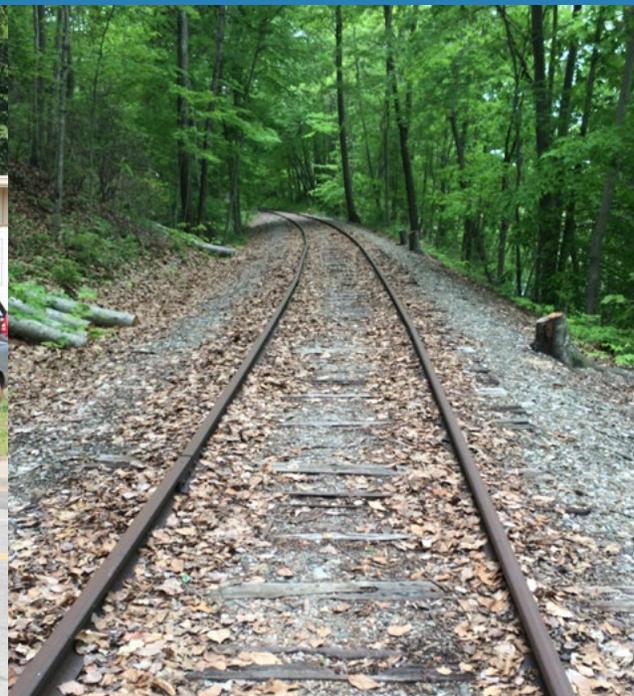




# Town of Haddam Plan of Conservation and Development

Adopted December 7, 2017  
Effective January 23, 2018



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Prepared for:  
Town of Haddam, Connecticut

Prepared by:  
Horsley Witten Group, Inc.

# Acknowledgements

The Town would like to recognize the hard work and dedication of the volunteers who served on the Plan of Conservation and Development (POCD) Advisory Committee to create this plan. The Advisory Committee gave up many evenings to meet as a group and to host the public at two public workshops on the POCD. Their dedication, wit and experiences shaped a Plan that is original, creative and reflective of the collective interest to strengthen Haddam. Through dark winter days and humid summer evenings this group of volunteers persevered to create the 2018 POCD.



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# Table of Contents

<b>Introduction</b>	<b>1</b>
<i>What Is the POCD &amp; What Is It For?</i>	1
<i>Frequently Asked Questions</i>	2
<b>Heart &amp; Soul of Haddam</b>	<b>3</b>
<i>The Connecticut River</i>	3
<i>Historic Villages, Buildings, &amp; Sites</i>	4
<i>Small Town Character</i>	5
<i>Forests, Farms, &amp; Open Space</i>	6
<i>Sensitive Environmental Resources</i>	7
<b>Places of Haddam</b>	<b>9</b>
<i>Higganum</i>	10
Snapshot	10
Summary of Key Issues	15
Goals & Strategies	16
<i>Tylerville</i>	17
Snapshot	17
Summary of Key Issues	21
Goals & Strategies	22
<i>Haddam Center</i>	23
Snapshot	23
Summary of Key Issues	26
Goals & Strategies	26
<i>Haddam Neck</i>	27
Snapshot	27
Summary of Key Issues	30
Goals & Strategies	30
<i>Industrial &amp; Smaller Commercial Areas</i>	30
Snapshot	30
Summary of Key Issues	32
Goals & Strategies	32
<i>Rural Residential</i>	33
Snapshot	33
Summary of Key Issues	34
Goals & Strategies	35
<b>Connections</b>	<b>36</b>
<i>Getting Around</i>	36

Snapshot	36
Summary of Key Issues	39
Goals & Strategies	40
<i>Greenways, Forests, &amp; Wild Places</i>	40
Snapshot	40
Summary of Key Issues	47
Goals & Strategies	49
<i>Playtime, Exercise, &amp; Relaxation</i>	49
Snapshot	49
Summary of Key Issues	53
Goals & Strategies	53
<i>An Emerging Destination</i>	54
Snapshot	54
Summary of Key Issues	58
Goals & Strategies	58
<i>Where We Live</i>	60
Snapshot	60
Summary of Key Issues	62
Goals & Strategies	63
<i>Energy</i>	63
Summary of Key Issues	63
Goals & Strategies	64
<i>Community Support</i>	64
Town Systems	64
Social Supports	67
Summary of Key Issues	68
Goals & Strategies	68
<i>Generalized Land Use Plan</i>	69
Snapshot	69
Generalized Land Use Plan Map	69
Summary of Key Issues	77
Relationship to State, Regional, and Local POCDs	78
<b>Implementation Framework and Action Agenda</b>	<b>81</b>
<i>Implementation Framework</i>	81
Implementation of the POCD	81
Education	83
Goals and Strategies	83
<i>Action Agenda</i>	84

# List of Tables

<i>Table 1. Connecticut Surface Water Classifications</i>	43
<i>Table 2. Recreational Resources</i>	51
<i>Table 3. Quick Facts: Economic Development (2014)</i>	55
<i>Table 4. Regional School District #17 Enrollment</i>	66

# List of Figures

<i>Figure 1. Number of Employers in Haddam</i>	55
<i>Figure 2. Number of Jobs in Haddam</i>	55
<i>Figure 3. Poverty Status</i>	60
<i>Figure 4. Population by Age</i>	60
<i>Figure 5. Owner vs. Renter Households</i>	61

# List of Maps

<i>Map 1. Places of Haddam</i>	9
<i>Map 2. Resources of Higganum</i>	14
<i>Map 3. Resources of Tylerville</i>	20
<i>Map 4. Resources of Haddam Center</i>	26
<i>Map 5. Transportation Connections</i>	37
<i>Map 6. Significant Natural Habitat</i>	42
<i>Map 7. Floodplain</i>	44
<i>Map 8. Water Resources</i>	45
<i>Map 9. Stratified Drift</i>	48
<i>Map 10. Open Space and Recreation Resources</i>	50
<i>Map 11. PA490 Open Space Eligible Lands</i>	52
<i>Map 12. Land Cover (2010)</i>	70
<i>Map 13. Zoning</i>	71
<i>Map 14. Generalized Land Use Map</i>	72
<i>Map 15. Generalized Land Use - Higganum</i>	73
<i>Map 16. Generalized Land Use - Haddam Center</i>	74
<i>Map 17. Generalized Land Use - Tylerville</i>	75

# Appendices

<i>Appendix A - Baseline Report</i>	
<i>Appendix B - Public Participation Summary</i>	
<i>Appendix C - Affordable Housing Plan</i>	

# Introduction

## ***Vision Statement***

*The Town of Haddam is a distinctive place, comprised of its land with an abundance of natural resources, of the Connecticut River and tributaries, of its villages, and most importantly, of its people. Haddam strives to be a town that respects its history and is enriched by its heritage; invests wisely in its future; protects its natural resources and ensures they are well-used; sustains a healthy economy; and celebrates together as a community. Haddam is a good neighbor and recognizes that our shared future depends on communication and cooperative action with our fellow neighbor towns. Haddam residents today have access to history, nature, education and an excellent quality of life, and will carry the responsibility to make sure future generations have the same opportunities.*

## **What Is the POCD & What Is It For?**

Change in our community is inevitable, but it can be positive if properly managed. A good Plan of Conservation and Development (POCD) is used to plan for change, so that it shapes our community toward the way we want it to be. The alternative is being unprepared for change, letting it take us by surprise, and reacting to it. This plan assumes that we will provide the best community for everyone in Haddam if we work together to be proactive instead of reactive.

The POCD is one of our primary tools for proactively planning for Haddam's future. The plan is required by Connecticut General Statute, calling on communities to think about issues like land development, transportation, economic development, housing, environmental conservation, community facilities, and other issues that will affect everyone's future. It gives us an opportunity to put down in writing what we care about most as a community, what things might threaten that future, and a vision of what we want to protect and how we want to grow.

## **What are some things the POCD is used for?**

The **Town** uses it to . . .

- Help prioritize decisions
- Support funding and grant requests
- Justify investments in facilities and open space
- Place our decisions in historical context
- Be consistent with State-level plans

The **Board of Selectmen and Town Boards and Commissions** use it to . . .

- Serve as a strategic framework for decision making
- Justify regulatory decisions and investment of public funds

**Residents and Community Groups** use it to . . .

- Guide their volunteer activities so that everyone in Town is rowing in the same direction

The **State** uses it to . . .

- Learn about Haddam's priorities and respect them in State plans

***Everyone should use it as a reminder that Haddam is a great place and as inspiration to work together to make it even better!***

## Frequently Asked Questions

Depending on your interest, this document can be used in different ways. This section is a brief guide on how to read the POCD and find the information on particular issues.

*I love Haddam the way it is. Where do I find out what the Town is committed to protecting and preserving into the future?*

For that, take a look at **Section II: Haddam's Heart & Soul**. This section lays out the characteristics and features of Haddam that are at the core of the town's identity, and the things that residents have said they care about most.

*I have been an active civic booster for my neighborhood for years. Where can I find out how to use the POCD to keep improving my neighborhood?*

For information on specific areas in town, visit **Section III: The Places of Haddam**. Many Haddam residents strongly identify with their village centers or neighborhoods, and want to know how the POCD specifically addresses these places. This section looks at six geographic areas of Haddam and lays out issues, background information, goals, and strategies specific to each of them.

*I am an advocate for better bicycle facilities (or environmental protection, or access to parks, etc.) all across Haddam. Where can I find information on town-wide strategies?*

For specific issues that apply across all of Haddam, visit **Section IV: Connections**. This section lays out the strategies that connect and unite all of the places of Haddam, from transportation to energy use to town services.

*I'm generally supportive of the POCD strategies, but wonder how things actually get implemented. How does the town make sure that the POCD doesn't collect dust on a shelf?*

For that, visit **Section V: Implementation Framework and Action Agenda**. The Implementation Framework section is a new part of the POCD that lays out how the plan is officially used by Town staff, elected officials, and volunteer board members. It also sets standards for monitoring and reporting on plan implementation progress.

*I just want to quickly look up the actions that are supposed to be taking place in my village. Where can I find that without sorting through the entire POCD?*

For that, visit **Section V: Implementation Framework and Action Agenda**. The Action Agenda part of this section is a matrix of all the tactical actions to be taken to implement the POCD, when they are expected to happen, and who is responsible.

*Isn't the POCD supposed to be based on data and community input? I don't see that anywhere.*

These topics can be found in two separate appendices, in order to keep the main body of the POCD more concise.

# Heart & Soul of Haddam

There are places and features in Haddam that, if lost, would fundamentally change the character of the Town. During the development of this POCD, residents continually spoke of these community features as examples of what defines Haddam’s “character.” The strength of these places and features was so prevalent during public outreach efforts that it seemed important to present these at the outset of the POCD. Consequently, the issues associated with these pieces of Haddam will go beyond being mere focal points to the document, by actually serving to frame it.

## The Connecticut River

When people were asked what the defining characteristics of Haddam are, the number one answer by far was, “The Connecticut River,” or simply, “The River.” It cannot be overstated what a large role the River plays in shaping the town’s identity. Haddam is the only town along the river that has populations living on both its sides, making the river have a more significant impact on daily life than it does for neighboring riverfront cities and towns. Preserving Haddam’s identity as a riverfront town requires us to take action, both as a town and collectively as part of the region:

Protect the river’s environmental health. The Connecticut River is not just the heart of Haddam, but the heart of a region stretching across four states and an American Heritage River. It serves as a critical corridor of habitat for many different species of plants and animals, a source of recreation for locals and visitors alike, and an economic driver for the whole region. The Gateway Commission, a coalition of eight municipalities along the lower Connecticut River valley including Haddam, works to preserve the aesthetic and ecological natural beauty of the river valley for present and future generations.

Provide public access. The river’s cultural importance, and the amount that people care about it, is diminished when people cannot actually get to the river and enjoy it. The more people can see how closely the river is tied to Haddam, and the more people can physically enjoy it, the more people there will be to advocate for its health.

Promote the River as the heart of Haddam’s tourism economy. The Connecticut River is the future for the entire region’s eco-tourism economy, and will continue to be a major draw for tourists to Haddam. The town has the opportunity to jointly promote the region with neighboring cities and towns, and link the River with its other natural resources and history.



*Connecticut River*

## Historic Villages, Buildings, & Sites

Other elements of Haddam that are important to many residents include the town's village centers, Higganum, Tylerville, and Haddam Center, as well as historic buildings and sites throughout Haddam. These are the places where people from all over Haddam meet their neighbors, celebrate with one another, eat and drink together, and govern the town. Even people who don't live in the village centers identify with them and consider the businesses and historic buildings there to be a critical part of Haddam's fabric. Maintaining the identity and history of Haddam requires us to take action:

**Preserve historic buildings.** While most of Haddam's historic non-residential buildings are located within the three village centers, many historic village buildings have been lost over time and are neglected or vulnerable to demolition. To make sure that Haddam's villages continue to be special and unique places with a sense of history and place, it is critical to preserve the remaining historic buildings and public open spaces. It is equally important to support the owners of historic homes and sites outside the village centers that help define the character of more rural areas of town.

**Develop smartly.** There is a common sentiment among Haddam residents that their villages are not as "complete" as some of the more traditional New England villages in neighboring towns. Adaptive reuse of historic buildings, pedestrian friendly development, and the redevelopment of underutilized buildings over time can help give Higganum, Tylerville, and Haddam Center their own special takes on the traditional New England village. Such development has the added benefit of providing housing alternatives for aging seniors (a growing portion of the population) and young adults (a shrinking portion of the population, but one that needs to grow to maintain a vibrant community and economy).

