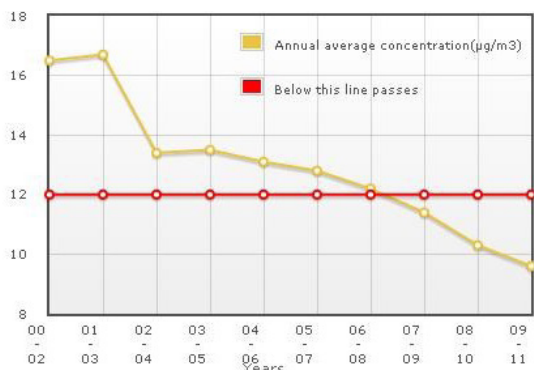
Particulate matter and ground level ozone have been linked to numerous health effects, primarily associated with the aggravation of asthma. With asthma rates of nearly 25 percent among school-age children and susceptible elderly populations living in areas of compromised air quality, the issue is one that must be addressed at the local level.



Non-attainment areas are areas that have poorer air quality than National Ambient Air Quality standards.



Source: American Lung Association, 2013  
**Ozone pollution in New Haven County, 2000-2011**



Source: American Lung Association, 2013  
**Particle Pollution in New Haven County, 2000-2011**

Many scientists across the globe believe that these greenhouse gas emissions are responsible for causing extremities in climate conditions that were observed in recent years, such as increased severity of cyclones, decreased rainfall, increased incidence of drought, sea level rise, and a general increase in extreme temperatures.

and EPA regulations have assisted in improving air quality. Of note, unleaded gasoline and vehicle emissions standards have contributed significantly to the change.

Among the key air pollutants, the state as a whole remains in **non-attainment status** for ozone. **Ozone pollution** is usually caused from gases that come out of tailpipes, smokestacks, and many other sources. Children and teens; adults 65 years of age and older; people with existing lung diseases, chronic pulmonary, and cardiovascular diseases; and people who work or exercise outdoors are generally affected by ozone pollution causing respiratory and breathing problems.

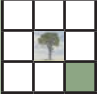
New Haven also is **non-attainment for particulate matter**. Particulates, both PM 10 and PM 2.5, encompass a number of airborne substances that originate from mobile and stationary locations. These may aggravate respiratory function and affect children with asthma.

## Energy Efficiency

In addition to monitoring the key air pollutants, the City of New Haven has also been monitoring **greenhouse gas (GHG) emissions**, which contribute to global warming, and hazardous air toxics, which pose a variety of environmental health issues. The 2001 air toxics inventory found that the New Haven community emitted 16.4 tons of GHGs per capita, similar to other medium-sized cities, but well ahead of state and national averages. By 2009, these emissions per capita reduced to 12.2 tons, nearly a 25 percent decrease since 2001. An analysis of emissions by sector indicates that the majority of these emissions were from commercial and residential sector properties in New Haven in 2009, whereas the majority of GHG emissions in Connecticut were from the transportation sector when monitored in 2007 (2009 data unavailable) as shown in the Databook. The GHG emissions for the industrial sector increased by nearly 5 percent from 1999 to 2009, whereas they decreased considerably for all other sectors.

The GHG emissions from businesses and homes primarily come from fossil fuels burned for heat, the use of certain products that contain greenhouse gases, and the handling of waste. For the transportation sector, they primarily come from burning fossil fuel for automotive uses such as petrol and diesel. For the industrial sector, they primarily come from certain types of chemical reactions necessary to produce goods from raw materials.

## Environment



Deregulation of the electric industry presents an environmental and economic challenge to the city and its residents. From an environmental perspective, the reliance on traditional power sources contributes to climate change and continues to compromise air quality. Viable domestic and renewable sources are necessary to offset potential shortages and rising costs associated with a competitive marketplace and the nation's increasing dependence on imported oil.

The City and the community have taken several steps to improve energy efficiency, largely based on demand-side management, fixture retrofits, and peak saving programs. The City of New Haven's energy management program, which includes all of the aforementioned elements, has realized over \$13 million in cost savings.

The energy consumed in New Haven consists of: electricity, transportation fuels, and fuels used for heating and hot water such as natural gas and heating oil. In all three categories, patterns of energy use in the city changed in the past ten years.

Electricity use in the city totaled 1000 gigawatt-hours (Gwh) in 2010, which is about 4 percent more than was consumed in 1999. Municipal operations represented approximately 5 percent of this total. There has been a decrease of approximately 14 percent in GHG emissions and energy use in the transportation sector.

The amount of energy consumed in the form of natural gas and liquid fuels (primarily heating oil, heavy fuel oil, and liquid petroleum gas) increased by roughly 3 percent from 1999 to 2009. However, during this time, the fuel mix shifted significantly from dirtier liquid fuels—which dropped by almost half—to cleaner burning natural gas. As a result, emissions from burning these fuels dropped significantly despite the overall slight rise in consumption.

Several accomplishments were made over the past decade in ensuring a sustainable environment within the city, some of which are listed below:

- ❖ **5 new fuel cell installations** that make the New Haven a leader in renewable energy adoption in the state.
- ❖ New Haven was the first municipality in Connecticut to sign up for the statewide "20 percent by 2010" campaign on sustainable energy—a commitment to generate 20 percent of energy from renewable sources.



The state's largest photovoltaic array panel (3,920 panels) with a 140.8 kW system was installed on the IKEA store at Sargent Drive in 2012.



Phoenix Press on James Street installed a 100 kW wind turbine to provide a third of its electricity needs in 2010.



360 State street mixed-use building is the first building in the city to obtain LEED platinum status with a 400 kW fuel cell on site to produce clean, renewable power and a rooftop garden.

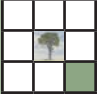
- ❖ The city was the first in Northeast to purchase B50 bio-diesel for its municipal fleet in 2007.
- ❖ New Haven is the leader in the CTCleanEnergyOptions program, which allows residents to sign up for clean electricity through their local utility.
- ❖ New Haven is host to **Connecticut's first and largest commercial wind turbine**, which was installed at Phoenix Press, a family run business, to offset a third of electric needs for the printing plant.
- ❖ In 2005 the City of New Haven became the fourth city in the United States, and the only one on the East Coast, to pass an ordinance allowing free metered parking for hybrid and alternative fuel vehicle cars.
- ❖ The City created its own High Performance School Energy Standards for its 1995-launched City-wide School Construction Program, which maximizes energy efficiency and community involvement. After the development of Leadership in Energy and Environmental Design (LEED) and the expanded use of ENERGY STAR, the City incorporated both standards into its existing framework.
- ❖ Environmental boasts a 196 panel, 72.4 kilowatt (kW) solar array agreement with PSEG regarding the 140 megawatt (mW) expansion of their existing New Haven Station Plant. Modifications to the existing plant and targeted air quality projects will ensure a net air quality benefit for New Haven's residents.

Moving forward, the city will require a continued commitment to sustainable environmental policy and a systematic approach to energy efficiency and development of renewable energy resources to further improve air quality and ensure a high quality environment.

### Water Quality

New Haven lies at the nexus of several bodies of water. To the west flows the West River, to the east, the Mill River and the Quinnipiac River. All three empty into New Haven Harbor, and eventually Long Island Sound. While much of the historic wetlands have been filled along the harbor and Mill River, extensive wetlands cover much of the Quinnipiac and remain an important part of the local environment. These waterways are not only valuable and potential resources for human use, but they are home to thousands of species of fish, birds, mammals, and invertebrates.

## Environment



As stewards of these resources, it is our responsibility to manage them responsibly, to improve them, and to maintain them for generations to come.

### *Water Quality in Long Island Sound*

The city has a long history of heavy industry and commercial traffic, and the waterways have been subjected to pollution. Much of this has settled at the bottom of rivers and the harbor, and over the years, the water quality of the rivers and the Sound has improved drastically. Between 1988 and 2008, chemical discharges into the Sound's watershed have decreased from 35.1 million pounds to 3 million pounds per year, a drop of 91.5 percent. Despite this improvement, the Sound is considered an "impaired body of water" under the Clean Water Act. The main water quality issues in the Sound are high bacterial levels, high nitrogen levels, and low oxygen levels (also known as hypoxia). Many lifeforms cannot tolerate hypoxic conditions, and hypoxic waters therefore become depleted of the fish and shellfish that are vital to a healthy ecosystem. At certain times of year, especially in August, as many as 190 square miles of the Sound can become hypoxic.

All of these problems are caused by the release of wastewater into the Sound (discussed in detail in the following section). High bacterial levels result from stormwater runoff and combined sewer overflows (CSOs). Wastewater, even when properly treated, can have high levels of nitrogen. Though not toxic itself, the nitrogen in wastewater causes ecological changes in the Sound that results in hypoxia. In order to manage these problems, the States of Connecticut and New York have formed the Long Island Sound Study, a research and management body that drafted a 15-year management plan to improve water quality in the Sound. The City of New Haven participates in this plan by working to reduce CSOs and nitrogen emissions into the Sound.

### *Drinking Water Quality*

New Haven's water needs are met by three main fresh water sources. More than 80 percent of tap water comes from lakes to the north, with the rest sourced from the Quinnipiac and Mill River aquifers in Cheshire and Hamden, and the Housatonic River aquifer in Derby and Seymour. New Haven has good drinking water quality. New Haven's water has low quantities of Safe Drinking Water Act-designated pollutants in most cases, and meets the standard safe levels of contaminants in drinking water. Watersheds are maintained by the South Central Connecticut



## Environment

Regional Water Authority (RWA) through direct ownership and conservation easements, which encompass over 26,000 acres throughout the New Haven area.

The majority of New Haven residents receive their tap water from RWA. The Regional Water Authority provides water to multiple municipalities in the Greater New Haven area, serving a total population of approximately 430,000, of which 124,000 are in New Haven. The per capita water usage adjusted to population count indicated that in 1987, per-capita water usage in Greater New Haven totaled 58,927 gallons whereas, in 2008, that figure was 42,805 gallons—a 27 percent decrease. Overall the trend shows that water use has had a significant—and statistically relevant—drop over the previous years. A number of factors underlie this downward trend in water use, the most important of which likely include a shift away from heavy industry and manufacturing in the New Haven area, economic trends, and the introduction of more efficient technologies in homes.

### Sewage and Stormwater

One of the most important issues for any city is the issue of wastewater, including sewage and stormwater. In New Haven, these two forms of wastewater are closely connected, and a major reason for our rivers and harbor areas failing to meet water quality standards. The dedicated stormwater system in New Haven is owned and operated by the City. During a rain or storm event, water running over man-made structures such as streets, gutters, and buildings picks up oils, fuel, and other chemicals that, untreated, have a negative impact on waterways. According to the EPA, stormwater runoff is responsible for approximately 70 percent of all water pollution in lakes, rivers, and creeks. Effective stormwater management requires working with the natural environment and **reducing impervious built cover**. The City needs to consider **more effective non-point source pollution prevention and mitigation programs**, including exploring options to shift stormwater costs to a more fair allotment based on impervious cover ownership and use throughout the city.

New Haven’s centralized wastewater system is owned and operated by the Greater New Haven Water Pollution Control Authority. Created as a regional wastewater authority in 2005, GNHWPCA provides wastewater services to New Haven, Hamden, East Haven, and Woodbridge. Sewage in all four municipalities is pumped through 30 pump stations to the East Shore Water



View of rooftop garden installed on mixed-use building at 360 State Street

Several communities across the country are adopting a major policy shift in protecting the quality of the natural environment and ensuring sustainability by encouraging natural infiltration measures as opposed to promoting standard hard engineering conventional methods for managing stormwater runoff.

## Environment

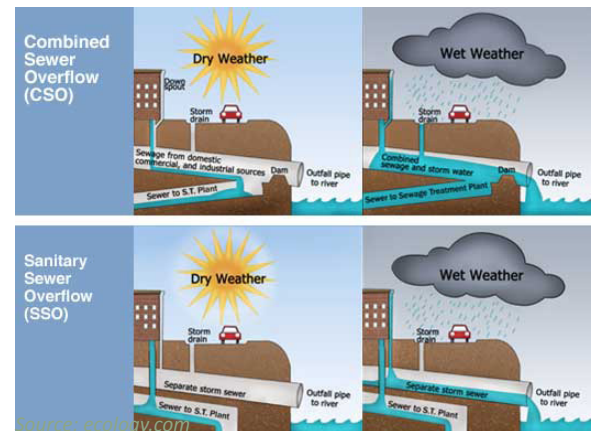


Pollution Abatement Facility (ESWPAF) in New Haven where it is treated and discharged into New Haven Harbor. Unlike other municipalities served by the GNHWPCA, New Haven has a combined sewer collection system in certain sections of the city. Combined sewers collect both sewage and stormwater runoff within the same piping network. During heavy rain events, this system is used to its full capacity and wastewater sometimes overflows into our local rivers and harbor. When this condition occurs it is called a **combined sewer overflow (CSO)** event. CSOs are permitted and regulated by DEEP under the National Pollution Discharge Elimination System permit program.

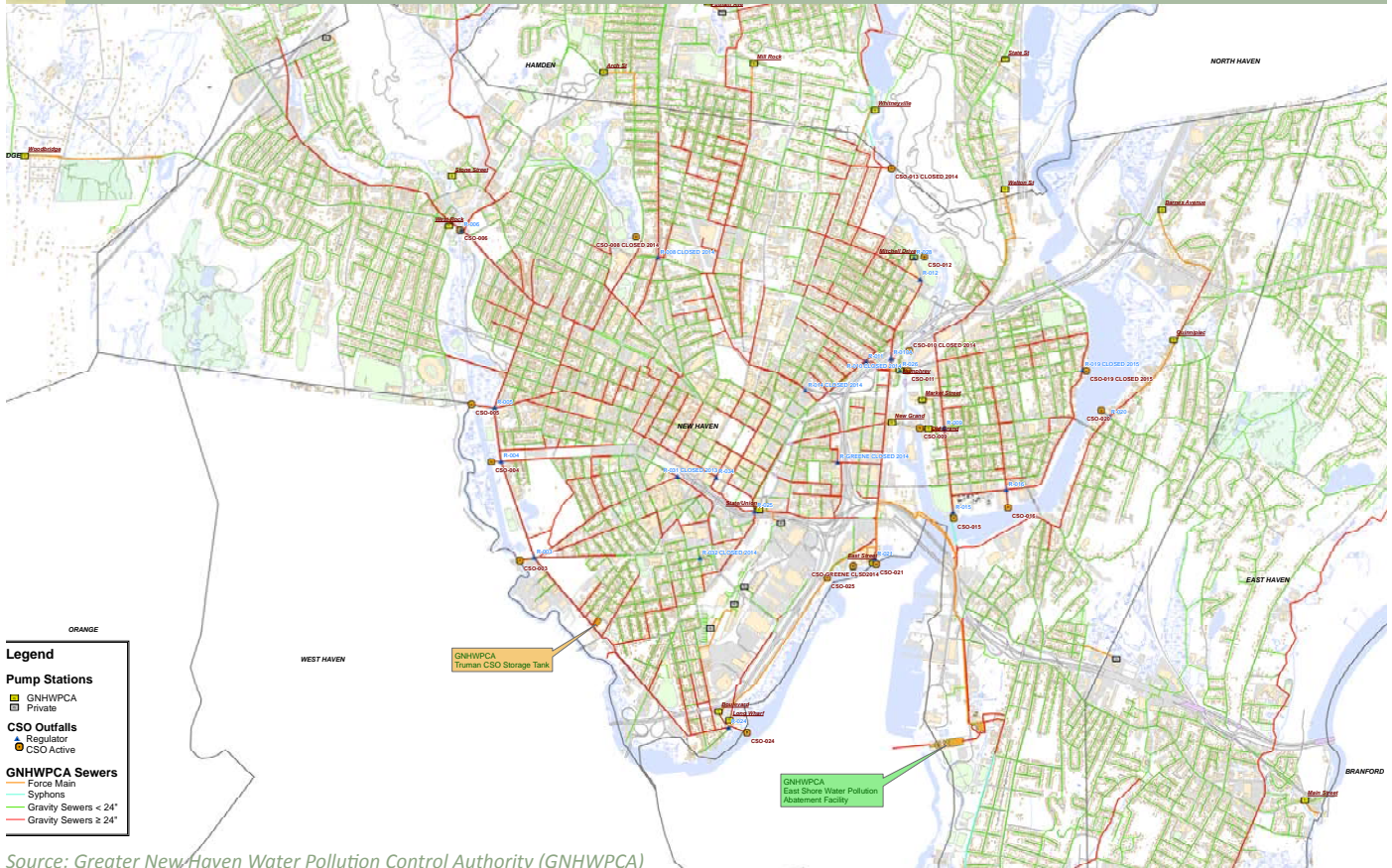
The GNHWPCA's ESWPAF has a permitted design capacity of 40 million gallons per day (mgd) and processes approximately 26.5 mgd on an average dry weather day (i.e. no rainfall) with roughly 18.0 mgd from City of New Haven sewer users. Therefore, under dry weather conditions the ESWPAF currently operates at approximately 66 percent capacity.

The ESWPAF has the ability to provide both primary and secondary treatment beyond the design capacity up to 60 mgd of sewage on a wet weather day (i.e. day with rain) and can provide primary treatment and disinfection for flows up to 115 mgd. All flows exceeding the maximum capacity of the ESWPAF and the wastewater collection system overflow at some or all of the **13 permitted CSO outfalls throughout the City of New Haven** (see map on following page). Currently, CSO events occur between 30 and 35 times in any given year depending on the duration and intensity of rain events. Hydraulic models predict that the ESWPAF currently treats approximately 89 percent of the combined sewer flow while approximately 11 percent of the flow overflows at the CSO outfalls during a two-year rainfall event (2.05 inches of rain in 6 hours).