**Invest in Infrastructure.** For small towns like Haddam, infrastructure is often one of the greatest needs to achieving village-style patterns of growth. Wastewater disposal and water supply are two examples of infrastructure investments that can mean the difference between creating a vibrant town center and simply maintaining a collection of small scale, vehicular oriented, shopping plazas. Roadways are also critical to consider, as revitalized villages often require considerable investment in sidewalks, signage, crossings, dark sky-friendly street lights, appropriate street trees, and other amenities.



*Brainerd Memorial Library*

## Small Town Character

Haddam residents appreciate the location and setting of the town. It is quiet and peaceful, and everyone knows or at least recognizes almost everyone in town. It is a safe community, and people look after one another. People support their local businesses and schools, are quick to volunteer their time, and care about community events like the Haddam Neck Fair and Concerts on the Green. Haddam is a good place for people to live throughout their lives: to raise children; to retire and enjoy growing old; and a place where children who grew up here have the opportunity to stay and contribute to the community.

**Maintain services.** While Haddam does not have the population size that would warrant major spending in public services, the community does depend on the services in place today. The local library, municipal government, resident state troopers, senior services, and public works are examples of critical services provided in the Town. The local school system stands out in the region, and represents perhaps the most important draw for new families into the community. New families are one of the most important resources for long term sustainability in bedroom communities like Haddam.

**Support community events.** Haddam Neck Fair and River Days are two examples of special events that create new relationships, bring old friends together, and foster community pride. Church-based events, events sponsored by the Historical Society, and special programs located at Brainerd Memorial Library are also great opportunities for residents to learn and celebrate together during the holidays or on other special occasions. The Haddam Land Trust hosts educational hikes, programs, and work parties at their preserves. Haddam needs to support these events with staffing and volunteers to keep them going.

**Create places to connect.** Outside of special community events, a small town like Haddam needs places that bring people together on a day-to-day basis. Haddam needs to establish or improve public spaces such as town greens, small plazas in the village centers, parks, etc. and the sidewalks and paths that connect them, so that residents have more opportunities to run into and socialize with their neighbors.



*Parade in Haddam*

## Forests, Farms, & Open Space

Haddam residents love the outdoors and appreciate the many state parks and forests; active farms; conservation lands; rivers, lakes, streams, and ponds; and opportunities for hiking, biking, fishing, and boating. These resources are easily accessible from anywhere in town, which is particularly special considering how close Haddam is to so many more populated areas.

A specific concern among residents is the remaining unprotected open space in Haddam Neck, including the forestland around the Connecticut Yankee site. This land and other parcels in Haddam Neck provide a unique opportunity to strengthen the Salmon River Watershed and expand the Silvia O. Conte Refuge. New development in Haddam Neck requires additional town services such as education and road maintenance and it is in the best interest of the town as a whole to conserve lands on the eastern side of the river. . Protecting open space is, of course, also a concern on the west side of the river. It should be noted that state forest and park lands are not technically permanently preserved. While unlikely, the state reserves the right to sell or develop its lands.

**Acquire open space.** Among State agencies, the Town, local land trusts and other conservation organizations, and conservation easements associated with subdivisions, Haddam has an excellent amount of conserved land. In fact, roughly one-third of Haddam's land area is in conservation. However, there are still a number of parcels in town that include sensitive land and water resources, or that connect existing conservation lands and would help link habitat corridors. Such areas should be prioritized for acquisition, and the Town can help enable local non-profit organizations such as the Haddam Land Trust to expand their conservation land holdings.

**Support local farming.** While much of the rural land in Haddam is hilly and steep, a good number of acres remain that are actively farmed or appropriate for farming. From flowers and pumpkins, to organic fruits and vegetables, to small livestock, horses, and ponies, local agricultural businesses are important to Haddam's economy, culture, landscapes, and history. Preservation of prime agricultural soils in Haddam remains paramount.

**Maintain and expand trails.** Haddam has over 50 miles of trails spanning 13 different trail networks. These trails help make Haddam's conservation lands more accessible to the public, boosting recreational opportunities while also nurturing more advocates for these beautiful places.



*Haddam Neck*

## Sensitive Environmental Resources

Finally, in addition to concerns about the Connecticut River, Haddam residents are concerned about protecting the health of other sensitive environmental areas such as wetlands, ponds, streams, and the surrounding unprotected forests and fields that serve as important corridors for wildlife habitat. If these places and resources are compromised, the whole community suffers. These areas provide natural protection from flooding, water pollution, and heat; improve local air quality; add to the character that attracts visitors to the area; and provide habitat for plants and animals. What's more, these benefits extend beyond Haddam and are a boon to the entire region, as natural resources do not heed political boundaries.

**Protect sensitive resources.** Haddam has many tools at its disposal to help protect these sensitive areas and habitats. It can use zoning to steer particular uses away from sensitive lands, and to set standards for development (stormwater management, erosion and sediment control, and so on). Its development review processes serve as a sentry to make sure that new development and redevelopment is located in a way that avoids sensitive lands and is built in a way that minimizes disruption to the environment. The CT Department of Energy and the Environment has a successful open space acquisition program that can contribute up to 60% of land acquisition for preservation.

**Acquire sensitive lands.** As noted above, there are a number of unprotected parcels in town that include sensitive land and water resources, or that connect existing conservation lands and would help link habitat corridors. Such areas should be prioritized for acquisition, and the Town should continue to assist local and regional conservation groups in making such purchases.



*Seven Falls State Park*

## **Haddam's Heart & Soul is what drives this plan!**

Respecting what residents value most in Haddam provides the context for this POCD and drives the Town's land use policies. As a community, we will continue to have healthy, productive, and civil debates about how we get there, but in very basic terms, Haddam will move into the future with the following over-arching principles:

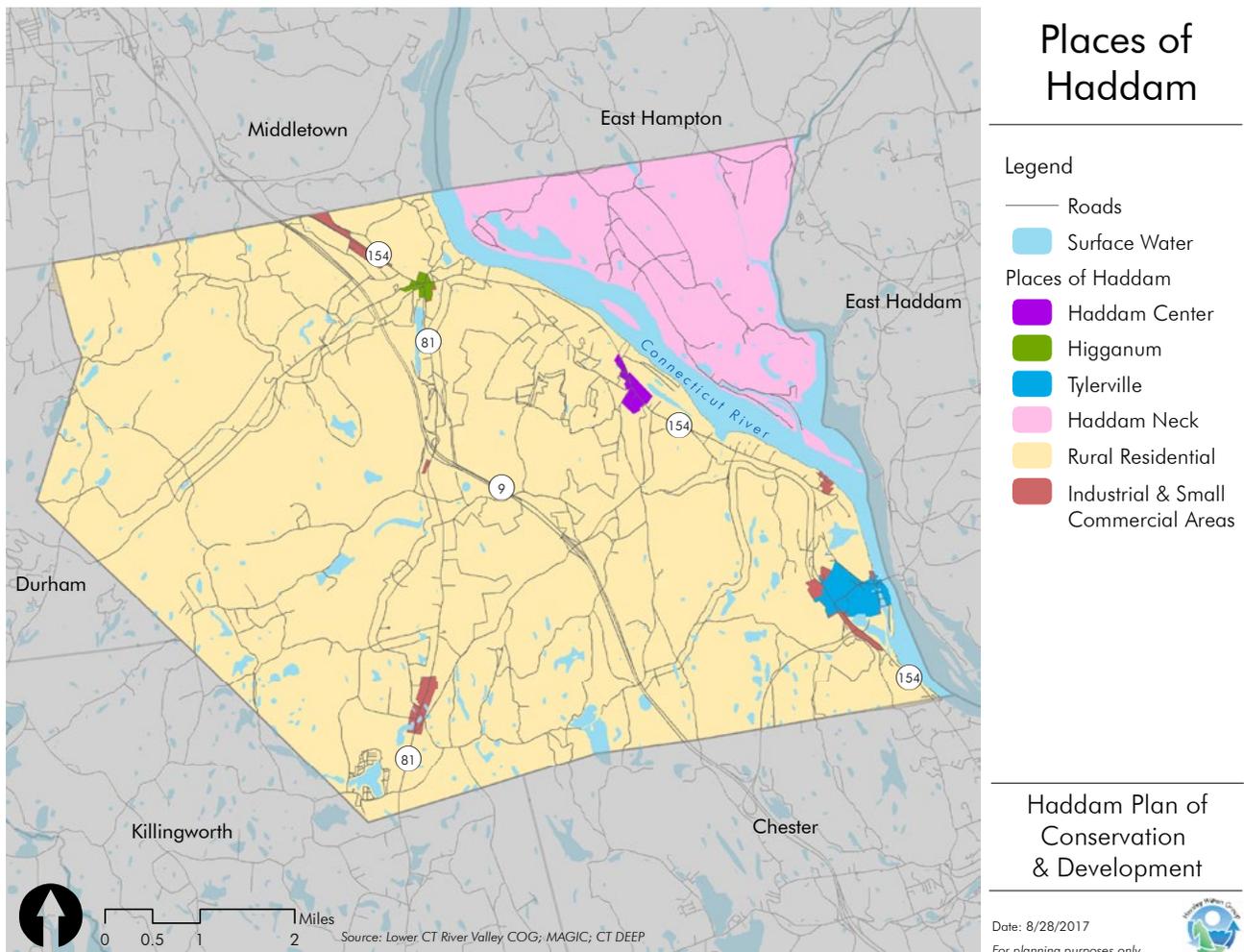
- Encourage new development, both commercial and residential, in the village centers to the degree possible.
- Invest in the most fiscally sound infrastructure options to support this development.
- Promote alternatives to typical single-family homes in these village areas, in order to support our aging residents and young adults.
- Continue to catalogue, preserve, and celebrate our historic buildings, sites, and landscapes.
- Encourage new proposed subdivisions to cluster in ways that will protect sensitive resources and connect them with other open spaces.
- Prioritize large, contiguous parcels of undeveloped land for conservation, as well as smaller parcels that help connect larger parcels into habitat corridors.
- Continue to protect the health and water quality of water bodies and wetlands by restricting or monitoring development where it will have a negative impact.
- Welcome modern, clean industrial and "maker" uses in designated areas of town.
- Aspire to use the arts and infrastructure investment to make great, distinctive places in Haddam that are beautiful and functional.
- Celebrate the Connecticut River as the symbol of Haddam, past, present and future.

# Places of Haddam

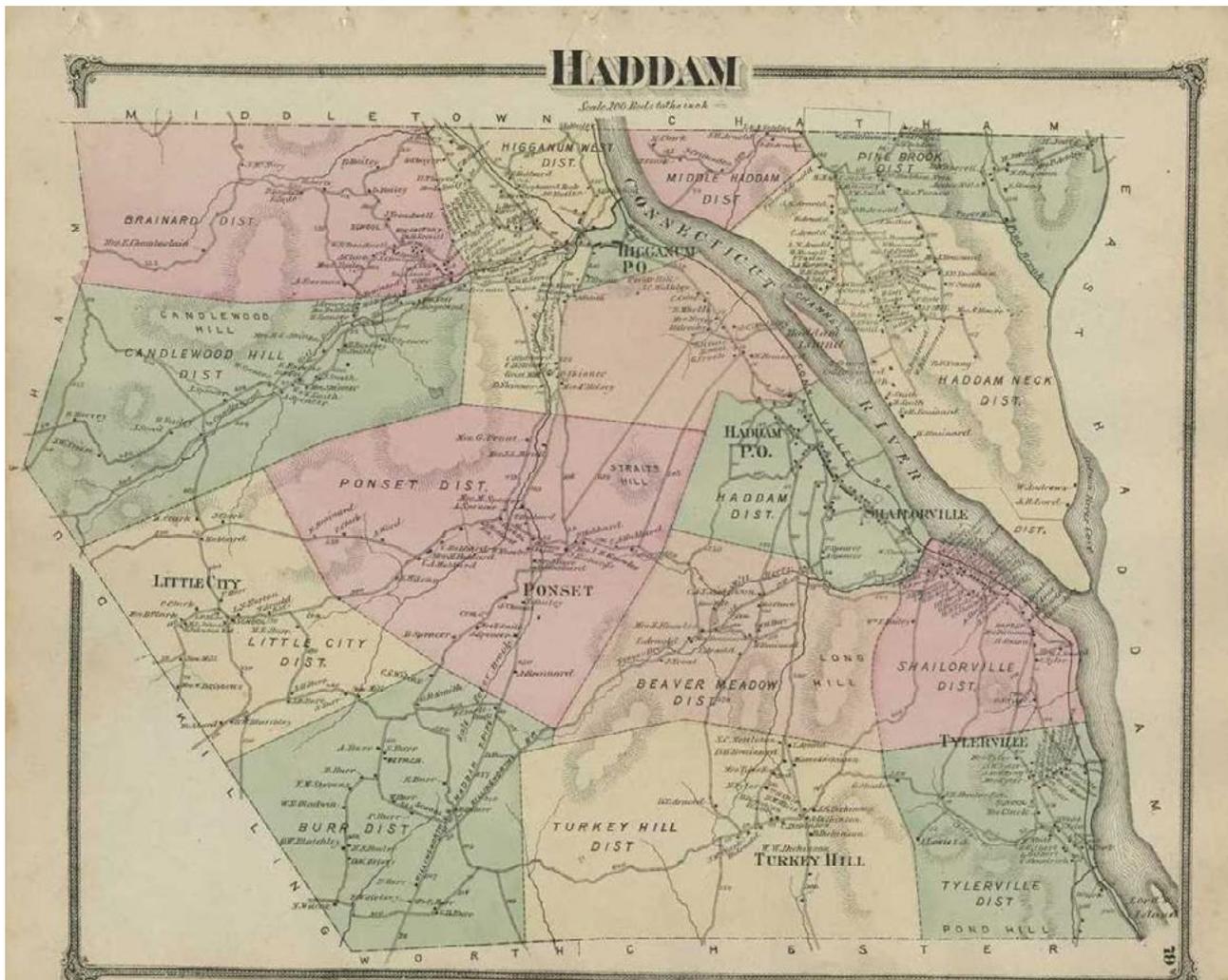
Community character is the essence of a town, derived from our recollections of visiting and experiencing a particular place. The character of a town is shaped by its landscape and by the sense of community arising from the many activities which take place within its boundaries.

Haddam's landscape is defined by its diversity of villages; its relationship to the Connecticut River and its valley; and its woodland and rural landscapes. While each of these places in Haddam is special, all of these places work collectively toward common town interests. This section explores the history and current conditions of the distinct places of Haddam, recognizing that each place has its own role to play in making Haddam a thriving, happy, and healthy town. For planning purposes, the town is divided into six geographic areas (Map 1):

- Haddam Center
- Higganum
- Tylerville
- Haddam Neck
- Rural Residential
- Industrial and Small Commercial Areas



Map 1. Places of Haddam



**1874 Map of Haddam's Neighborhoods and Districts**

Haddam today may be largely defined by the six types of places noted above, but historically the town was divided into many other distinct sections, including Shailorville, Ponset, Little City, and Turkey Hill. While these historic districts have less relevance to peoples' day-to-day lives today, it's important to remember what these places meant to residents in the past.

## Higganum

The community's vision for Higganum has been fairly consistent for the past 20 or more years and this POCD reinforces that vision, honoring all of the work that Town staff and residents have poured into Higganum. This work has been leading, step by step, to a Higganum that looks, feels, and functions more like the traditional New England villages enjoyed by some of Haddam's neighbors. This vision includes a place where people can easily walk to shops, restaurants, services, and surrounding parks and open space; have access to in-town job opportunities; and have access to more diverse housing options.

## Snapshot

### Historic Background

Higganum possesses an eclectic mix of historic architecture. Simple cottages, formal estate homes, and smaller historic homes can be found side by side. These residences are evidence of Higganum's history as a successful port and shipbuilding center in the 18th century, followed by the development of industrial

establishments when the shipping industry declined. Buildings that help to tell the story of commerce and industry in the village include the D & H Scovil Company buildings, the Higganum Grange and the Higganum Feed Store. Overall, Higganum has 71 historic buildings, which include the Higganum United Methodist Church and Higganum Congregational Church, both built during the 1800s. Higganum is also home to one of the largest and most historic cemeteries in Haddam, the Old Higganum Cemetery.



### Existing Land Use & Development Potential

Higganum Center is situated along the major crossroads of Route 154, Route 81, and Candlewood Hill Road, which serve to connect Middletown, Killingworth, Chester, and Durham. Higganum Center is primarily defined as a mix of commercial, mixed-use, public institutional and industrial land uses. This area contains a grocery store, restaurants, banks, hardware store, pharmacy, post office, gift shops, package stores, barbershop, dry cleaners, and other retail establishments making it the hub of commercial activity. It is also home to Higganum Cove, a former industrial site and brownfield that has been remediated and restored to showcase its historical and ecological significance. The residential areas adjacent to the commercial core of Higganum contain among the highest density of residential development in Haddam, and some of the best examples of colonial architecture in CT. Haddam has been working for many years to build on Higganum’s historic village pattern, and encourage development and redevelopment that makes the area a true center of activity for the town.



Land use in Higganum is governed by a special Village District in Haddam’s Zoning Regulations, which are reinforced by local Design Guidelines. The Village District exists to promote and preserve community assets and unique resources, and encourage denser commercial development consistent and in harmony with existing structures in the Higganum Center area. It is also meant to encourage the conservation, conversion, and preservation of existing buildings and uses in a manner that maintains or enhances the historic, natural, and community character of Higganum. New development and redevelopment activities should be consistent with village center architecture and promote denser commercial village land use patterns and a pedestrian friendly atmosphere. An Architectural Review Committee (ARC) was formed in 2014 to ensure that the design guidelines are being respected. The three members of the ARC conduct early review of buildings and site design in order to resolve potential conflicts and design problems early in the process, saving the applicant time and money.

Vibrant village development will become far easier to achieve with public water and sewer. These systems have received a considerable amount of planning and analysis on the part of the town over many years. This

## Redevelopment Opportunities in Higganum

**The D & H Scovil Company buildings:** The property could represent a major redevelopment opportunity in the heart of Higganum Center, appropriate for housing, commercial, small “maker spaces,” or a variety of other uses that would help enliven and strengthen Higganum. It is currently owned by the State of Connecticut and served for many years as a state Department of Transportation garage.

**The Haddam Department of Public Works office and garage:** The Town is exploring opportunities to relocate these important facilities, opening up this site for potential village-supporting development.

**The Rossi Property at 300 Saybrook Road:** This is a privately held parcel with a mix of commercial and industrial buildings that could be redeveloped.

**Outdated Structures & Infill Opportunities:** Some of the more modern and non-historically significant commercial buildings in Higganum may be reaching the end of their natural life spans. The Town could continue to partner with local commercial property owners to renovate or replace these buildings, and construct sensitive infill buildings, in a way that meets the Higganum Design Guidelines and contributes to the village’s walkability.

analysis has made the options for implementation fairly clear. At this point, the time has come for the town to invest in a sewer plan that will support business in the Village of Higganum.

### Housing Needs

Higganum presents a good location for different housing choices that will better meet the needs and desires of many senior citizens and young adults alike, including options for ownership, rental, market rate, and affordable. Potential village-style housing units include multi-family homes, cottages, and other alternatives to traditional single-family homes, because of its location within walking distance of basic goods and services. Haddam’s new Housing Opportunity District (HOD) is one tool that could be used to support such housing in Higganum. The HOD is a “floating zone” created in 2016 that allows for denser development if a percentage of the homes are deed-restricted as affordable. For a more complete description of these town-wide housing needs that Higganum can help absorb, see the Where We Live section.

### Businesses & Jobs

Higganum is one of two centers for commerce in Haddam. For long term economic viability, the town will continue to attract local business, markets, cultural attractions, and provide basic goods and services to support an excellent quality of life for residents. Commercial vacancies and other economic opportunities in Higganum should be more actively marketed by the Town and promoted to area business owners and developers.

Importantly, most Haddam residents are not interested in attracting “just any business” to Higganum. It is important that new businesses respect the history and identity of Higganum, meaning that a chain store with corporate architectural design that could be found anywhere is not appropriate for Higganum.

Rather, shops and services that fill local needs, or provide

products that have a sense of place, are more desirable. Businesses that support the eco-tourism industry, such as boating, fishing, hiking, and camping, are also appropriate for Higganum. It should be noted that the POCD by itself does not have the authority to dictate the types of businesses that may or may not locate

**Maker Spaces** are creative “do it yourself” spaces where people can gather to create, invent, and learn. They often have 3D printers, software, electronics, craft and hardware supplies and tools, and more. (OEDB.org)

in Higganum. However, this can serve as guidance for the Town as it chooses what types of businesses to actively market to.

While industrial activity has declined significantly in Higganum over the years, and heavy industrial uses are not desired within the village center, it is important to acknowledge that industrial activity has been redefined in the 21st century. The industrial remnants of an era gone by such as the Wire Factory and the Scovil Hoe buildings provide a unique opportunity for modern adaptive reuse. Many modern light industrial businesses have become cleaner, quieter, and more compatible with other uses. The Higganum Village District should consider low-impact light industrial uses – aka “Maker Spaces” – as a source for jobs, economic activity, and creativity in the future.

### Infrastructure & Community Facilities

Higganum is home to a number of public facilities (see inset below). However, as discussed above, public water and sewer must be addressed in order to reach the town’s vision of a vibrant village center in Higganum. The Town will continue to explore options for providing these utilities to Higganum in order to support more village style development. To date, the Town has done a great deal of research into evaluating the potential installation of public sewers in Higganum. It remains uncertain whether the Town would tie into a neighboring city or town’s sewer system or construct its own treatment facility. Installing sewers, including other innovative approaches such as package wastewater treatment systems, will enable existing businesses to expand and improve their uses and allow a wider variety of new commercial uses to locate in this part of Haddam. While the septic systems are not failing in Higganum at this time, it is important to note that most of Higganum lies within the floodplain. Some type of waste water treatment will benefit the water quality that discharges into the Connecticut River.

During community discussions for the POCD, it was noted that the dam at the Higganum Reservoir may have the potential to produce hydro-power. The Town may want to initiate discussions with the State about exploring this potential. The reservoir’s proximity to the center of Higganum could provide a steady source of renewable energy for the village and for the town.

### **Water Pollution Control Authorities (WPCA)**

Chapter 103 of the Connecticut General Statutes (CGS) “Municipal Sewerage Systems” gives municipalities the authority to establish a WPCA. WPCAs may prepare a water pollution control plan and define where sewers are to be located (and where they are not). Specifically, such plans may set the boundaries of: (1) Areas served by any municipal sewerage system; (2) areas where municipal sewerage facilities are planned and the schedule of design and construction anticipated or proposed; (3) areas where sewers are to be avoided; (4) areas served by any community sewerage system not owned by a municipality; (5) areas to be served by any proposed community sewerage system not owned by a municipality; (6) areas to be designated as decentralized wastewater management districts. Creating a WPCA and a water pollution control plan are among the first concrete steps Haddam must take to bring public water and/or sewer to Higganum and Tylerville.

### Getting Around

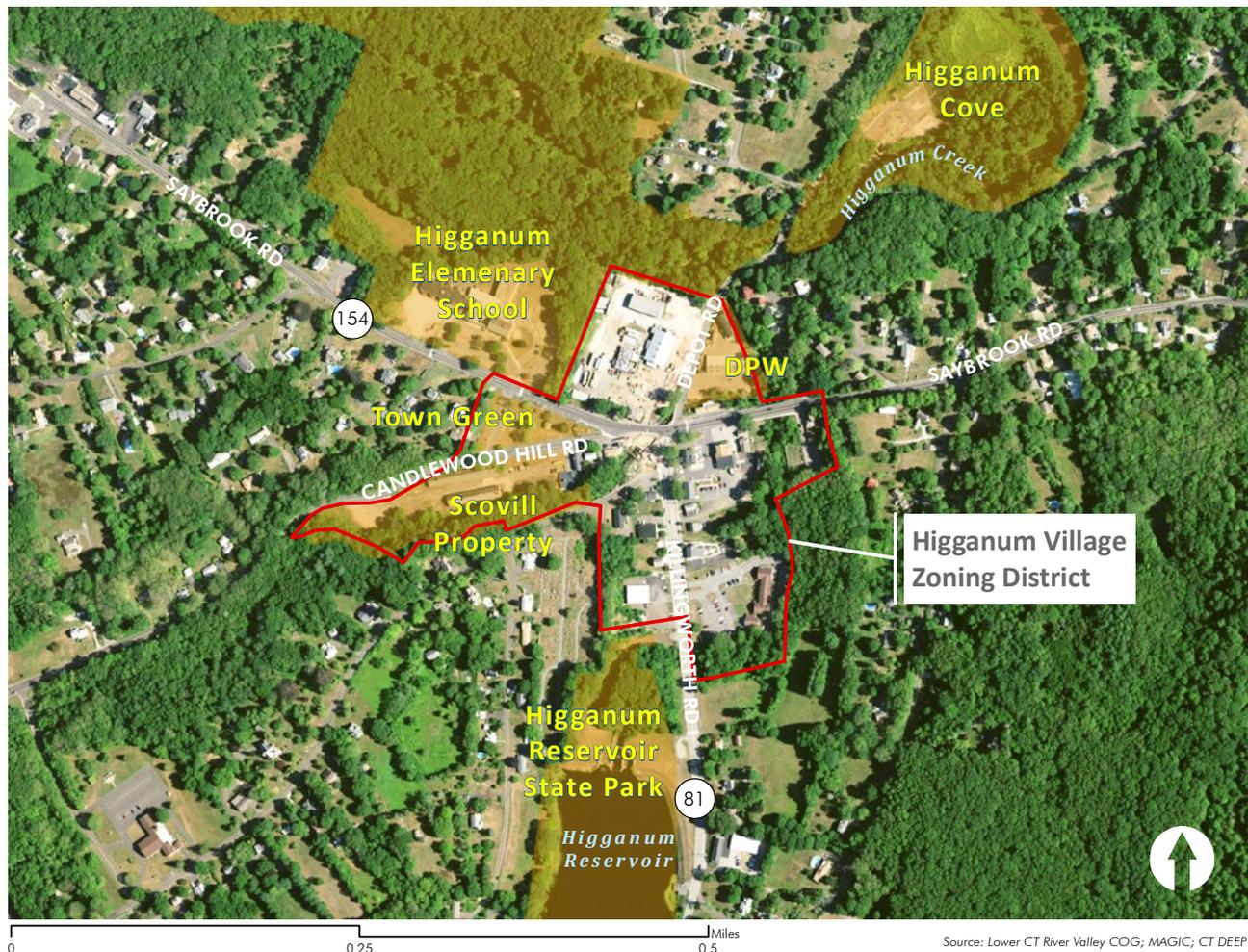
One of the greatest areas for improvement in Higganum is the circulation system. To achieve the vision so well articulated over the years for this village, the village core needs to be a safer environment for pedestrians and bicyclists. This would require a more complete sidewalk network, pedestrian and bicycle connections, traffic calming, signage, and other supportive design elements. The Town has already invested in some sidewalks in the village, as well as a major streetscape improvement project with a rebuilt bridge, new street lights, and more. By closing the gaps in the existing sidewalk network, and starting to build an on- and off-street bicycle system, the Town will help attract private development and improve access to the area’s resources, including Higganum Cove and Haddam Elementary School. Moving beyond the village core,

Higganum has several resources within walking distance that could be better connected. A well-conceived circulation system might include a clear and continuous path or trail (or series of paths and trails) stretching from the Higganum Reservoir, into the village, down to Higganum Cove, and out to the Connecticut River. Such a connection could include new paths or trails along the creeks surrounding Higganum. From a regional perspective, Higganum is connected to neighboring communities with bus service. The 9 Town Transit bus, now serving 12 communities in the Lower Connecticut River Valley, operates the Mid-Shore (#4) bus line that runs between Old Saybrook and Middletown. A stop is located in Higganum at the intersection of Routes 154 and 81. This bus runs once every two hours during business days. While currently of limited utility, given the infrequency of service, these buses are an option for Higganum commuters to reach Middletown or points south of Haddam, and can be better utilized.