Further plans to eliminate CSOs during the two-year rainfall event lie within the implementation of the CSO Long Term Control Plan (LTCP). Prior to regionalization, the City of New Haven began implementing the CSO LTCP in order to improve the water quality of the West River, Mill River, Quinnipiac River, New Haven Harbor, and ultimately Long Island Sound. The GNHWPCA has continued with implementation of the CSO LTCP. CSO volumes have been reduced by 66 percent on an annual basis since 1997 through implementation of projects included in the CSO LTCP.



Sanitary sewers prevent untreated sewage from overflowing into rivers and the harbor during heavy rainfall.



Source: Greater New Haven Water Pollution Control Authority (GNHWPCA)

There are currently 13 CSOs outfalls in New Haven. An additional five have been closed since 2014.



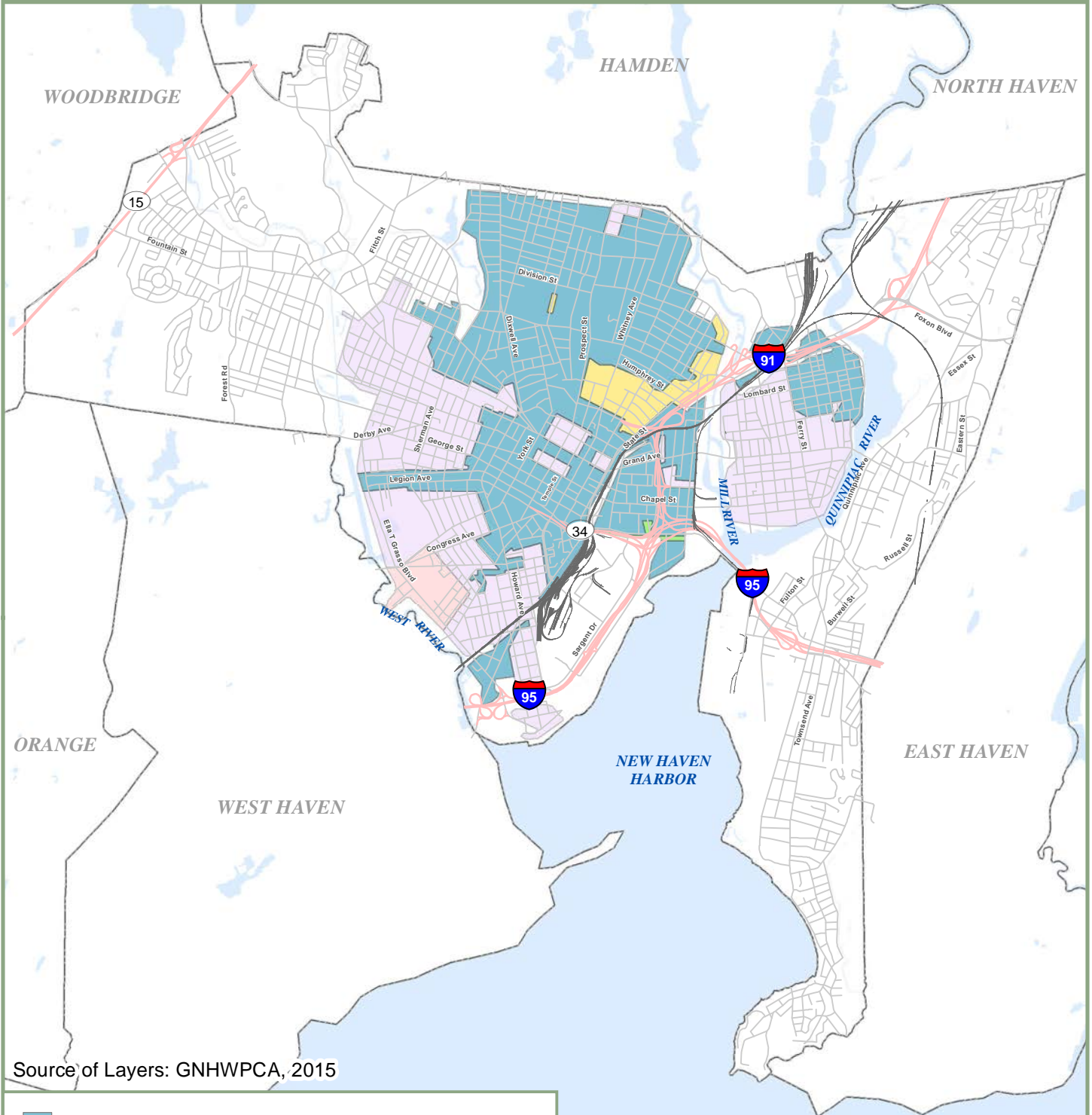
View of recently installed bioswale at Edgewood School. With the help of federal grant money, the City plans on installing nearly 200 bioswales all across the city, within the next two to three years, to manage stormwater runoff effectively.

The benefits, when implementation of the CSO LTCP is complete, will include eliminating 100 percent of CSOs for the average annual rainfall (including the two-year design storm), reducing basement backups and street flooding, and protecting critical shoreline areas. In addition to these measures, the GNHWPCA is currently conducting a study to explore the feasibility of implementing **green infrastructure** projects to assist in the goal.

## Parks and Open Space

New Haven has a total of 121 parcels of open space which comprise just over 2,000 acres. Of these, there are 33 major areas for recreational use totaling 1,860 acres.

# NEW HAVEN VISION 2025 STATUS OF SEWER SEPARATION MAP



Source of Layers: GNHWPCA, 2015

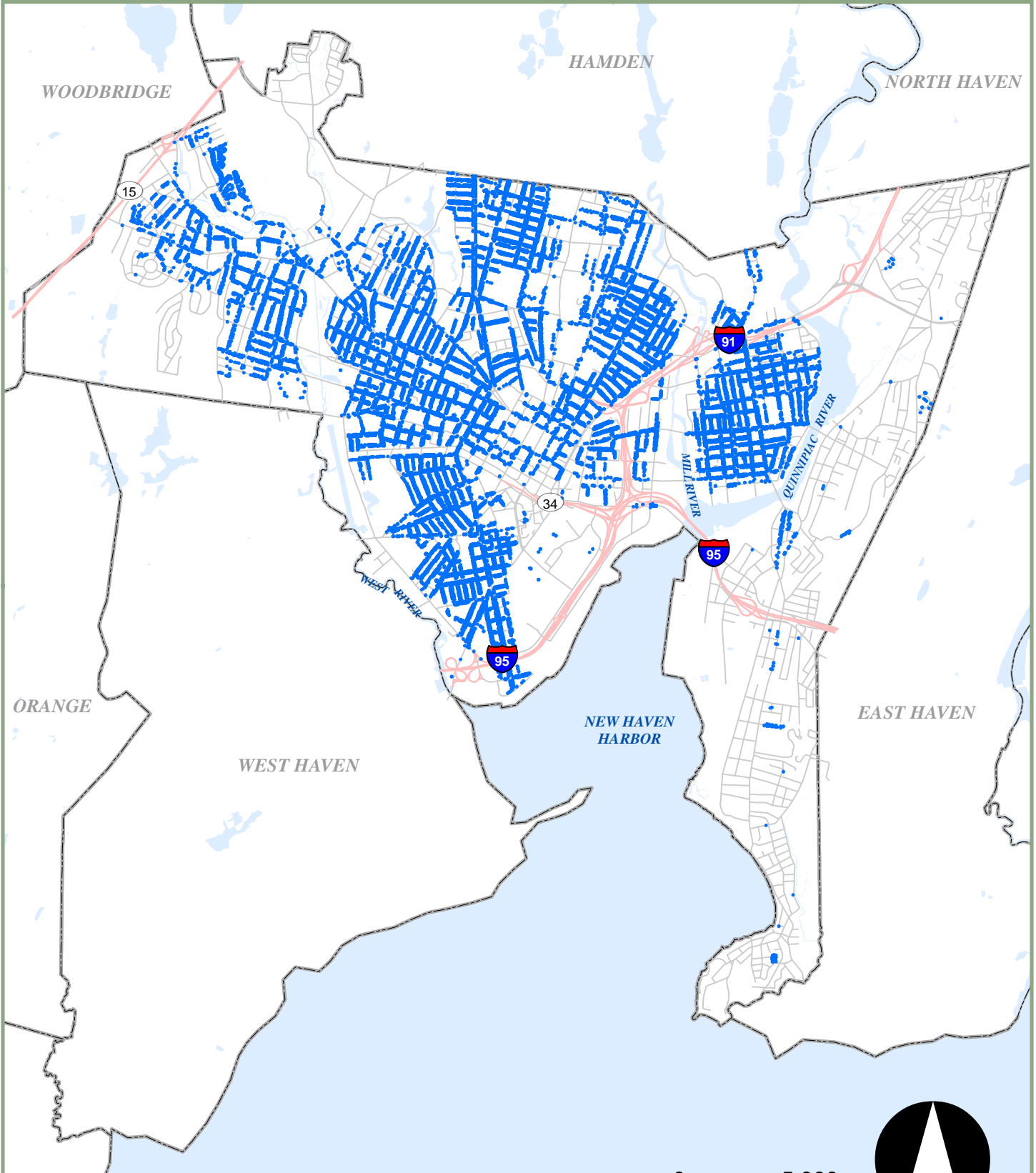
- Completed
- Under Construction
- Under Design
- Combined
- Originally Separated
- Combined Area Served by Truman CSO Storage Tank

0 5,000  
Feet



# NEW HAVEN VISION 2025

## EXISTING AND PROPOSED SEWER CONNECTIONS



● Active sewer connections

Source of Layers: GNHWPCA, 2015

0 5,000  
Feet



## Environment



The city has four important public squares. The first is the **New Haven Green**, the central public space of the original nine square layout of 1638. It is the oldest public square in the country and plays host to a number of summer festivals. Another important public square is **Wooster Square**. This beautiful urban square comes alive each spring when the dozens of cherry trees lining the perimeter burst into full bloom providing a visual cascade of white and pink flowers and filling the air with a sweet fragrance. The next is historic **Trowbridge Square**. This square was laid out as part of the egalitarian social vision of local ministers in the early 19<sup>th</sup> century. Trowbridge Square area was designed to be a smaller copy of the original nine squares layout with the square itself centering the development. Today this historic site and neighborhood is undergoing a renaissance after years of decline. The last significant public square is **Chatham Square**, a formal neighborhood square anchoring the northeast part of Fair Haven.

The largest recreational parks in the city are major geological features. The largest of these two trap rock promontories is East Rock Park, comprising 442 acres. This City-owned park features many hiking/walking trails and picnic areas, and the view from the top of the park overlooks the city and harbor. The other trap rock promontory is the State-owned and historically significant West Rock Park with 355 acres of quiet woodland and hiking/biking trails. It was here in West Rock Park that the famous “regicides” of early New Haven hid out in caves to avoid capture by the forces of England’s King Charles II after the restoration of the monarchy in the middle 17<sup>th</sup> century.

Among the significant recreation-oriented parks are Edgewood Park, West River Memorial Park, Lighthouse Park (including a boat launch), East Shore Park, Fort Hale Park, and Long Wharf Park. These facilities, along with a variety of additional smaller sites provide a broad mixture of passive and active recreation.

In 2009, the City of New Haven partnered with URI and announced a five-year commitment of planting 10,000 trees in the city, i.e., up to 2,000 each year. To date, the city planted an average of 600 trees between 2009 and 2014 and is set to reach its target of planting 10,000 trees by 2016.

### Solid Waste

New Haven’s waste is composed of residuals from containers and packaging (31 percent); food scraps (13 percent); yard trimmings



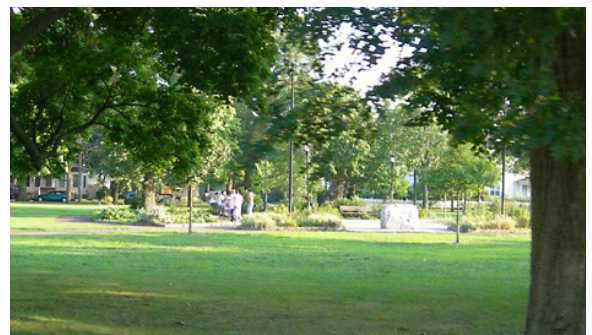
New Haven Green



Wooster Square



Trowbridge Square



Chatham Square



## Environment

(13 percent); durable goods (18 percent); and non-durable goods such as paper, rubber, and textiles (24 percent). These figures show that while increasing the recycling rate of paper and plastic packaging is a worthwhile goal, much progress can also be made by encouraging repair and reuse of durable goods such as appliances, and by purchasing products with reduced packaging.

The City provides waste and recycling receptacles to most residences for curbside collection as a public service, and to many commercial entities on a fee-paying basis. Waste is collected weekly and bulk collections are scheduled periodically. All municipal solid waste (MSW), construction and demolition (C&D) debris, and recycled materials leave New Haven via the City's transfer station. About 90 percent of the City's MSW is burned along with natural gas to generate electricity. The remaining 10 percent of MSW is not incinerated and is sent to a landfill along with the incinerator ash.

There is virtually no landfill space left in the state. For this reason, resource recovery is vital, as it both reduces the landfill burden and saves money. In New Haven, recycling is collected and sent to a single stream sorting facility where recyclables are grouped according to material type and sold as feedstock for industrial processes. Whereas MSW is costly to dispose of, recycling saves the City money and provides income from the sale of recycled material. For every ton of recyclable material diverted from the waste stream, the City saves \$105. Sending the remaining waste to **landfills and incinerators has significant impacts** on the environment and public health.

For these reasons, both financial and environmental, the City should work to increase the recycling rate and reduce the amount of waste sent to incinerators and landfills. This will require a two-part strategy: first, through better waste management, including recycling and composting and second, through the reduction of the amount of waste that is generated in the first place. Source reduction is the fastest, easiest, and most cost-effective means of minimizing the environmental impact of waste. The City currently has in place residential a recycling program for up to six units, which includes curbside pick up or drop off at recycling center, and commercial and multi-family recycling programs for businesses and residences with more than six units.

Landfills produce a toxic liquid called leachate, as well gaseous pollutants such as methane, carbon dioxide, and other volatile compounds. Incinerators, though they save scarce landfill space and generate electricity, are sources of sulfur dioxide, nitrogen oxides, chloride, hydrogen fluoride, carbon monoxide and dioxide, dioxins, furans, metals, dust, and volatile organic compounds.

# Environment



## Coastal Areas

As a shoreline community, New Haven is home to many coastal resources. Tidal wetlands and salt marshes are among the City's most significant environmental assets and integral components of coastal ecology. Tidal wetlands provide nutrients and habitats for shellfish and coastal organisms, and are popular nesting and feeding spots for shorebirds. Much of New Haven's tidal areas were filled in over the last century. In non-filled areas, tide gates have dried much of the remaining salt marsh. Natural tidal areas are still found at Vietnam Veterans Memorial Long Wharf Park ("Long Wharf Park") and along the North Haven town line to the east side.

The lower Mill River and Quinnipiac River areas are the center of the City's aquaculture industry. New Haven Harbor is home to high quality and quantity oyster beds and is a central contributor to Connecticut's premier status in the industry. The \$62 million Connecticut oyster industry represents 94 percent of all production in the Northeast. Dockside facilities are located on the rivers. The eight distinct coastal land areas based on geographic setting are: West River, City Point, **Long Wharf**, Canal and Belle Dock, Fair Haven, Quinnipiac Meadows, Port District, and East Shore.

Coastal area planning plays an important role in the city's land use development. Historic and more contemporary land use patterns are shaped in relationship to the city's waterfront and riverfront locations. Current conditions within the coastal zone suggest a number of opportunities to affect positive change. These opportunities directly relate to immediate concerns, including real estate development pressures, environmental issues, the presence of deteriorating waterfront property, and planned transportation improvements. The City Plan Commission's **Harbor Plan** (2002) adopted in 2002 emphasizes a balance of economic development, environmental sustainability, and cultural enrichment along the waterfront. Considering the changes that occurred in Long Wharf area over the past decade, an updated plan is needed with the intent to develop a framework for the redevelopment of this area into a more mixed-use, more dense, commercial and coastal district.

The Coastal Management District comprises approximately 3,700 acres and 5,300 parcels of land. Over 40 percent of all land in the district is exempt property, including large areas of protected open space and park land, as well as institutional and government



View of Long Wharf pier which is home to the historic Schooners Amistad and Quinpiack.



The City's Harbor Plan, which dates from 2002, is in need of an update in order to address present day conditions.

Over the past decade, coastal and inland flooding events have increased in Connecticut causing property damage all over the state, including New Haven, and disrupting quality of life for many residents. Three flash floods, two major summer storms (Hurricane Irene in 2011 and Hurricane Sandy in 2012), and 16 major winter storms were recorded in Connecticut between 2003 and 2010.

facilities. Just under 700 acres (19 percent) of all district land is used for residential purposes. There are over 5,600 residential units, not including apartments and condominiums, within the district. Commercial and industrial uses, including the Port of New Haven, comprise the balance of coastal area lands. All development activities within the Coastal Management District are currently regulated through the City’s Coastal Area Management (CAM) District regulations.

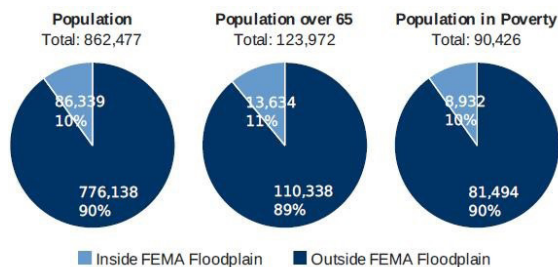
## Flood Mitigation

New Haven lies in the zone of westerly prevailing winds and often experiences cyclonic disturbances that have crossed the country from the west or southwest. It is also exposed to coastal storms, some of tropical origin, that move up the Atlantic coast with heavy rainfall. In late summer and autumn these storms may attain hurricane intensity. Most **inland flooding** in New Haven is caused by storms with heavy rainfall.