### Natural & Recreation Resources

Considering that Higganum is the most populated area of Haddam, it is fortunate to have a number of great Natural & Recreation Resources within close proximity of the village center. However, pedestrian and bicycle linkages between these resources are incomplete or in poor condition, and need to be improved if more people are to access them from Higganum.

Located less than 1/3 mile from the center of Higganum Village, **Higganum Cove** is a former factory site and brownfield that has recently been remediated. According to the Higganum Cove Committee, the site is approximately 12 acres and downstream of the confluence of Candlewood Brook, Ponsett Brook, and Bible Rock Brook in Higganum, which forms Higganum Creek. The creek flows over natural waterfalls and man-



Map 2. Resources of Higganum

made dam and sluice way features before making its way through the Cove and ending at the Connecticut River. The Cove is home to significant fisheries resources, including a number of anadromous species that spawn in Higganum Creek. It also has abundant woody and herbaceous species of plants and trees, a variety of wildlife (including beaver), and a myriad of birds (songbirds, waterfowl, heron, American eagles).

Located about ¼ mile from the village center, **Higganum Reservoir State Park** is owned and operated by the State of Connecticut. The park offers visitors non-motorized car-top boating, fishing, and hiking. The dam at the reservoir is one of four State-owned dams in Haddam.



**Higganum Cove**

The triangular **town green** located between Candlewood Hill Road and Saybrook Road is a small but important green space in the middle of Higganum Village, with a gazebo, Higganum Union School memorial, and a veteran's memorial. It can be invested in to make it a more welcome and usable space.

**Haddam Elementary School** has a playground, play fields, and basketball courts that can be used by the community at large when school is not in session. In addition, Swan Hill behind Haddam Elementary School hosts popular trails with great views of the Connecticut River.

Higganum is surrounded by a series of **creeks** that could become a more useful part of the open space network if paths or trails were built alongside them.

## Summary of Key Issues

- ⇒ Higganum Center is a historic and symbolic focal point of the town, and future development and infrastructure investments need to maintain and improve the vitality of the village.
- ⇒ There is not a great deal of market demand for additional retail and commercial services in Haddam. In order to avoid sprawling commercial development elsewhere in town, Haddam should continue to encourage this demand to be met in Higganum Center. Concentrating commercial uses in Higganum Center can also help make the village area more walkable.
- ⇒ A lack of public water and sewer in Higganum makes it difficult for the Town to direct more business growth into the village and take advantage of redevelopment opportunities.
- ⇒ Higganum should be a focal area for encouraging smaller and more diverse housing options.
- ⇒ Higganum Center has a wealth of historic buildings. The Town has sought to protect these buildings, encourage their reuse and maintenance, and support development design guidelines that complement these historic buildings and contribute to a more walkable town center.
- ⇒ The design of Higganum Center does not promote walking. The fragmented sidewalk network contributes to congestion by encouraging people to drive from place to place who otherwise might prefer to walk. Many existing businesses still have parking to the front of the business which celebrates a vehicle centric development plan. The Town has made many improvements to balance the use of streets between pedestrians, bicycles, and motor vehicles, and intends to keep making these improvements.

- ⇒ Recent improvements notwithstanding, Higganum Center continues to lack a cohesive look or sense of arrival. Upgrading other streetscape amenities in this area, such as welcome signage, lighting, street trees, etc., will improve Higganum’s sense of place and its aesthetic to create a more attractive environment for local businesses.

## Goals & Strategies

### Goals

1. Enhance the visual appearance and economic vitality of Higganum.
2. Make Higganum a place where residents and visitors alike gather and meet.
3. Improve mobility within Higganum and connections between the center of Higganum and nearby destinations.

### Strategies

1. Review the existing studies and assessments of water supply and wastewater disposal options in Higganum to determine which solutions are feasible and financially prudent.
2. Continue to evaluate local regulations to ensure they are consistent with the local vision for Higganum.
3. Pursue the study of local and regional market conditions to determine the degree to which market forces align with the local vision for the village.
4. Encourage new commercial and sensitively scaled higher density residential development to occur in Higganum Center in order to reinforce the village as the center of town and to guide development of this type to where infrastructure is in place to support it.
5. Where possible, pursue efforts to protect the remaining open space surrounding Higganum and to preserve the historic settlement pattern of compact villages surrounded by open land by respecting the village boundaries.
6. Encourage continued actions that will enhance the cohesiveness and appearance of Higganum Center, such as signage, landscaping, dark sky-friendly lighting, and other village design features and improvements.
7. Continue to build and maintain sidewalk and bicycle infrastructure, and otherwise expand non-vehicular options to make it easier to get around Higganum, and between Higganum and nearby neighborhoods and natural, recreational, and historic assets.
8. Work with 9 Town Transit to make Higganum the Town’s transit hub.

# Tylerville

## Snapshot

Tylerville is a commercial center of Haddam and a gateway to the Town when arriving from the east and south. Many of the concepts discussed above for Higganum will apply equally to Tylerville, and are repeated below. However, these two areas have very different identities, and will continue to evolve in their own ways within this framework.

With its location on the Connecticut River and its proximity to major tourist draws, shops, and restaurants across the river in East Haddam, Tylerville has the potential to be a small commercial center for residents in the southern part of the town. It also has potential to be a place for visitors and tourists to shop, dine, and explore the area’s attractions, including the Essex Steam Train, RiverQuest boat excursions, Eagle Landing State Park, and many other recreational opportunities along the riverfront. Much like Higganum, the goal is for Tylerville to be more walkable, have a diversity of housing types, and a small base of locally and/or eco-tourism oriented businesses. It will be a place that preserves and reuses its remaining historic buildings, and guides new development and redevelopment of non-historic buildings to be less car-oriented.

## Historic Background

Tylerville was established on the west side of the Connecticut River by a prominent Haddam family. During the 1700s, Tylerville was a renowned shipbuilding village and served as an active seaport. When the Connecticut Valley Railroad began running in 1871, Tylerville opened the Goodspeed Station. Although the station was removed in 1932, the station’s freight house remained and now serves as the Goodspeed’s Station Country Store. Tylerville is home to Camp Bethel, a 55-acre campus that overlooks the Connecticut River, established in the 1800s. From 1890-1920 the tents that surrounded the chapel were replaced with Victorian style cottages. The site is still used as a private event space and campground today. The Shailerville/ Tylerville Cemetery was founded in 1759 and enlarged in 1897. This picturesque burial ground located on the east side of Saybrook Road at the intersection of Camp Bethel Road, is the resting place for many Shailer and Tyler ancestors. Tylerville has 46 historic buildings, including several buildings north of Tylerville proper in the Shailerville area.

## Existing Land Use & Development Potential

Tylerville Center is located at the junction of Routes 154 and 82, which serve to connect Haddam to East Haddam and Chester. The mixed-use nature of this center is reflected in the multiple zoning districts currently regulating the land, which includes Commercial (C-1), Industrial (IND), and Rural Residential (R-2A). This collection of districts includes a neighborhood shopping center, various retail shops, service stations, restaurants, gift shops, and an automotive repair shop. Tylerville and East Haddam function as one business area physically separated by the Connecticut River. The retail and convenience establishments of Haddam have a synergy with tourist-oriented establishments of East Haddam, and Bridge Road enjoys a robust traffic count.

## “Project Tylerville”

Until recently, Tylerville had not received the same level of planning attention given to Higganum. However, ongoing studies into Tylerville’s water contamination issue (discussed further below) and more recent studies into the village’s walkability, potential for “Complete Streets,” and its market opportunities and constraints have sparked the community’s imagination for the future.



*Business in Tylerville*

The Town of Haddam commissioned a Market Opportunities and Constraints study for Tylerville<sup>1</sup> that was completed and released in November 2016. This study maps out parcels that have the greatest potential for mixed-use infill development or redevelopment, as well as other housing opportunities, historic preservation priorities, and potential public open space. For many of these properties, access to water and wastewater facilities, whether public or private, will be needed for successful redevelopment. For others, the lingering concerns about groundwater contamination must be addressed. The implementation of the study recommendations depends upon these water issues being fully addressed by 2020.

### **Redevelopment Opportunities in Tylerville**

**Connecticut Department of Transportation** - CONNDOT has a large facility on the southern end of Tylerville. Should the Town ever be able to acquire the site from the State, it could serve as a major redevelopment parcel.

**Outdated Structures and Infill Opportunities** – Many car-oriented, non-historically significant commercial buildings within Tylerville are dated and of marginal quality. The Town should continue to partner with local commercial property owners to renovate or replace these buildings in a way that better contributes to the village’s walkability and sense of place, per the Market Opportunities and Constraints study. Further, several vacant commercial properties exist in Tylerville that should also be developed accordingly.

### **Housing Needs**

Already home to a large retirement facility, the Saybrook at Haddam, Tylerville is an ideal location for multi-family housing. Haddam’s new Housing Opportunity District (HOD) has been assigned to a parcel in Tylerville which would put additional residents within walking distance to shopping. The HOD is a “floating zone” created in 2016 that allows for denser development if a percentage of the homes are deed-restricted as affordable. Haddam has a significant lack of diversity in its housing options and Tylerville is showing it could be a viable opportunity for a mixed-use community, where new housing and businesses could support each other, and offer additional choices that could better meet the needs of many senior citizens and young adults.

Tylerville today primarily consists of commercial buildings. Consequently, there are relatively few local residents who are able to easily walk there from home. Adding the types of housing discussed above and making sure that there are walkable connections between homes and businesses will help boost the customer base and viability of locally serving businesses in Tylerville, which in turn helps to maintain these shops and services for everyone in town.

### **Businesses & Jobs**

Tylerville will continue to be a center for commerce and jobs in Haddam. For the same reasons discussed with Higganum, the town should continue to improve the environment for local businesses, cultural attractions, and tourism, and actively market economic opportunities in Tylerville. Also as in Higganum, the types of new businesses most desired in Tylerville will be small, locally owned, and oriented toward local needs, or provide products that have a sense of place.

Specific to Tylerville, there are many culinary-oriented businesses in the area related to production and preparation of food and drink, including a brewery, two caterers, a bakery, and a specialty tea producer. These businesses could be a great resource for the future identity of the village and may serve to create a small industry cluster within the village. Zoning for Tylerville should continue to allow such businesses, as

<sup>1</sup> A copy of the study can be found on the Town website: <https://www.haddam.org/sites/haddamct/files/uploads/finalmarketstudytylerville.pdf>.

well as low-impact light industrial uses – aka “Maker Spaces” – that may accommodate complementary light production of durable goods over time.

### Infrastructure & Community Facilities

As is true in Higganum, public water and sewer must be addressed in order to reach the town’s vision of a vibrant village center in Tylerville. The Town will continue to explore options for providing these utilities to Tylerville in order to support more village style development. (See the call out box titled “Water Pollution Control Authorities” in the Higganum section above.)

One issue of particular note in Tylerville is water quality. Eighteen wells in the Tylerville area are known to be contaminated with TCE, or trichloroethylene, a widely used degreasing agent that is now banned because of health risks. The area has also tested positive for other volatile organic compounds (VOCs) and naturally occurring arsenic. Geologists have sunk nearly 100 test wells to track the plume of contamination that extends easterly from Route 154 to the Connecticut River, an area of about 250 acres. The Town is partnering with State agencies including Department of Energy and Environmental Protection (DEEP) and Department of Public Health (DPH) to provide a permanent solution for area residents and businesses. Addressing these contaminated wells will be a critical task before much redevelopment can be accomplished.

There are no local community facilities in the area.

### Getting Around

Vehicular traffic in Tylerville can be congested, with vehicle counts along Bridge Road (Rte 82) among the highest in Haddam. Congestion is also worsened by the number of curb cuts along Saybrook Road and Bridge Road, and the many left turns that drivers must make to get from one parking lot to another. The fragmented sidewalk network contributes to congestion by encouraging people to drive from place to place rather than park once and walk. Connecting the existing sidewalks becomes difficult due to a narrow right of way along some of Tylerville’s roads.

The Town has already invested in some sidewalk development in Tylerville, but the network is incomplete. By closing the gaps in the existing sidewalk network, and thinking more about “complete streets” that balance the needs of drivers, bicyclists, and pedestrians, the Town may help attract private development and improve access to the area’s resources, including Eagle Landing State Park. The Tylerville Market Opportunities and Constraints study lays out a series of concepts to address these connectivity and mobility issues in Tylerville. One recommendation is a new street design in the village that is more bicycle and pedestrian friendly. The Town also completed a street audit with CT DOT as part of the Community Connectivity program in 2016.