In order to provide a national standard without regional discrimination, the 100-year flood has been adopted by FEMA as the base flood for purposes of floodplain management. This flood has a 1 percent chance of being equaled or exceeded each year and is expected to be exceeded once on the average during any 100-year period. Similarly, a 500-year flood has a 0.2 percent chance of occurring in a given year. The 500-year floodplain is shown to indicate areas of moderate flood hazard.

FEMA has information to demonstrate areas within the City of New Haven that are **vulnerable to flooding** such as recently updated (2013) Flood Insurance Rate Maps (FIRM) and a Flood Insurance Study (FIS). In some areas of the city, flooding occurs from heavy rains with a much higher frequency than those mapped by FEMA. These frequent flooding events occur in areas of the city with insufficient drainage, where conditions may cause localized flash floods, and where tidal influences may exacerbate drainage problems. According to Connecticut’s Natural Hazard Mitigation Plan (2010), a moderate **Category 2 hurricane** was expected to strike Connecticut once every ten years, whereas a **Category 3 or 4 hurricane** is expected before the year 2040. These frequencies are based partly on the historic record.

According to the FIRMs updated in 2013, approximately 2,564 acres of land in New Haven are located within the **high risk flood zones** with at least a 1 percent chance of flooding (A, AE, AO and



Source: NOAA, 2013 (Based on US Census 2010 Estimates)

### A Snapshot of Flooding Risk in New Haven County



Hurricane Irene’s Impact on Edgewood Park



Shoreline Erosion at Long Wharf Park due to Hurricane Irene.

## Environment



VE flood zones). The total includes actual river and stream ways, as well as parts of the East Shore/Tweed Airport area that are located in East Haven. The map on the following page illustrates special flood zones in and around Union Station, Boulevard/Kimberly and the Port District. New buildings or uses within these zones are subject to the revised regulations provided within the Flood Damage Prevention District, Section 56 of the New Haven Zoning Ordinance. The Flood Damage Prevention District allows the same uses as that of the underlying zone with additional design/development restrictions to minimize damage in the event of flooding.

### Climate Change and Sea Level Rise

New Haven's climate is characterized by moderate but distinct seasons. The average mean temperature is approximately 52 degrees, with summer temperatures in the mid-70s (daily average) and winter temperatures in the mid-30s Fahrenheit. Extreme conditions raise summer temperatures to near 100 degrees and winter temperatures to below zero. Mean snowfall is approximately 52 inches per year and average annual precipitation is 52.3 inches. The continued increase in precipitation only heightens the need for hazard mitigation planning, as the occurrence of floods and other hazards may change in accordance with the greater precipitation.

The Intergovernmental Panel on Climate Change (IPCC) concludes that there has been a global mean rise in sea level between 10 and 25 cm (approximately 4 to 10 inches) over the last 100 years (Neumann et. al., 2000). Relative **sea level rise in Connecticut** in the same time period is estimated as between 1.5 and 3.0 millimeters per year. In Connecticut, the current rates of sea level rise are 2.54 millimeters (0.10 inches) per year in Bridgeport and 2.03 millimeters (0.08 inches) per year in New London. These trends exceed the global mean trend of sea level rise of around  $1.52 \pm 0.51$  millimeters ( $0.06 \pm 0.02$  inches) per year (Environmental Defense, 2004). Including the effects of regional subsidence, sea level is likely to rise two feet along most of the Atlantic coast in the next 100 years (US DOT, 2002). The Nature Conservancy, a global conservation organization, has also developed future scenarios for flooding in New Haven due to sea level rise that are included within the Databook. (See Appendix).

The areas susceptible to sea level rise in New Haven are the areas surrounding New Haven Harbor, the tidal areas of the Quinnipiac and Mill Rivers, and the lower reaches of the West River. In general,



Flooding at IKEA located on Sargent Drive, along Long Wharf Coast, due to Hurricane Sandy in 2012.



Sea Level Rise Due to Hurricane Irene Impact at Morris Cove in 2011



Floodgates installed at Dean Street in Morris Cove neighborhood.

areas below an elevation of four to five feet are vulnerable to rising sea level. Transportation infrastructure at risk includes the railroad station and track yards, Tweed-New Haven Airport and parts of Interstate 95. Port facilities on the water's edge, docks, jetties, and other facilities are deliberately set at an optimal elevation relative to the water level, and therefore a rise in sea level leaves them at a suboptimal elevation. The most vulnerable areas are those where topography is relatively flat, such as the Morris Cove neighborhood, areas adjacent to the harbor, and properties along the Quinnipiac River estuary that are accessed from Middletown Avenue. The City currently has in place **structures that prevent shoreline erosion**, such as bulkheads and seawalls. The existing riprap at Criscuolo and Quinnipiac Parks protect the shoreline up to the level of the current high tide.

The City's flood prevention ordinance is useful in implementing flood proofing measures within new developments/and rehabilitation activities proposed in existing developments. In addition to this, coastal resiliency measures must be undertaken along the coast to prevent loss of lives or property due to sea level rise. Funding is needed to assist private property owners in mitigating the impacts of sea level rise.



## B. PLANNING CONSIDERATIONS

- ❖ The harbor area is enriched with a number of assets, including an extensive park system, a working port district, and ecologically significant tidal marshes.
- ❖ These assets are compromised by adverse environmental impacts including air and water pollution and inappropriate use of coastal area land, as well as the spatial constraints largely derived from railroad and highway rights-of-way.
- ❖ The City will require a continued commitment to sustainable environmental policy and a systematic approach to energy efficiency and development of renewable energy resources to further improve air quality and ensure a high quality environment.
- ❖ To mitigate the range of adverse impacts associated with the highway, the City must be proactive with regard to environmental protection, contextual design, construction operations, and land preservation.
- ❖ The City's approach should be based on a commitment to quality of life issues, balancing economic development, environmental protection and cultural enrichment.
- ❖ Moreover, the approach must account for the coastal area as a unique resource in need of a critical mass of sustainable activities.
- ❖ This critical mass includes not only the traditional pattern of commercial development, but also a commitment to mixed-use environments and public access.
- ❖ Given the land constraints along the waterfront, redevelopment and long-term spatial planning strategies must be employed to achieve a critical mass.
- ❖ Due to the recurring coastal events experienced over the past decade and the rising sea levels, coastal resiliency measures must be undertaken along the coast to prevent loss of lives or property due to sea level rise.
- ❖ In order to ensure a sustainable and high-quality environment, source reduction methods should be adopted for waste management and stormwater management.
- ❖ A major policy shift is needed in stormwater management i.e., from promoting hard engineering solutions to promotion of natural infiltration measures.



## C. GUIDING PRINCIPLES FOR RECOMMENDATIONS

- ❖ Improve air quality and surface water quality.
- ❖ Continue to protect drinking water quality.
- ❖ Protect and preserve environmentally sensitive areas.
- ❖ Encourage the creation of safe open space opportunities and community gardens.
- ❖ Encourage increased positive use of city’s parks to enhance public health.
- ❖ Protect floodplains from inappropriate development so as to prevent the loss of life or property due to flooding.
- ❖ Implement measures to correct existing flooding issues in the city.
- ❖ Mitigate the impacts of sea level rise.
- ❖ Promote awareness and education regarding coastal flooding issues.
- ❖ Provide sustainable food options for all neighborhoods.
- ❖ Encourage energy conservation and greenhouse gas reduction.

## D. RECOMMENDATIONS

### Natural Systems

- ❖ Continue to monitor environmental indicators on air and water quality for the city and establish a set of baseline indicators for further improving these indicators over the next decade; update these indicators periodically and assess progress made.
- ❖ Promote conservation of natural habitat and archaeological sites through development standards that encourage sound land use practices. To that end, publish the **city’s endangered species** location map (prepared by CT DEEP) and map of archaeological resources on City web page and raise awareness on protecting these habitats/resources.
- ❖ Work with private property owners of environmentally significant sites contributing to the natural heritage to propose conservation easements to preserve such sites.



Peregrine Falcon, one of the endangered species, found on East Rock cliff.

## Environment



- ❖ Continue to enhance public health and quality of life by allocating adequate resources for a litter-free urban environment that is free of trash, litter, graffiti, and other blight inducing elements.
- ❖ Facilitate the linkage of all existing and proposed trail networks within the city (*Plan for Greenways & Cycling Systems*, 2004) and increase public access to city's waterfront. To that end, the Commission recommends assessment of opportunities along waterfront to promote ecotourism and selective acquisition of parcels along waterfront for **promoting access to waterways** and thus capitalizing on the city's wealth of natural resources.
- ❖ Continue to seek funding to remediate contaminated sites (aka brownfields). To that end, explore the feasibility of promoting urban farms, community gardens, and other recreational uses as interim uses for such sites.