*“Swing” Bridge between Haddam and East Haddam*

This study advocated for sidewalks along the total extent of Bridge Road and across the Swing Bridge to East Haddam. On top of sidewalks, clearly striped, signed, and lighted crosswalks are needed to get people safely from one side of the street to the other, and reinforce the village feel of the area.

One very significant issue is the lack of pedestrian and bicycle access approaching and crossing the Haddam/ East Haddam (or “swing”) Bridge. Many residents, as well as tourists and artists visiting the Goodspeed Opera House in East Haddam, have no safe way to cross the Connecticut River except by car. Despite its narrowness and the lack of sidewalks across the bridge, pedestrians still cross from East Haddam into Tylerville, which can be very dangerous.

### Natural & Recreation Resources

A number of Haddam’s best natural resources and associated amenities are nearby the center of Tylerville.

**Eagle Landing State Park** includes meadowlands, a large parking lot, and boat launches. Seasonally, local boat tours along the Connecticut River are available. It is also sometimes the end point of the Essex Steam train, a potential source of tourism in the future. However, State restrictions on allowable uses at this park have dampened its potential. The site could support additional natural, cultural, and educational resources such as a nature or history center, or public event venue, if these restrictions could be renegotiated with the state.

**Overlook Park and Clark Creek Preserve** are both underutilized public open spaces that have the potential to better serve the community. Overlook Park is located next to Andrews Marina and Clark Creek Preserve next to Eagle Landing.



Map 3. Resources of Tylerville

**Andrews Marina** is a private marina featuring slips for boats and a park-like setting on the water with a lawn, picnic tables, and grills.

**Saraceno Preserve Trail** offers a ¾ mile loop in the woods adjacent to Tylerville on the west side of Saybrook Road. Owned by the Haddam Land Trust, this property offers scenic views.

**Additional lands** west of Saybrook Road at the intersection with Bridge Road have the potential to be utilized in the future for a public park. Located on a steep incline, the area would provide for good hiking and excellent views down on to Tylerville and across the Connecticut River. However, trail design would need to be done in a manner as to minimize erosion and help mitigate the abundant invasive plant species on the site.



*RiverQuest docked at Eagle Landing State Park*

While not located in Tylerville, attractions such as Gillette Castle, the Goodspeed Opera House, and East Haddam restaurants and shops are just across the river, and would be within walking distance if pedestrian and/or bicycle facilities were installed across the bridge.

## Summary of Key Issues

- ⇒ Tylerville is a historic and symbolic focal point of the town, and future development and infrastructure investments need to maintain and improve the vitality of the village.
- ⇒ Haddam has limited market demand for additional retail and other commercial services, and should continue to encourage this demand to be met in Tylerville in order to contribute to a more walkable environment, take better advantage of tourist activity in East Haddam, and avoid sprawling commercial development elsewhere in town.
- ⇒ A lack of public water and sewer makes it difficult for the Town to direct more business growth here and away from the smaller commercial areas.
- ⇒ Many homes in Tylerville have had to deal with contaminated groundwater for many years. Providing safe drinking water for everyone in Tylerville is imperative for a healthy, thriving village.
- ⇒ The continued lack of resolution of this groundwater contamination is also harmful for Haddam's economy, sending a message of uncertainty and diminishing confidence in the town's ability to manage its problems.
- ⇒ Undeveloped land surrounding the core of Tylerville will likely continue to be a focus of market demand for residential uses. The Town has actively encouraged residential alternatives to large-lot single-family homes (apartments, senior and assisted living, and so on) to locate in and near Tylerville.
- ⇒ Tylerville has several historic buildings, many of which are not protected and at risk of being torn down or significantly altered. The Town has sought to protect such buildings through a demolition delay ordinance passed in 2015, but even this does not guarantee preservation in cases where an alternative to demolition is not found within the period of delay.
- ⇒ In general, Tylerville continues to need a better and more complete sidewalk network, pedestrian and bicycle connections, traffic configuration, signage, etc. Tylerville needs to be a safer environment for pedestrians and bicyclists.

- ⇒ Tylerville today lacks a cohesive look or “visual sense of place.” Upgrading other public infrastructure in this area, including welcome signage, lighting, street trees, etc., is needed to improve Tylerville’s presence, its identity as a gateway, and the environment for local businesses.
- ⇒ Tylerville is a relatively large area with different character from place to place. Future zoning amendments will need to consider specific nodes for walkability, traffic improvements, public space, tourism and recreation, housing alternatives, shopping, etc., rather than planning for all of these things everywhere in Tylerville.
- ⇒ The land around the market and liquor store at 95 Bridge Road has organically grown to be a gathering space for holiday decorations and community announcements. This space should be supported as (privately owned) community space and the Town should encourage the location of other public areas for meetings, recreation, and gathering in Tylerville.

## Goals & Strategies

### Goals

1. Capitalize on Tylerville’s existing commercial nature and close proximity to cultural and recreational attractions to foster economic development in the village center.
2. Enhance the visual appearance and economic vitality of Tylerville.
3. Improve mobility within Tylerville and connections between Tylerville and nearby destinations.

### Strategies

1. Encourage the development of commercial uses that complement and capitalize on the presence of the Connecticut River, the Essex Steam Train, the Goodspeed Opera House, and other nearby attractions.
2. Focus on developing a partnership with the State Department of Transportation for redeveloping its large facility on the southern end of Tylerville, should the state cease to use the DOT garage on the property.
3. Work with East Haddam on creating economic development initiatives that are “win-win” for the Tylerville/Goodspeed area, including capitalizing on the existing food and beverage oriented businesses in Tylerville.
4. Encourage new commercial and sensitively scaled higher density residential development to occur in Tylerville in order to reinforce this area as a significant town center. Levels of development that require public water and sewer should not be allowed until such infrastructure is operational.
5. Where possible, pursue efforts to protect the remaining open space surrounding Tylerville and to preserve the historic settlement pattern of compact villages surrounded by open land.
6. Continue to negotiate with the State of Connecticut on future uses at Eagle Landing State Park that are more conducive to local tourism and community events.
7. Encourage continued actions that will enhance the cohesiveness and appearance of Tylerville Center, such as signage, landscaping, dark sky-friendly lighting, and other village design features and improvements.
8. Continue to build and maintain sidewalk and bicycle infrastructure, improve multi-modal transit access, and otherwise expand non-private vehicular options to make it easier to get around Tylerville, and between Tylerville and nearby neighborhoods and natural, recreational, and historic assets, including non-vehicular access across the swing bridge to East Haddam.

## Haddam Center

### Snapshot

Haddam Center encompasses the area along Route 154 roughly abutting Haddam Meadows State Park. It grew as the commercial and institutional center of town, so much so that the Town Office Building and library were established there. Today, Haddam Center continues to serve as the Town's main civic center. Town offices and services will be maintained there, and the Town will continue working to preserve its many historic buildings and viewsheds. Sensitive, small-scale infill development with uses that complement Haddam Center's historic character may be appropriate in the future.

### Historic Background

The **Haddam Center Historic District** is listed in the National Register of Historic Places. It contains Haddam's first burial ground and a number of well-preserved 18th and 19th century houses, including the **James Hazelton House**, which is also listed in the National Register of Historic Places. The **Thankful Arnold House**, located on Hayden Hill Road, is home to the Haddam Historical Society, including a museum and an extensive trove of historical documents and artifacts. It is also a stop on the **statewide women's trail and the state historic garden tour**. When Haddam became a regional center during the late 19th Century, the county jailhouse and orphanage were also located in Haddam Center. Haddam, as a "half-shire" town, shared courthouse responsibilities with Middletown from 1785 until the 1890s. The courthouse, located on the Haddam Green, burned in 1929. The granite jailhouse was converted to the Correctional Facility for the State of Connecticut, later to be renamed the Connecticut Justice Academy. The building was constructed in three phases in 1845, 1855, and 1874, and was used as a jailhouse until 1969. Thirty Mile Island Plantation Cemetery is the oldest burial ground in Haddam with the earliest remaining stone dating from 1711. (Earlier unmarked graves may be located within the burial ground.) Many of Haddam's early and prominent residents are buried here including original proprietor Daniel Brainerd and the Widow Thankful Arnold.



**Thankful Arnold House**

Meeting House Green is a small green located at the intersection of Russell, Meetinghouse, and Walkley Hill Roads, and is named after the town's third Meetinghouse, which was erected just to the north circa 1771. Today, the green is the focal point of a well-preserved historic neighborhood and a tangible link to the town's past.

### Existing Land Use & Development Potential

Haddam Center today is dominated by several institutional uses including many of the Town's office buildings, the Senior Center, the Brainerd Library, and the University of Connecticut Extension Center. With the exception of a handful of commercial establishments on the outskirts of Haddam Center and the First Congregational Church, the rest of the Center's development is residential, including a number of well-preserved historic homes.

By and large, new residential development is not desirable for Haddam Center. There are a handful of lots that may be developed or redeveloped with infill single-family homes over time. As residential development

## Jail House Redevelopment

The old Jail House at the corner of Saybrook Road and Jail Hill Road is an opportunity for strategic commercial reuse of an historic building in Haddam Center. The historic jail, vacant for many decades, is the focus of a grant provided by the CT DECD 2015 Brownfield Assessment program for the “redevelopment of historically significant brownfield sites.” A team of consultants, led by Fuss and O’Neill, is assessing the structure and making recommendations for its remediation and reuse. The Market Opportunities & Constraints report prepared for Tylerville in 2016 included an appendix with a brief market analysis for the jail, which suggested that a restaurant might be the most feasible use for the rehabilitated building.



occurs, homes should be sensitively designed and small in scale in order to enhance the existing historic context of the village. New commercial development is also not desirable, though there is an opportunity for commercial development through the reuse of the existing jailhouse building, which could complement the existing civic uses and proximity to Haddam Meadows.

### Housing Needs

Housing in the heart of Haddam Center is largely made up of historic single-family houses, many built in the 18th or 19th centuries. More modern 20th century homes have been built along the side streets fanning out to the west of Haddam Center. As Haddam Center is unlikely to attract much commercial development in the future, it is a less appropriate location for alternative housing choices than Higganum or Tylerville. However, smaller, historically-sensitive homes may be appropriate infill development on existing lots under current zoning regulations. With resources such as the Library, Senior Center, and Town Office Building it would also be a good location for small scale senior housing.

### Businesses & Jobs

Haddam Center will continue to be the core of municipal government employment in town, and other jobs in the area will remain largely in local, state, and federal institutions such as the library, University of Connecticut, and the U.S. Postal Service. With the exception of some limited new commercial activity, such as that being explored at the old jail house, it is not expected that new businesses or non-civic jobs will be added in Haddam Center. However, the jail house redevelopment may require a targeted zoning change to allow for commercial use there.

### Infrastructure & Community Facilities

While Haddam Center is not intended to be as developed as Higganum or Tylerville, its role as a civic center means it will continue to attract people from all over town.

## Haddam Center Public Facilities

The **Old Town Office Hall** is now located in what was once the Brainerd Academy building. This building, constructed in 1839, became home to the Town Office Building in 1929 after the previous building burned down. Additional Town offices are located in a more modern Town Office Building across the street from the former Brainerd Academy, and in a building behind the old Jail along Jail House Road.

The **Haddam Senior Center**, located on Saybrook Road, is an important resource for Haddam's older population. The Center offers lunch daily, as well as activities such as Tai Chi, dance therapy, meditation, lectures, and more. The town's senior citizen busing program operates a 16-seat bus that provides on-call transportation services for seniors, as well as organized group trips for shopping and other activities.

The Haddam Library Association was founded in 1896, and the **Brainerd Memorial Library** was built from 1906 - 1908. The library remains one of Haddam's finest buildings and is one of the Town's most heavily utilized public resources. Although an addition to the facility was completed in the mid-1990s, shelving space is currently at a premium. The general lack of parking at the library, as well as safe alternatives for walking or biking there, is limiting the potential development of new programs and services, as well as utilization of the existing space.

University of Connecticut **Middlesex County Extension Center**, the former County orphanage, is a tremendous resource for Haddam and surrounding towns. As part of the University's College of Agriculture, Health, and Natural Resources, the Extension system works to ensure a sustainable global future through research, teaching, and public engagement utilizing agricultural, health, and environmental sciences. The Middlesex County center offers classes for adults and youth alike, with an emphasis on horticulture, forestry, natural resources, geospatial technologies, land use, and 4H activities.

## Getting Around

Speeding is perhaps the most pressing transportation concern in Haddam Center. As a state road, the speed limit on Saybrook Road (Rte 154) is controlled by the State of Connecticut. Haddam has been unsuccessful to date in lobbying the state to reduce the speed limit on Saybrook Road as it crosses through its village centers. These efforts should continue, as well as advocating for traffic calming along the corridor through Haddam Center, and better crosswalk facilities at strategic points between frequently used resources such as the Senior Center and the library.