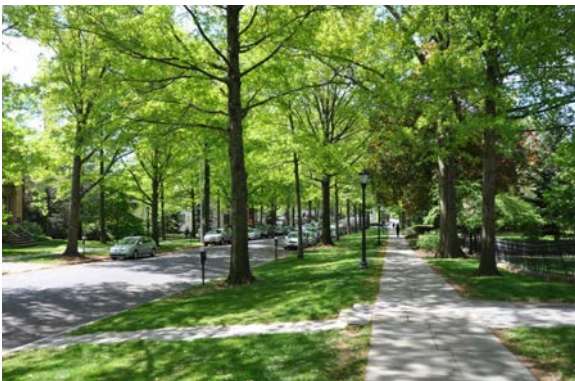
A conceptual view of a trail along Long Wharf Park which would help enhance residents access to the waterfront.

### Air Quality

- ❖ Partner with the public and private sector companies to ensure at least 30 percent reduction rate in VMT for the city over the next decade. To that end, build the missing infrastructure for enhancing existing bike/pedestrian network and facilitate enhanced use of transit through the implementation of effective land use, housing, transportation, and economic development strategies (as discussed in previous chapters). Promote residential densities and land use patterns that facilitate increased transit use and further reduce local VMT movements.
- ❖ Continue to pursue broad reductions in pollutants, ozone, particulate matter, and other air toxic emissions from point, area, and mobile sources, according to priorities identified by the Connecticut Air Toxics Inventory (updated in 2005). To that end, continue to encourage the use of diesel-powered on- and off-road vehicles to reduce automobile emissions, expand car-sharing programs, and encourage private owners to locate publicly available bicycle sharing facilities throughout the city.
- ❖ Partner with local employers to encourage transportation demand management strategies such as telecommuting, carpooling, van pooling, Transit Check, etc.



## Environment



Hillhouse Avenue, example of a green street



Rain barrels could be used to reduce runoff from stormwater by collecting and storing rainwater from rooftops and using it later to water plants and yards.

- ❖ Continue to promote complete streets policy within the city. The Commission recommends an update to the *Complete Streets Design Manual* (prepared in 2010) to include urban street design standards that help implement “green streets.”
- ❖ Encourage the implementation of **source reduction methods** to reduce stormwater runoff. Explore the feasibility of sharing and re-using industrial waste within the city’s light industrial areas to reduce the amount of waste generated. Identify and seek new sources of funding to educate residents about various source reduction methods and assist them in implementing these methods.
- ❖ Continue to utilize renewable power sources for all City-owned buildings and educate private property owners regarding the benefits of using renewable power sources to the natural environment. Encourage the use of green technology, green building standards, and careful site planning within all types of existing and new developments in the city. To that end, identify and secure new sources of funding to implement a far reaching energy program within the city.
- ❖ Encourage full access between freight railroads and the Port District, in particular by extending rail service along Waterfront Street and to the North Yard to reduce some of the existing commercial vehicular traffic.
- ❖ Support and promote commercial and non-profit urban agriculture as one important method of mitigating the urban heat island effect.
- ❖ Designate a portion of development sites to be used for natural landscaping to improve public health and reduce energy costs associated with artificial cooling.
- ❖ Continue to retain existing trees, to the extent possible, and aim at further increasing the tree canopy to improve aesthetics and public health, as well as mitigate adverse effects of air pollution.

### Water Quality

- ❖ Promote aggressive implementation of sewer separation throughout the city by GNHWPCA, as proposed within the CSO LTCP (1999).
- ❖ Continue to seek improvements to upstream wastewater treatment facilities and support statewide regulation of non-point sources of pollution.

## Environment



- ❖ Continue to regularly update the *City of New Haven Natural Hazard Mitigation Plan* (last updated in 2011), consistent with the Disaster Mitigation Act of 2000.
- ❖ Continue to ensure that all coastal planning efforts are consistent with the City of New Haven's Coastal Area Management District regulations.
- ❖ Update and adopt New Haven's Harbor Management Plan to more accurately reflect current conditions, issues, and opportunities for the development of New Haven Harbor and to guide inland water activities and public access on Long Island Sound.
- ❖ Promote natural infiltration measures for sedimentation and erosion control and effective stormwater management and thus reduce urban heat island effect. To that end, continue to implement the City's green regulations through the City's site plan review process.
- ❖ Raise awareness among city residents regarding waste reduction and recycling strategies to eliminate pollutants from entering the city's stormwater management system.
- ❖ Continue to maintain and improve the city's drainage system to protect water quality and prevent any adverse environmental impacts.
- ❖ Advocate for a **cleaner and well-maintained Long Island Sound** and support periodic dredging of New Haven Harbor. To that end, advocate for a dredged materials management plan for EPA Region 1 (which includes Connecticut) with a goal of mitigating adverse impacts associated with dumping the dredged material in Long Island Sound.

### Flood Protection

- ❖ Continue to update and adopt the *City of New Haven Natural Hazard Mitigation Plan* (last updated in 2011) to identify locations prone to frequent flooding within the city and seek funding opportunities to implement strategies to correct existing coastal, as well as inland flooding issues within the city.
- ❖ Continue to enforce the city's floodplain ordinances to limit development in Special Flood Hazard Areas (SFHAs) of the city, as identified by FEMA. To that end, publish the updated flood maps for the city (last updated in 2013) online that show locations of all SFHAs within the city and base flood elevations (BFEs) on all parcels.



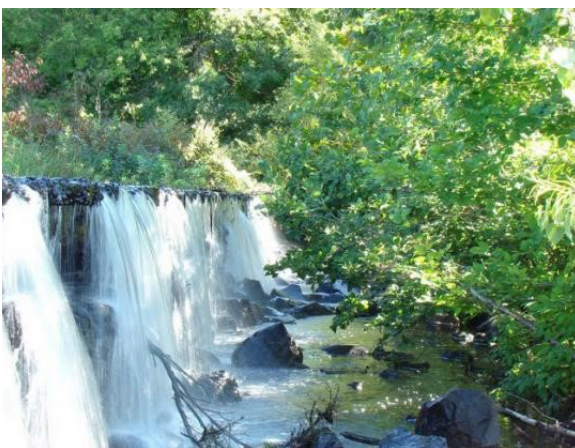
The marsh located by the Quinnipiac River (an inlet of Long Island Sound) consists of unique wetland habitat and endangered species. National Audubon Society had designated this marsh as an Important Bird Area due to the presence of large number of migratory birds. The combined sewer outflow system in the city continues to be a major problem to this estuary.



## Environment



View of properties at risk at Pardee seawall in Morris Cove neighborhood.



The Pond Lily dam located in New Haven Land Trust's Pond Lily Nature Preserve, at the intersection of Whalley Avenue and Amity Road, will be removed by the end of this year through a federal grant received in 2013 to preserve endangered fish species and promote their free passage along the West River and to eliminate likely hazards due to dam failure during major storm events.

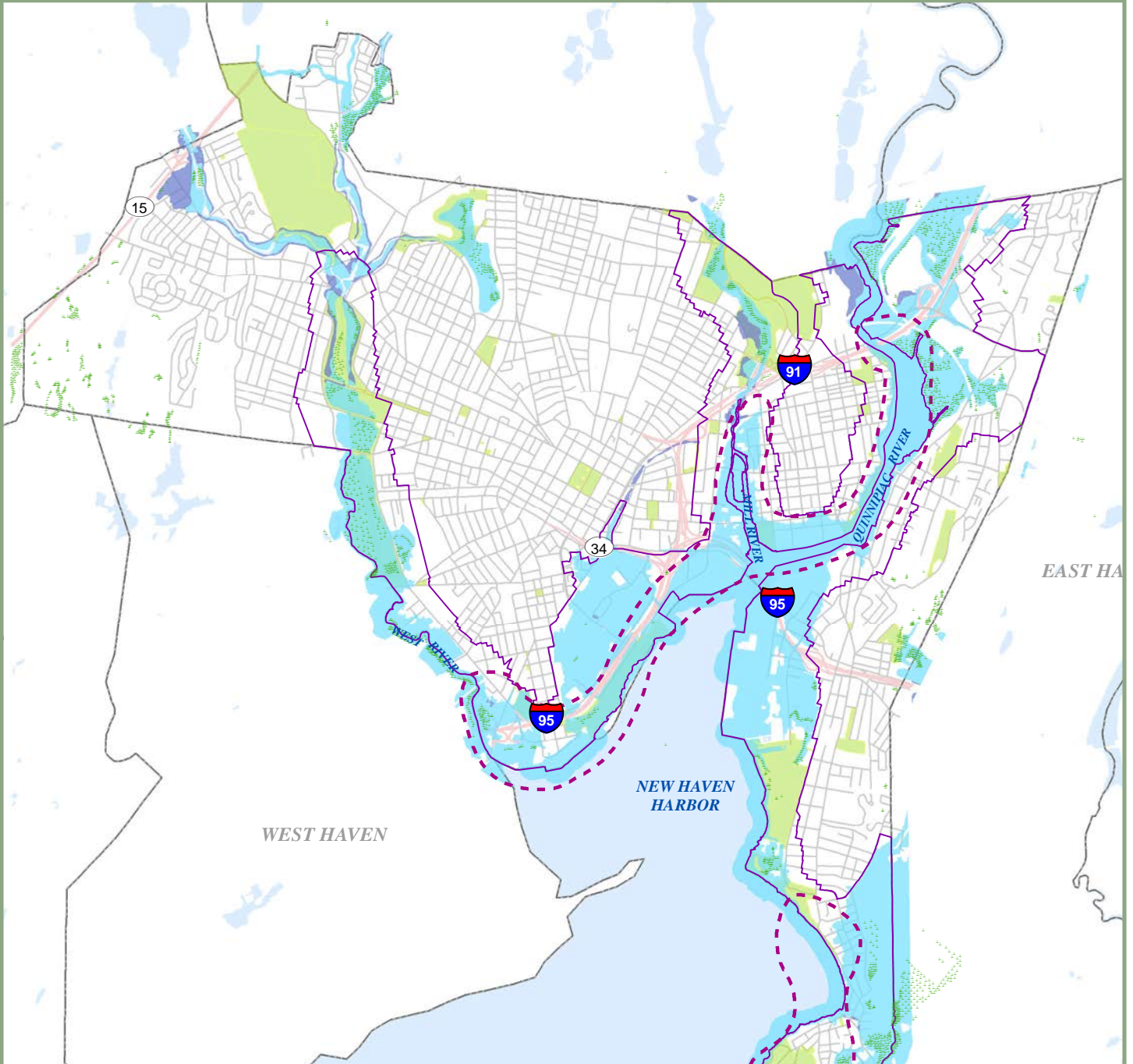
- ❖ Implement flood proofing and coastal resiliency measures along the coast to prevent loss of life or property and **mitigate adverse impacts of sea level rise**. To that end, identify and seek (pre-disaster mitigation) funding opportunities to assist property owners in elevating any non-conforming, existing properties in coastal areas above BFEs; to implement coastal resiliency measures; and to ensure compliance with the floodplain ordinances of the city.
- ❖ Implement shoreline stabilization measures as recommended within the *New Haven Coastal Program* (2006) and increase plant and natural buffer along the coast. The Commission further recommends implementation of context sensitive coastal resiliency measures for the coast, incorporating structural measures where necessary, and pursuing zoning amendments based on the future land use map of the city (as discussed in Land Use chapter).
- ❖ Continue to enforce the city's Coastal Area Management District regulations for all new constructions and major renovations proposed within the coastal zone boundary.
- ❖ Continue to implement bioswales (such as the recently installed Edgewood Avenue bioswale) to promote natural infiltration of water, reduce flooding, and increase ground water recharge. To that end, identify specific locations within all neighborhoods of the city where bioswales could be implemented to allow maximum rainwater capture.



### Habitat Protection

- ❖ Continue to protect the city's endangered species by **regulating development activities** at locations where such species are found. To that end, publish a list of all endangered species found in the city according to state DEEP's most recent inventory and the endangered species map prepared by DEEP on City web page.
- ❖ Support natural buffers around conservation areas to minimize adverse impacts from development activities and regularly maintain these buffers through periodic clean ups.
- ❖ Continue to promote conservation easements as a tool to local or regional land trusts to protect, conserve, and maintain existing plant and natural habitat.

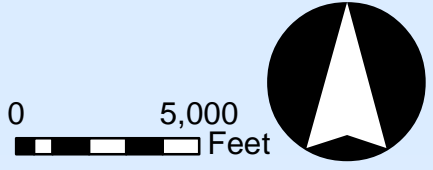
# NEW HAVEN VISION 2025

## CURRENT & PROPOSED ENVIRONMENTAL SYSTEMS



-  Existing Wetlands
-  Existing Parks and Open Space
-  Existing Coastal Area Management Boundary
-  Existing 100 Year Flood Area
-  Existing 500 Year Flood Area
-  Proposed Areas for Coastal Resiliency Infrastructure

0 5,000 Feet





# Environment

- ❖ Raise awareness among residents through brochures, email lists, and online materials regarding the importance of preserving plant and natural habitat areas to maintain a balanced ecosystem.

## Parks and Open Space

### Greenways

- ❖ Update and officially adopt the City's *Plan for Greenways & Cycling Systems*, originally prepared in 2004, to more closely reflect the current vision for a continuous and inter-connected network of trails within the city.
- ❖ Partner with non-profit organizations such as the New Haven Land Trust to acquire adequate vacant lands and easements to link the proposed network of trails within the city and to buffer some of the existing industrial/commercial land by the waterfront.

### Open Spaces

- ❖ Develop an open space conservation plan for the city, which can be not only used to preserve historically significant open lands but also serve as a guide in providing accessible, quality outdoor recreation to all residents of the city.
- ❖ Demonstrate the value of urban spaces through the **revitalization of public plazas** in and around the central city.

### Parks and Recreation

- ❖ Pursue specific value-added improvements to the City's park system in a manner consistent with Parks Master Plan (prepared in 2001). To that end, update this plan and promote official adoption to better coordinate proposed park improvements with the City's Capital Improvements Program.
- ❖ Continue to **enhance the image of all City parks** to make them accessible, inviting, exciting, and well maintained. This can be accomplished through landscape improvements, turf renovations, and new signage and site furniture. The Commission further recommends repair of deteriorated infrastructure such as bulkheads; parking lots; roadways; irrigation systems; tennis, basketball, and bocce courts; splash pads; and other support amenities.



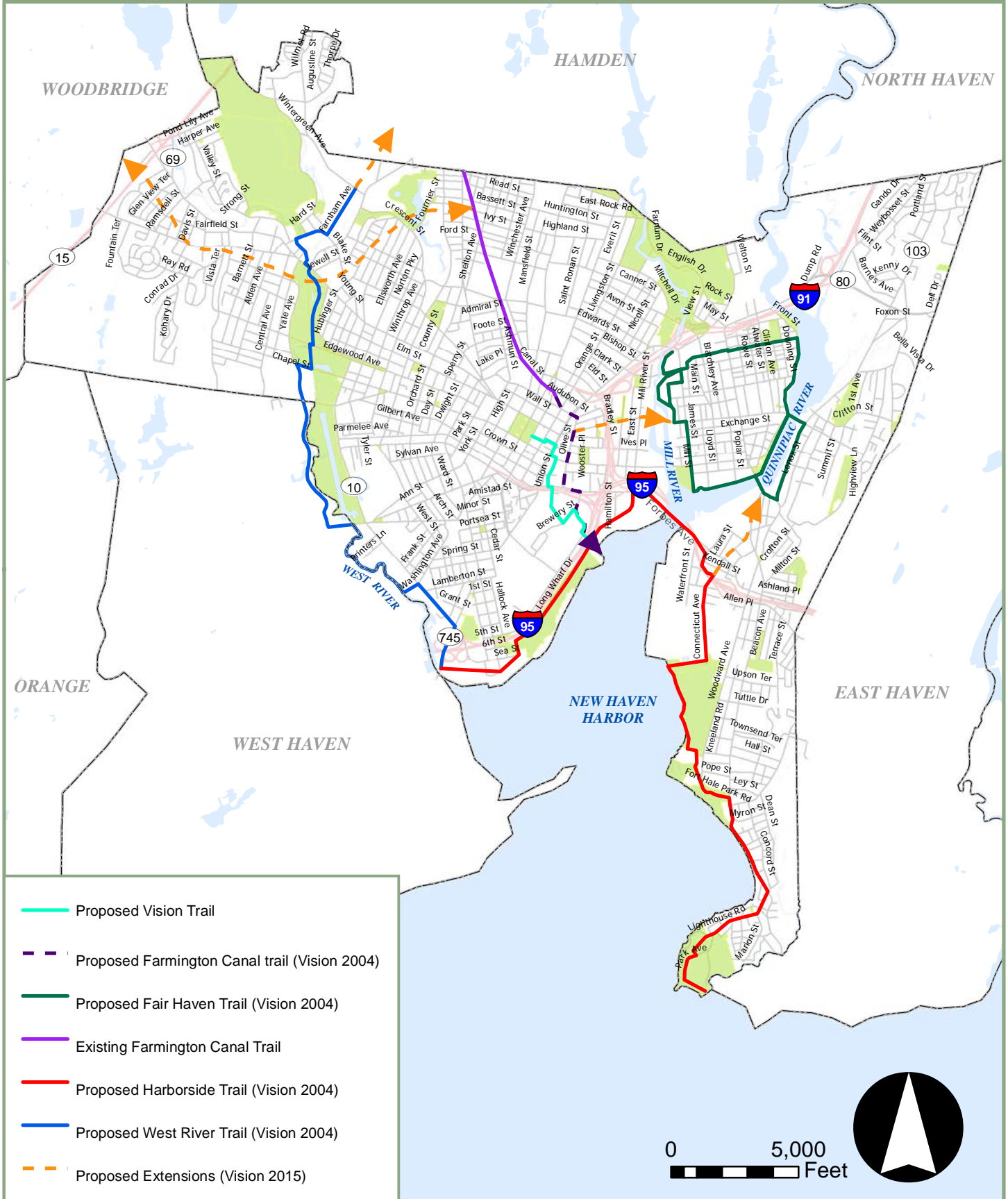
Plazas such as the Pitkin plaza located in Downtown New Haven (pictured above) help promote opportunities for community interaction, create identity, and increase a community's value.