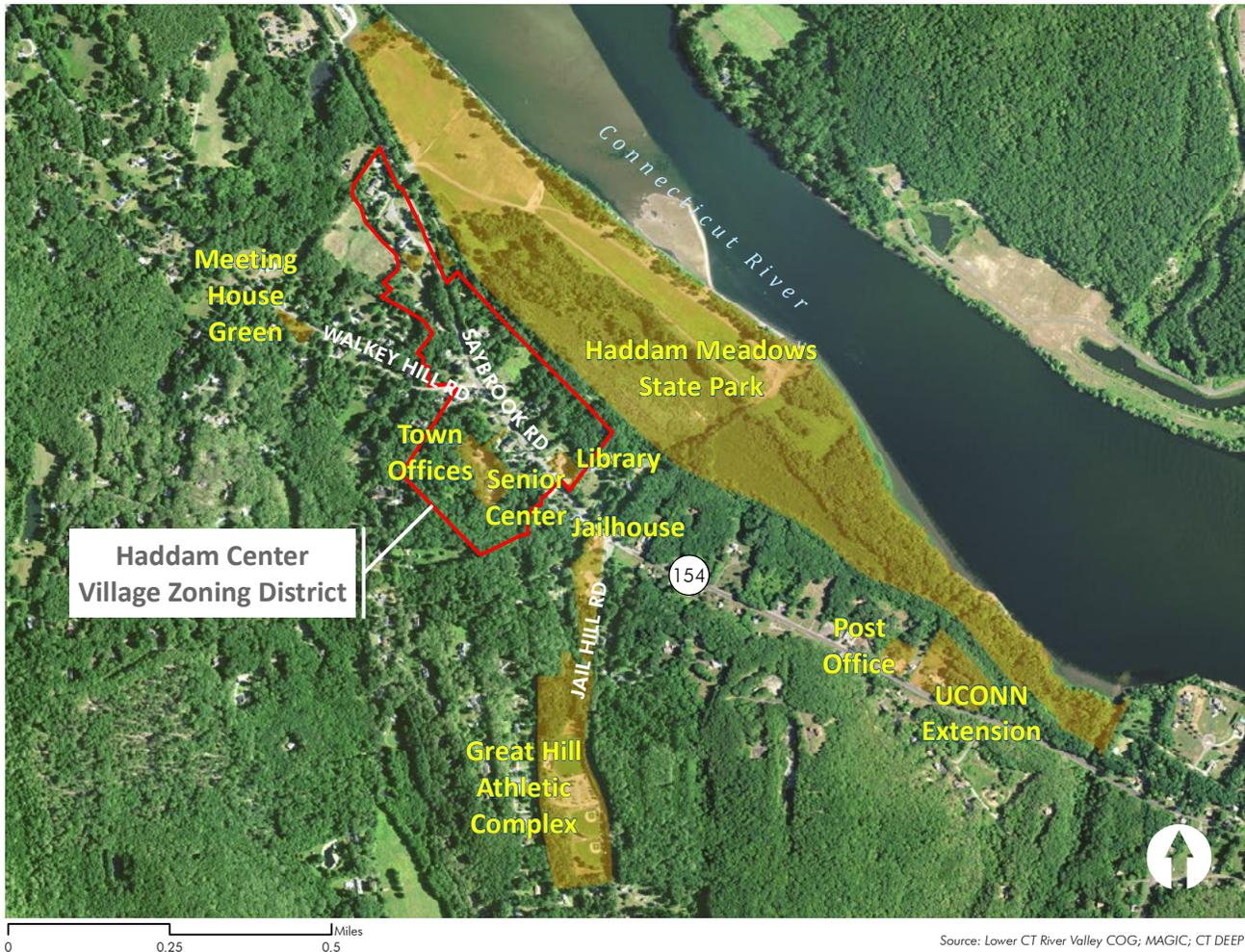
Currently, Haddam Center has a sidewalk on the eastern side of Saybrook Road, that runs from Walkley Hill Road down to the University of Connecticut Middlesex County Extension Center. While this sidewalk makes many helpful connections, much of it is in poor condition and needs to be repaired. Further, there are no sidewalks on the western side of the street, home to the town offices, the senior center, the old jail, and historic resources like the Thankful Arnold House.

## Natural & Recreation Resources

Haddam Center is near a great number of natural and recreational resources, most notably the following (Map 4):

**Haddam Meadows State Park** offers a wide open space and a beautiful stretch of open space right on the Connecticut River. Facilities include a boat launch and picnic tables, as well as hiking trails. The park hosts many town events including Little League games and Haddam River Days. Anecdotally, this is among Haddam residents' most favorite State parks in town. The park's access across from Jail Hill Road could be improved to allow for convenient pedestrian and bicycle access.

**Great Hill Athletic Complex** is the largest of the Town’s recreation facilities that is not associated with a school. It has two baseball fields, a soccer field, a playground, and a parking lot. While located just a half mile from the middle of Haddam Center, there are no sidewalks connecting it there, meaning most people arrive by car.



**Map 4. Resources of Haddam Center**

## Summary of Key Issues

- ⇒ Haddam Center is the civic heart of Haddam and will continue to be the primary place where residents do business with the Town and take advantage of Town services.
- ⇒ Haddam Center needs to be able to accommodate the number of residents who use town services there, including making it easier and safer to walk or ride a bicycle within the area, and have sufficient shared public parking.
- ⇒ Haddam Center has a high concentration of the Town’s historic buildings, cemeteries, and landscapes, and any redevelopment or limited infill development here should honor that history.

## Goals & Strategies

### Goals

1. Enhance Haddam Center as an efficient and effective center of civic life in Haddam.
2. Preserve and respect the historic buildings, landscapes, and viewsheds of Haddam Center.

3. Improve connections between the various public institutions, natural, historic, and recreational resources in and around Haddam Center.

### Strategies

1. Encourage a limited amount of new civic development to occur in Haddam Center in order to reinforce this village as the center of civic activity in Haddam.
2. Encourage new civic buildings and renovation of existing buildings to respect the historic architecture, landscapes, and viewsheds of Haddam Center.
3. Explore design and management options that would make the streets of Haddam Center friendlier and safer for walking and biking, including the repair and expansion of the sidewalk network.
4. Continue to advocate for lower traffic speeds and traffic calming along Saybrook Road (Rte 154) in Haddam Center, including more obvious crosswalks to make it safer for people of all ages and abilities to cross Saybrook Road.

## Haddam Neck

### Snapshot

Haddam Neck lies to the east of the Connecticut River and has the distinction of being separated from the rest of Haddam by the Connecticut River (making Haddam the only municipality in CT with populated areas on both sides of that river). There are no direct overland connections between Haddam Neck and the rest of Town. One must cross the swing bridge between Haddam and East Haddam, or the Arigoni Bridge between Middletown and Portland. Consequently, the distinct identity developed by residents of Haddam Neck since the 18th century has persisted to the present day.

Much of the remaining unprotected sensitive lands, such as wetlands and contiguous tracts of forestland, in Haddam Neck should be conserved. The 540 acres known as the Connecticut Yankee property is an excellent example of a conservation opportunity that could be supported through State and Federal partnerships. New development will likely remain very limited in Haddam Neck, mostly consisting of infill or replacement homes. The Town is interested in seeking ways to sustain and celebrate the area's natural resources, as well as the Haddam Neck Grange Hall and Fairgrounds, for generations to come.



*Haddam Neck*

### Historic Background

As a result of its physical separation from the rest of town, Haddam Neck residents established their own congregational church in 1774. In 1873, after having built two earlier church buildings, residents of Haddam Neck constructed the current **Haddam Neck Congregational Church** on a bluff overlooking the Connecticut River. The Gothic Revival-style church is still used today. The parish house also has historical significance, as it is the original **Haddam Neck Schoolhouse** built in 1822. In 1916, it was moved to its present location next to the congregational church and continued to be used as a schoolhouse until 1925. The historic buildings

noted above, along with many others, serve as evidence of the area's rich history. Haddam Neck is also notable for the town's first granite quarry, opened in 1762 and the source of construction material for many public buildings in Haddam, as well as the nation's first feldspar quarry, opened in the mid-19th century. The **Old Rock Landing Cemetery** is located along the east side of Rock Landing Road. Laid out in 1717, this cemetery is the resting place of Haddam Neck's earliest settlers including Brainerds, Arnolds, Clarks and Brooks. The **New Rock Landing Cemetery** located across the road was laid out in 1829 and is still in use.

### Existing Land Use & Development Potential

Development in Haddam Neck is almost exclusively residential and agricultural, with mostly single-family homes on large lots. A great deal of land in Haddam Neck is permanently conserved or otherwise protected. The handful of non-residential developments in Haddam Neck includes churches, the fairgrounds, the Haddam Neck Fire Department, Eversource Utilities and, of course, the remains of the Connecticut Yankee power plant. Currently, a portion of the Connecticut Yankee site is zoned for industrial uses, and, while decommissioned, is still a major part of the landscape of Haddam Neck. The site has been declared completely clean with the exception of the above ground nuclear waste that is still stored there. Until a repository is found for this waste, not much can happen at the site. There is only one structure left – a bunker built to protect people in the event of an explosion. The site is between the Connecticut and Salmon rivers, and has high ecological value. Over time, the redundant power lines from Connecticut Yankee are being removed, and the site of the reactor is now landscaped and slowly becoming more natural.

Development potential in Haddam Neck is very limited, and should remain as such.

### Housing Needs

Housing in Haddam Neck is largely made up of historic single-family houses, many built in the 18th or 19th centuries, with more modern 20th and 21st century homes filling in along the existing road network over the decades. Residential subdivisions of more than two or three parcels are rare. As Haddam Neck has virtually no commercial development and is unlikely to in the future, it is not a priority location for alternative housing types.

### Businesses & Jobs

Haddam Neck is home to only a handful jobs, including staff at local churches, and people who work from home. Haddam does not intend to attract jobs and businesses to Haddam Neck, unless directly related to eco-tourism, agriculture, or other low-impact businesses that take advantage of the area's natural beauty and recreational opportunities. Home-based businesses with a low impact on neighborhood traffic and noise are likely to be the largest source of job growth in Haddam Neck.

### Haddam Neck Public Facilities

The **Haddam Volunteer Fire Department** is really the only community facility in Haddam Neck. The Department presently operates out of a fire station located on Rock Landing Road. In addition to standard firefighting capabilities, the department provides emergency medical service, vehicle rescue and search and rescue services for the Haddam Neck area. The department also provides specialized firefighting services for the Connecticut Yankee site.

Unlike the rest of Haddam, emergency ambulance service is provided to Haddam Neck by the **East Hampton Ambulance Association**.

## Infrastructure & Community Facilities

Given its low population density and lack of commerce, Haddam Neck's need for infrastructure is limited to public roadway maintenance. Sidewalks are generally not desired by residents, though walking and biking trails connecting residents to the area's publicly accessible parks and conservation land may be considered over time. Public sewer and water connection are not a priority for this area.

## Getting Around

Driving is the primary means of getting around Haddam Neck for virtually all residents, and that is likely to remain the case for the foreseeable future. Walking and biking are options for recreation, but not for getting from place to place. Bicyclists have long used Rte 151 as a bicycle route into Haddam Neck from East Haddam, making a loop through the middle of Haddam Neck before heading back up to Rte 151 and on into East Hampton.

## Natural & Recreation Resources

Haddam Neck includes some of Haddam's most beautiful and well preserved natural landscapes and a cultural gathering spot.

Haddam Neck is home to the **Haddam Neck Grange Hall and Fairgrounds**, site of the annual Haddam Neck Fair held each September. The Grange Hall was built in the Colonial Revival style in 1911 and is the centerpiece of the fairgrounds and the focal point of the Haddam Neck Fair. The fairgrounds, including a covered picnic area, kitchen, and bathroom facilities, can be rented out to the public from May to October.



**Haddam Neck Grange Hall**

**Haddam Island State Park**, also known as Thirty Mile Island, covers 22 acres, and once hosted operations of two successful fishing companies and a dance hall. Recreational boaters favor the island's sandy beaches to camp, sunbathe, and picnic.

**George Dudley Seymour State Park** and **Haddam Neck Wildlife Area**, located adjacent to one another, protect a valuable stretch of Connecticut River frontage and a significant grassland habitat along the river. Visitors can walk the trails, read interpretative signage, bird watch, fish, and hunt in season.

The **Haddam Land Trust** also owns about 40 acres of land throughout the area. The Pine Brook Preserve spotlights the pristine Pine Brook, a tributary of the Salmon River and two older dams and sluiceways that were used to generate power for industry.



**Haddam Island and  
Haddam Neck**

## Summary of Key Issues

- ⇒ Haddam Neck is a rural, highly forested area with beautiful and environmentally sensitive landscapes and waterways. There is no notable commercial development in Haddam Neck beyond the fairgrounds.
- ⇒ The Connecticut Yankee former nuclear power plant is the most prominent man-made aspect of Haddam Neck's landscape. The issue of what to do with the property and how to remove the remaining nuclear waste (and to where) is one of the most critical issues facing the community.
- ⇒ Haddam Neck is physically separated from the rest of Haddam by the Connecticut River. An ongoing issue is how the Town most efficiently and effectively provides services to Haddam Neck, including road maintenance and snow removal. Another is how to promote a sense of Haddam Neck being very much a part of Haddam as a whole, while maintaining Haddam Neck's own sense of identity.

## Goals & Strategies

### Goals

1. Preserve the natural beauty, architectural heritage, and environmental health of Haddam Neck.
2. Minimize the amount of new development that occurs in Haddam Neck.

### Strategies

1. Prioritize the conservation of all remaining large, unprotected tracts of undeveloped land in Haddam Neck.
2. Continue to be supportive of the Haddam Neck Fairgrounds and its role in strengthening the unity and sense of identity for all Haddam residents.
3. Recognize that the land in Haddam Neck provides a unique opportunity for local farming and equestrian uses.