Like most other neighborhood parks in the city, Galvin Park located in the Hill neighborhood has been renovated in 2007 with state of the art playground equipment and new splash pads as can be seen in the picture above.

# NEW HAVEN VISION 2025

## EXISTING & PROPOSED GREENWAYS & TRAILS





Safe pedestrian access should be promoted at all city parks to further increase their use. For instance, the West River Memorial Park is currently separated from the West River neighborhood by Route 10 /Ella Grasso Boulevard, which is a four-lane state highway with high vehicle speeds that have caused several pedestrian crashes in the past.



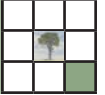
New Haven is famously known as “Elm City” since the nation’s first public tree planting program started in the city with the planting of elm and buttonwood trees on New Haven Green in the 18<sup>th</sup> century. In 2009, the City of New Haven partnered with Yale’s Urban Resources Initiative and revived this program by pledging to plant 10,000 public trees in five years (aka Tree Haven 10K pledge).

- ❖ Seek to expand opportunities to **promote safe access** to the existing parks and enhance programming in underserved neighborhoods by capitalizing on site and resource opportunities when available.
- ❖ Although not part of the City’s park system, the Commission encourages increased maintenance and capital improvements (to support a larger user base) at West Rock Ridge State Park.
- ❖ Conduct a comprehensive recreational needs assessment to set priorities for funding improvements in City parks.
- ❖ Encourage better management of City’s irrigation systems by identifying plant species that consume less water and planting them accordingly.
- ❖ Encourage and support formation of “friends for parks” that promote stewardship of parks.

### *Trees and Landscaping*

- ❖ Continue to foster partnership between the City and URI to establish a goal for enhancing the tree canopy in New Haven for the next decade similar to the **Tree Haven 10K** pledge for the city for the 2010-2014 period. To that end, the Commission recommends that the tree canopy should be enhanced in those parcels or blocks where there is minimal or no tree canopy with relatively large amount of impervious surface.
- ❖ Update the City’s *Complete Streets Design Manual* to include urban street design standards and promote the design of “green streets”.
- ❖ Encourage private retailers and businesses to increase trees on their properties by offering incentives such as free planting materials and landscaping assistance. To that end, emphasize the value of urban forestry and tree programs to the city’s quality of life through intensive community education and implementation programs.
- ❖ Continue to maintain existing city trees and encourage preservation of on-site (healthy) trees, to the extent possible, for all development/utility projects. Encourage replacement of trees that could not be preserved due to unhealthy condition. The Commission further recommends that efforts should be made to monitor, maintain, and enhance the city’s elm trees.

## Environment



- ❖ Allocate adequate resources for the Parks Department to inventory trees, assess the health of the trees, and document and update the City's tree inventory.
- ❖ Continue to promote the City's Adopt a Tree program, through which residents can partner with the City to care for and improve the appearance of a tree.

### *Community Maintained Green Spaces and Gardens*

- ❖ Continue to support **community garden programs** by planning short- and long-term locations with defined leases, encouraging new locations for **farmers markets**, and providing resources when feasible. The Commission further emphasizes that these spaces should foster community building across generational and other social lines, provide opportunities for locally-grown produce, and enhance civic pride. Such type of commercial and non-profit urban agriculture is also useful in mitigating the urban heat island effect.
- ❖ Update the city's green map, which shows all community-maintained gardens and green spaces within the city and make it publicly available to raise awareness of available options to access healthy food within the city, especially in inner city neighborhoods.
- ❖ Support the remediation of soils for urban farms and community gardens to allow safe and healthy food to be grown. Studies indicate that New Haven has the highest number of cases for childhood lead poisoning in Connecticut and soil lead levels above the residential standard of 400 parts per million (ppm) are widespread in neighborhoods throughout New Haven. The Commission therefore recommends that the City raise measures for the remediation of lead in soils such as keeping the soil where children play covered and encouraging only the growth of fruits and fruiting vegetables on such soils.

New Haven has nearly 50 community gardens that are managed by New Haven Land Trust. These gardens enable community building efforts, improve neighborhood aesthetics, promote neighborhood health, and provide healthy food choices to the residents nearby.



Among New Haven's many community gardens are, from top to bottom, Winchester Garden in Dixwell neighborhood, Davenport Children's Garden in the Hill neighborhood, and Chapel Seed in West River neighborhood..



City Seed manages farmers markets that sell fresh local produce in Fair Haven, the Hill, Wooster Square, Downtown, and Edgewood neighborhoods and a mobile market through partnership with Common Ground High School and Urban Farm.



# Build...

### E. SUMMARY OF RECOMMENDATIONS

- ❖ ...an integrated and continuous trail network within the city by completing Phase IV of Farmington Canal Trail and updating the vision of *Plan for Greenways & Cycling Systems* (2004).
- ❖ ...an integrated and continuous trail network within the city by identifying and seeking funding to start work on the proposed West River Greenway Trail, identify partners for initiating the process of designating proposed Harborside and Fair Haven Trails as official greenways, and subsequently build these trails.
- ❖ ...the missing infrastructure for enhancing the existing bicycle/pedestrian network within the city and facilitate enhanced use of transit through the implementation of sustainable land use, housing, transportation, and economic development strategies, as discussed in previous chapters, to improve air quality.
- ❖ ...natural infiltration measures such as bioswales and other green infrastructure and source control measures in all city neighborhoods for sedimentation and erosion control and effective stormwater management, thus reducing urban heat island effect and allowing maximum rainwater capture.
- ❖ ...natural buffers around conservation areas to minimize adverse impacts from development activities and regularly maintain these buffers through periodic clean ups.
- ❖ ...value-added improvements to the city's park system to enhance its usage and promote safe access to parks, especially in underserved neighborhoods, by capitalizing on site and resource opportunities.



## Connect...

- ❖ ...residents to city parks by encouraging “friends of parks” groups to promote stewardship and also increase revenues.
- ❖ ...all of the existing city parks and open spaces with safe pedestrian and bicycle access routes.
- ❖ ...residents to the city’s waterfront by promoting ecotourism opportunities through selective acquisition of parcels along the waterfront.
- ❖ ...residents to effective waste reduction and recycling strategies to eliminate pollutants from entering the city’s stormwater management system and to soil lead testing measures through advanced outreach campaign.
- ❖ ...residents to year round indoor/recreational opportunities through effective programming and staffing at the new Q-House (currently in design stage) serving central neighborhoods of the city and by exploring the feasibility of re-using Coogan Pavilion and Salperto Rink as all-weather indoor community-based recreational centers serving western and eastern neighborhoods of the city, respectively.

## Preserve...

- ❖ ...the quality of the natural environment by ensuring at least a 30 percent reduction VMT in the city over the next decade by implementing effective land use, housing, transportation, and economic development strategies, as discussed in previous chapters.
- ❖ ...archaeological sites and natural habitat through development standards that encourage sound land use practices and by making the city’s endangered species location map and map of archaeological resources publicly available to raise awareness among residents on the locations of these sites.
- ❖ ...on-site healthy trees, to the extent possible, for all development/utility projects, and where such trees cannot not be preserved due to poor health, encourage replacement of those trees.



### Adapt...

- ❖ ...to sea level rise and other coastal/inland flooding events by implementing flood proofing, coastal resiliency, and shoreline stabilization measures along the coast.
- ❖ ...to sea level rise and other coastal/inland flooding events by continuing to strictly enforce the City's floodplain ordinances to limit developments in SFHAs and by updating and adopting the *City of New Haven Natural Hazard Mitigation Plan* (last updated in 2011 and expiring in 2016) and Climate Action Plan (prepared in 2001), in addition to identifying and seeking funding opportunities to correct coastal, as well as inland, flooding issues within the city.

### Grow...

- ❖ ...the image of all city parks to make them accessible, inviting, exciting, and well maintained through landscape improvements, turf renovations, new signage and site furniture. Repair deteriorated infrastructure such as bulkheads; parking lots; roadways; irrigation systems; tennis, basketball, and bocce courts; splash pads; and other support amenities.
- ❖ ...opportunities for promoting commercial, non-profit agriculture through amendments to the local land use regulations that help mitigate the urban heat island effect, as well as promote community cohesion.
- ❖ ...existing tree canopy in New Haven for next decade similar to the Tree Haven 10K pledge for the city for the 2010-2014 period by identifying parcels or blocks with minimal or no tree canopy and relatively large amount of impervious surface and planting street trees in such areas.