## Industrial & Smaller Commercial Areas

### Snapshot

Smaller commercial areas in Haddam include those currently zoned for commercial development outside the cores of Higganum and Tylerville. These areas of town serve an important purpose of meeting day to day needs of Haddam residents, but could be re-imagined over time to serve those purposes better. The areas include:

- Pockets of Saybrook Road from the border with Middletown to just north of Haddam Elementary School;
- Killingworth Road north and south of the intersection with Burr Road;
- Three Oaks Plaza on Killingworth Road just south of Rte 9; and
- Parts of Haddam Dock Road and Snyder Road.

For many years, Haddam has been exploring options for one or more areas in town to accommodate new industrial uses. While such an area has not yet been designated or zoned, this section includes strategies related to industrial use.

## Existing Land Use & Development Potential

With the exception of some forestland owned by the State of Connecticut on the northern end of Saybrook Road, most of the smaller commercially zoned parcels are developed. There is limited opportunity for new commercial development unless existing commercial structures are redeveloped. While some of the existing commercial structures are relatively new and in good condition, others are getting old and may be ripe for redevelopment in the near future.

## Housing Needs

There are at least a couple of instances where apartments exist over retail space in the smaller commercial areas. As older commercial buildings get to the point where they need renovations, the Town may encourage property owners to consider adding upper floor apartments. Such apartments would not only fill a need in the Town's housing stock, but would provide local businesses with additional customers at their doorsteps.

## Businesses & Jobs

The smaller commercial areas support Haddam neighborhoods with a number of goods, services, and jobs. Businesses are diverse and include cafés, liquor stores, doctors' offices, auto repair, a popular waterfront restaurant/ marina, a veterinary clinic, and barber shops/salons. While these businesses may not provide a significant number of jobs compared with those in Higganum, Tylerville, and Haddam Center, they do offer convenient goods and services to residents. While the footprint of these commercial areas should not expand, there is capacity within them to accommodate a little more intensity of use, particularly as properties are redeveloped over time. Most new commercial uses should be concentrated in the two villages of Higganum and Tylerville.

New industrial zoned land will ensure that the Town is prepared to attract modern industrial businesses on a small scale, and will provide a location for many home occupations to locate to as they expand.



*Deb's Restaurant on Saybrook Road*

## Infrastructure & Community Facilities

Being outside the village centers of Higganum and Tylerville, these areas are not a high priority for public water and sewer. However, if the connections for Higganum and Tylerville end up crossing under these areas, the Town may consider connecting them as well.

There are no community facilities located within these areas, but a Haddam Volunteer Fire Station is located on Killingworth Road just south of Brault Hill Road.

## Getting Around

These areas are all primarily accessed by car, with the exception of a few residents who live close enough to walk to them safely.

While it may not be cost effective to connect all of these areas with sidewalks, it would be helpful to link any contiguous commercial parcels with sidewalks, and explore the possibility of bike lanes in the future. The northern portion of Saybrook Road, in particular, is very close to Higganum Center and would be more accessible if sidewalks were installed. In the shorter term, sidewalk extensions would be most helpful up to approximately the Dunkin' Donuts.

## Natural & Recreation Resources

Most of the smaller commercial areas are either nestled among forested lands, ponds, wetlands, or the Connecticut River. Customers to these areas are never far from natural beauty.

One unique resource along the northern portion of Saybrook Road is the Shad Museum. The only museum in the United States dedicated to the preservation of shad fishing history in the Connecticut River Valley, the Shad Museum honors this industry and its historic importance to Haddam's economy.

## Summary of Key Issues

- ⇒ The smaller commercial areas provide important neighborhood amenities and waterfront commerce.
- ⇒ The largest of these areas, along the northern portion of Saybrook Road, still includes some forested land. Residential homes can be found in pockets within some of these areas.
- ⇒ There are at least a couple properties in these areas that include ground floor retail with residential above, a potential pattern to encourage in each of these areas.
- ⇒ If more traditional, but modern, industrial uses (as opposed to maker spaces) are desired by the town, areas near entrances/exits to Rte 9 may be the most appropriate locations.

## Goals & Strategies

### Goals

1. Ensure that Haddam's small commercial centers continue to provide residents with needed day-to-day goods and services.
2. Keep these small commercial areas contained where they are and limit expansion so that new development is directed to the Villages.

### Strategies

1. Encourage property owners to maximize commercial development in the smaller commercial areas within the bounds of zoning, and infrastructure and environmental constraints. These commercial zones should not be expanded.
2. Ensure that zoning in the smaller commercial areas is consistent with actual uses, particularly where uses are currently strictly residential.
3. Encourage more mixed-use development in the smaller commercial areas, such as apartments over ground floor retail.
4. Wherever possible, make it easier for people to access the smaller commercial areas on foot or by bicycle from their homes and from neighboring public open spaces.
5. As the smaller commercial areas develop or redevelop, encourage buildings that front the street, with the majority of parking located to the rear and/or side.
6. Plan and designate areas for industrial uses. These areas should be convenient to the highway and designed to maintain compatibility between industrial and neighboring residential uses.

## Rural Residential

### Snapshot

Rural places and suburban subdivisions make up, by far, the largest portion of Haddam. Cockaponset State Forest; active farmland; cul-de-sacs of single-family homes nestled in the woods; most of the town's schools; the Connecticut River shoreline—these are the places that define Haddam for many if not most of its residents. These are the places where change is desired the least, and where there is an emphasis on preserving Haddam's rural character and natural resources. Encouraging the concentration development in Higganum, Tylerville, Haddam Center, and the smaller commercial areas of town will play a large role in making this preservation possible.

### Existing Land Use & Development Potential

*See the Generalized Land Use Plan section.*

### Housing Needs

Generally speaking, much of the demand for housing in the near future is expected to be for smaller homes and apartments, which the town will encourage to be met in Haddam's villages. However, building single-family homes on undeveloped lots is still an easier choice for many developers, and many people in the market for single-family homes will still want to buy new homes. Consequently, the Town will have to continue exploring ways to encourage new subdivisions to cluster in a way that protects sensitive open spaces and connects them with other open spaces.

### Businesses & Jobs

The rural and suburban places of Haddam have a limited number of jobs, including at the public schools, on farms, an auto salvage, and people who work from home. Haddam does not intend to attract further jobs and businesses to these areas of town, unless directly related to eco-tourism or other low-impact businesses that take advantage of the area's natural beauty and recreational opportunities.

### Infrastructure & Community Facilities

Being outside the village centers of Higganum and Tylerville, these areas are not a priority for public water and sewer or the construction of new sidewalks.

### Getting Around

These areas are all primarily accessed by car, with the exception of some neighborhoods that are close enough to walk or bike safely to the village centers.

### Spotlight on Hidden Lake

The neighborhood built around the shores of Hidden Lake is unique compared to the rest of the rural residential areas. Many of the homes here were built as summer cottages, and have been winterized and expanded over time for year-round use. They tend to be on very small lots, and have their own private septic systems and roads. The neighborhood is more affordable for first time home buyers and retirees, and provides a housing type that is hard to find in other parts of Haddam.

The town may consider crafting a new zoning district for Hidden Lake that recognizes its smaller lots, and reduces the need for variances. In the longer term, a "cottage housing" zoning district might be applied elsewhere in town, either where such housing already is or where it is encouraged to go in the future.

### Rural Public Facilities

Two of the public schools in Haddam:  
**Haddam-Killingworth High School and Burr Elementary.**

**Firehouses #1 and #2**

**Haddam Volunteer Ambulance**

**The Town's Transfer Station**

**Haddam Senior Housing**

## Natural & Recreation Resources

The rural and suburban places in town are home to most of the Natural & Recreation Resources in Haddam.

**Haddam-Killingworth High School** and its sports fields

**Burr Elementary School** and its playground and play fields

**Cockaponset State Forest** is the state's second largest forest totaling nearly 16,000 acres across seven towns, with 5,585 of those acres located in Haddam. Cockaponset provides state residents opportunities for bird watching, hiking, fishing, cross-country skiing, hunting, snowmobiling and mountain biking.

**Haddam Land Trust** protects over 500 acres in Haddam. Bamforth Wildlife Preserve, Beaver Ledges, and Nedobity Nature Preserve are among the most notable of the land trust preserves. Bamforth Preserve includes a large mowed habitat area managed for grassland birds with a marked trail. The fields at Nedobity Preserve are leased to local farmers. In addition, both Ponsett Ridge and Washburn Hill Preserve have marked hiking trails.



*Cockaponset State Forest*

## Summary of Key Issues

- ⇒ Much of the Town's unprotected open space, particularly west of Rte 9, was developed as residential subdivisions leading up to the Great Recession of 2008.
- ⇒ As the economy continues to improve, there is likely to be an increased demand for housing. While much of this demand will be encouraged to be met in Haddam's villages, the Town should prepare to better manage additional subdivision development.
- ⇒ Many historic 17th and 18th century homes exist in the outlying areas. Preservation of these homes should be encouraged.

- ⇒ Protecting view corridors is important. The visual character of Haddam’s woodland and rural landscape is altered just one or a few lots at a time, as undeveloped land is subdivided and developed.
- ⇒ The future subdivision and development of land could create conditions that disturb or threaten the prime features (topography, rivers and streams, wetlands and woodlands) of Haddam’s natural environment, critical habitat, and agricultural activities.
- ⇒ Not all of these parts of Haddam are used for rural purposes. There are some large commercial and industrial uses in these rural areas.

## Goals & Strategies

### Goals

1. Preserve as much of the remaining undisturbed and unprotected land and farmland in this area of town as possible.
2. Ensure that new development and subdivisions follow development standards that preserve the most sensitive lands on the site, connect them with other neighboring sensitive lands, minimize conflicts with any neighboring agricultural uses, and respect the natural contours and viewsheds of the town.

### Strategies

1. Strengthen collaboration and cooperation among the town, local organizations, and residents for the purpose of prioritizing conservation and preservation of undeveloped land and farmland as it becomes available.
2. Development fronting on local and state roads should be designed and situated so that a natural buffer area between the development and the roadway can be provided and maintained.
3. When residential development occurs in areas identified as possessing rural or pastoral qualities, “conservation” and “open space” subdivision design standards per Haddam’s regulations should be encouraged. The design of conservation subdivisions would identify the areas of the site most sensitive to the destruction of the land’s pastoral and rural qualities (including agricultural uses) as a result of development and would site construction activities accordingly. Stone walls and other agrarian remnants should be preserved.
4. Preserve the rural characteristics of the town’s roads. The standards used for the construction, maintenance, and upgrading of town roads should contribute to the preservation of the woodland and rural characteristics of Haddam’s natural and working landscapes. This includes ways for migrating reptiles and amphibians to successfully cross roads.
5. Promote rural economic activities (such as Christmas tree farms, managed forest land, maple sugaring, small contractors, landscapers, etc.) that make farms, other working natural landscapes, and small rural businesses more economically viable. Ensure performance standards that maintain compatibility between these and neighboring residential uses.
6. Periodically review zoning in this area to ensure appropriate designations for existing uses.

# Connections

As important as it is to have a plan for the specific types of places in Haddam, it is equally important to have a plan that connects all these places and treats Haddam as a whole. This section looks at topics that cross the boundaries of Haddam's places and the boundaries of Haddam itself. Issues around watershed planning, transportation networks, and the broader housing market typically have regional implications and require broader analysis and a larger network of entities working together to meet common goals and objectives.

## Getting Around

### Snapshot

The ways in which people and goods move through Haddam has an impact on the local economy and quality of life for residents. For local businesses, an efficient transportation network minimizes distribution in the delivery of goods and services that support their operations, allows employees to travel safely to work, and ensures customers are able to get to their storefronts. Residents use the transportation network to access employment, health care, education, recreation, and consumer goods. Residents with low mobility, such as the disabled, elderly, children, and persons with low income, rely on more diverse ways of getting around, and if these options are minimized, their quality of life is compromised.

A sustainable transportation network considers current and future planning efforts and public infrastructure investments. It also recognizes changing demographics and how people prefer to get around at different stages in their lives. By taking a more holistic approach to transportation, Haddam is being proactive and setting itself up for success.

### Roads and Safety

Driving is the primary way people get from place to place in Haddam. Major roadways connecting the places of Haddam are Killingworth Road (Route 81), Saybrook Road (Route 154), and Bridge Road (Route 82). State Route 9 provides access to the interstate system and transects Haddam from north to south. The remaining road network consists of rural roads that are narrow and winding through the landscape.

### Pedestrians and Bicyclists

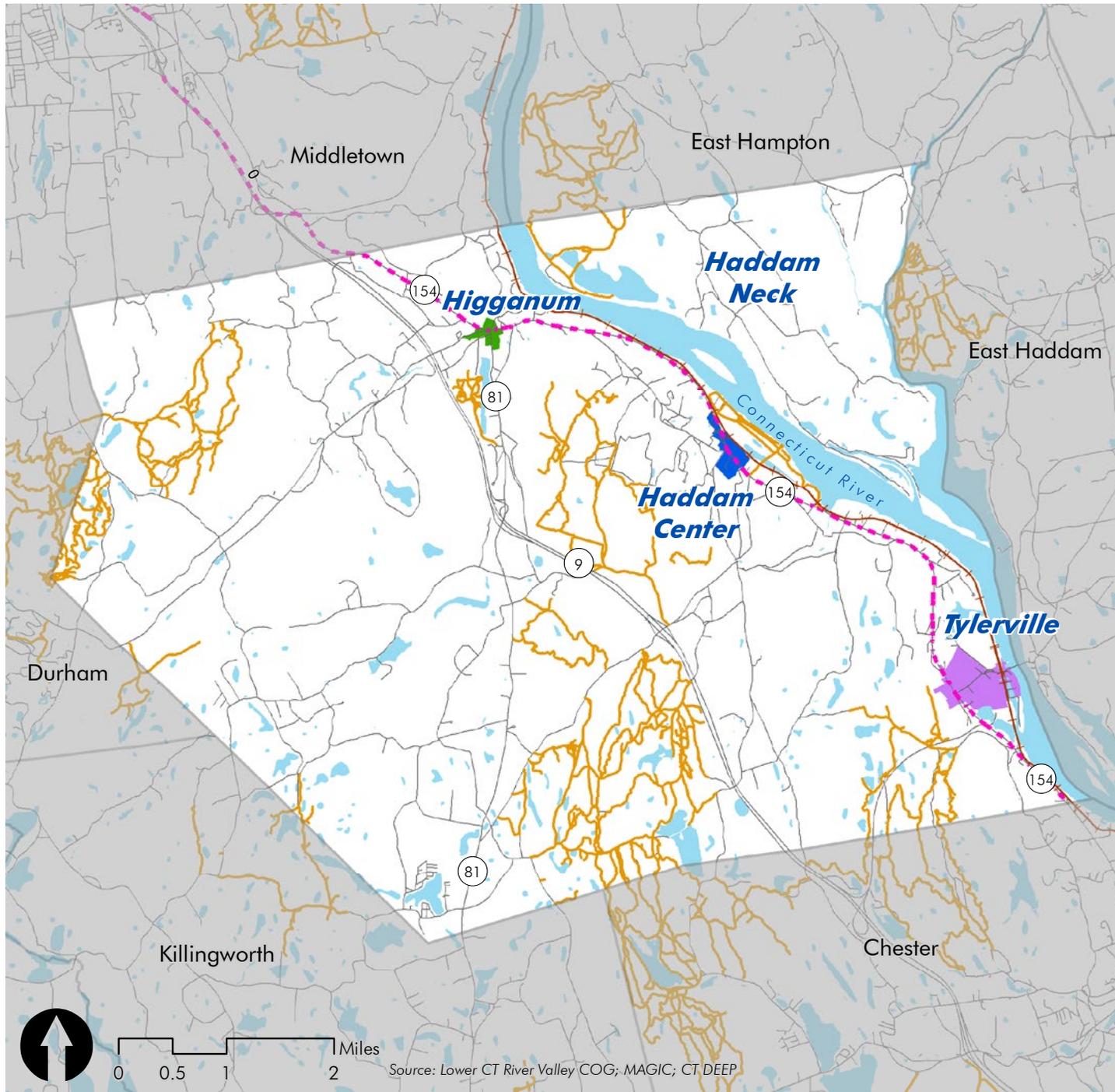
Pedestrian and bike amenities are concentrated or being expanded in Haddam's village centers. Those who walk and bike on the Town's rural roads outside of these centers note their lack of safety with limited shoulders and traffic speeds. Bicycle use on local roads (and pedestrian use on roads without sidewalks) is for the most part "at your own risk." Local roads were not designed for bicycle use and may be unsafe for use in many areas due to narrow, gravel, or nonexistent shoulders, drainage grates, curbs, poor markings, heavy vehicular volumes, and other potential threats to cyclists.

### Sustainability as a Primary Objective of Transportation Planning

*...A goal of transportation planning should be to address transportation's unsustainable impacts, including depletion of nonrenewable fuels, climate change, air pollution, fatalities and injuries, congestion, noise pollution, low mobility, biological damage, and lack of equity. These criteria should be built into planning guidelines and processes... transportation planning should be proactive and promote sustainability through practices such as integrated land use and transportation planning and cross-modal planning. Transportation planning also should conduct forward-looking analyses of demographics, market preferences, and job location trends to be responsive to the emerging needs of future generations.*

*- Integrating Sustainability into the Transportation Planning Process (2004)  
Transportation Research Board (TRB) of the National Academies*

# Transportation Connections



## Legend

- Roads
  - Surface Water
  - Trails
  - 9 Town Transit
- Village Districts
- Haddam
  - Higganum
  - Tylerville

## Haddam Plan of Conservation & Development

Date: 8/28/2017

For planning purposes only.



Source: Lower CT River Valley COG; MAGIC; CT DEEP

Map 5. Transportation Connections

There are many existing trail networks in Haddam but they are mainly designed for recreational use and do not necessarily connect places.

### Public Transportation

Public transportation options in Haddam are limited. Now serving 12 communities in the Lower Connecticut River Valley, 9 Town Transit operates the Mid-Shore (#4) bus line that runs between Old Saybrook and Middletown, with a stop in the middle of Higganum at the intersection of Routes 154 and 81. On top of this regular stop, anyone may flag down a bus anywhere along the route through Haddam. This bus runs once every two hours during business days. While currently of limited utility, this service is an option for Haddam commuters to Middletown or points south of Haddam, and can be better utilized.

CT Transit manages bus 921, the Middletown-Old Saybrook Express, that runs through Haddam on its way to Hartford. Currently, there are no stops in Haddam, and the closest stops are at the Chester Park & Ride off Exit 6 of Route 9 and the corner of Eastern Drive and Silver Street in Middletown.

Haddam residents also have access to a Dial-a-Ride Service offered by the 9-Town transit, an on-call transit service that can take people to any spot within the service area.

### Elderly & Disabled Transportation Services

The Americans with Disabilities Act (ADA) requires that elderly and disabled transportation services be provided to complement fixed bus routes. The Middlesex County Chapter of the American Red Cross is contracted by the Middletown Transit District to provide this service as part of its regional program. The service is provided using a demand responsive “dial-a-ride” system to elderly and disabled residents on a first come first serve basis. Since there is no fixed route service, there is also no complementary elderly and disabled service in Haddam.

The Haddam Senior Center owns a small bus obtained through the Federal Transit Authority 5310 program to transport local residents who are over 60 years of age. The bus operates from approximately 9:00 a.m. to 4:30 p.m. Monday through Friday. Trips for special events are also accommodated. The senior center also operates a car to provide medical trips at any time. Both vehicles are operated by volunteers who make it possible to occasionally provide trips beyond regular operating hours.

### Rail

The rail line that runs through Haddam is owned by DEEP and has a long term lease by Valley Rail Road (VRR). VRR operates the tourist steam train along the tracks currently to the point of Midway Marina. It is their intent to continue to improve the tracks in order that an excursion train can operate through the entirety of Haddam to Middletown by 2021. Many residents have expressed an interest in a shared rail-trail corridor where trails would coexist with the tourist train. In the past there has been concern that the improvement of this rail line could be eyed by state or federal government for active transportation or freight in the future. Though the State of Connecticut has no intention of using the rail right of way for this purpose in the foreseeable future,



*Connecticut Valley Railroad in Haddam*

it remains identified as a “rail corridor” in the Connecticut State Rail Plan. The Town of Haddam does not support freight rail uses along this corridor in the future. The Town would much rather see the rail right of way actively used for something that will provide a tourist benefit to area residents and visitors, and strongly recommends that the State change its designation in the Rail Plan to “scenic rail corridor” or some similar designation that does not allow freight.

### **Reimagining the Rail Corridor**

In many communities, rail corridors that run along water bodies tend to serve as a barrier. Fortunately for Haddam, its portion of the rail corridor along the Connecticut River can actually serve to enhance people’s access to and experience with the river. The VRR currently provides scenic rail trips along the river, some of which terminate in Tylerville. The train is a major tourist attraction in the Connecticut River Valley, and there are plans to continue the service up through Haddam and into Middletown. Haddam can capitalize on this resource to enhance its eco-tourism economy, encouraging businesses that cater to visitors to locate around local train stops (e.g. Tylerville/Goodspeed Station, Midway Marina/Blue Oar, Haddam Meadows State Park, and Higganum), and building out infrastructure such as river trails, sidewalks, public restrooms, and other amenities. This will also make it easier for visitors to walk from the stations to existing businesses and sites in and near the Town’s village centers.

According to a study commissioned by the River COG in 2014, it is possible that a pedestrian and bicycle trail could be engineered along the corridor adjacent to the rail tracks. The Town and the VRR support this concept contingent on proper safety separations and required approvals from regulatory bodies such as ConnDOT and DEEP.

VRR is excited about the expanded role it could play in tourism efforts in Haddam and the region. Its efforts to promote the Eagle Flyer, the new Haddam Special Fall Foliage day trip, its recent purchase of the Lady Katherine Cruise line (which calls Eagle Landing its primary home port), and its East Haddam Concert Express Train are the outward examples of VRR’s belief in the attractiveness of the area for appropriate economic development and tourism. VRR has committed to standing side-by-side with the Town on infrastructure and access improvements to help maximize this potential in ways that fit in with the character of Haddam.

### **Summary of Key Issues**

- ⇒ Haddam is geographically a large town and its population is spread out. Connections between the various places of Haddam are not always obvious or convenient.
- ⇒ Given how large and spread out Haddam is, private vehicles are likely to remain the predominant way people get around Haddam.
- ⇒ With an aging population and a shrinking number of young, working age adults, more transportation options are required to serve the elderly and appeal to young adults.
- ⇒ Bicycling and walking are done “At Your Own Risk” in much of Haddam, and need to be safer along strategic routes that connect the places people use and visit the most.
- ⇒ Public transit is very limited in Haddam. While ridership will likely never be high, there may be ways to encourage more people to take the bus.
- ⇒ As the population gets older, Haddam may need to consider expanding its elderly and disabled transportation services.

## Goals & Strategies

### Goal

1. Provide for the safe and efficient movement of persons, goods, and services in a manner that is economically and energy efficient, while preserving the natural resources and historical character of the town.

### Strategies

1. Utilize the Lower Connecticut River Valley Council of Governments as a transportation planning and funding resource as well as communication mechanism with the State Department of Transportation.
2. Preserve the existing municipally owned roadway network while incorporating specific safety improvements with an emphasis on bicycle and pedestrian needs.
3. Develop and support transportation routes that coincide with the Town's development plan.
4. Develop, maintain, communicate and execute specific transportation plans for each village.
5. Promote energy efficient transportation alternatives to the single occupancy vehicle, such as ridesharing, mass transportation, bicycling, and walking, and integrate them into the transportation network.

## Greenways, Forests, & Wild Places

### Snapshot

Conservation of parks, forests, farms, and stream valleys isn't just a good thing to do for its own sake. Protecting our natural resources has positive economic and social benefits, along with the more obvious environmental benefits. Generally speaking, land conservation can increase the value of nearby homes; support local businesses; foster better public health; decrease government spending related to flooding, water quality maintenance, air quality, and so on; decrease the cost of recreation; and create jobs.

Haddam's natural environment provides multiple services that benefit people. These include:

- Products obtained from the environment such as food, fresh water, and raw materials
- Natural regulation of air quality, climate and temperature, water purification, pest mitigation and flood control
- Enhance quality of life by providing recreational and educational opportunities, and a sense of inspiration and well being
- Attract visitors to hike and experience these natural areas, providing potential customers for local businesses
- Room for wildlife habitat and migration so there are fewer human/wildlife conflicts

Well-planned and maintained conservation of land protects these services, potentially allowing the government to avoid having to replace them at high costs.

### Networks

Natural resources cannot provide their full universe of potential benefits when they are disconnected from one another. It is important that Haddam continue to maintain and strengthen physical connections, or networks, among its water bodies, forests, and other open spaces.



*Bald eagle, Haddam Meadows State Park*

## *Riparian Corridors*

Riparian corridors are undisturbed, naturally vegetated areas contiguous with and parallel to river and stream networks. The benefits of riparian corridors are well documented. In summary, these areas protect water resources by improving water quality through the filtration of pollutants and sediments, and stabilization of stream bank slopes and riverbeds. These areas also support an abundance and diversity of wildlife habitat by providing travel corridors, breeding and nesting areas, and improved aquatic habitat. Currently, the Town's wetlands regulations require a 100 foot setback from all wetlands and watercourses plus an additional 50 foot setback if the adjacent upland review area exceeds an average of a 10% grade. However, the recommended buffer width of riparian corridors varies depending on the purpose of the buffer. There is not one generic buffer width that will keep the water clean, stabilize the bank, protect fish and wildlife habitat, and satisfy human demands on the land. For buffer widths, the minimum acceptable width is the one that provides acceptable levels of all needed benefits at an acceptable cost. While wider buffers are not feasible everywhere in town, there are some areas, particularly in undeveloped portions of town, where Haddam may explore establishing buffers wider than 100 feet to support natural resource protection objectives.

## *Significant Habitats*

The combination of Haddam's rolling terrain, large tracts of deciduous and coniferous forests, wetlands, bedrock outcroppings, and abundant water features (including the Connecticut River) provides exceptional habitat for a variety of wildlife (Map 6). The Nature Conservancy, a global non-profit organization dedicated to protecting biodiversity, has identified the Connecticut River, the Salmon River, and Pine Brook as three of Haddam's natural resources important to the biological diversity of the Northeast United States. The Haddam landscape supports diverse wildlife species, including songbirds, birds of prey (e.g., bald eagles, ospreys, many types of hawks), game animals (e.g., deer, wild turkeys), significant predators (e.g., coyote), furbearers, small mammals (e.g., raccoons, skunks, foxes), larger mammals (e.g., white-tailed deer, bear), insects, butterflies, fish, reptiles, and amphibians. Many suburban and urban animals, such as squirrels, also thrive. Resident exotic pest species include brown marmorated stink bugs, gypsy moths and Asian ladybeetles, as well as a wide array of invasive plant species common to Southern New England. The DEEP Natural Diversity Database entries for Haddam include rare and endangered species such as the bald eagle. Haddam also has some land marked by DEEP as critical habitat.

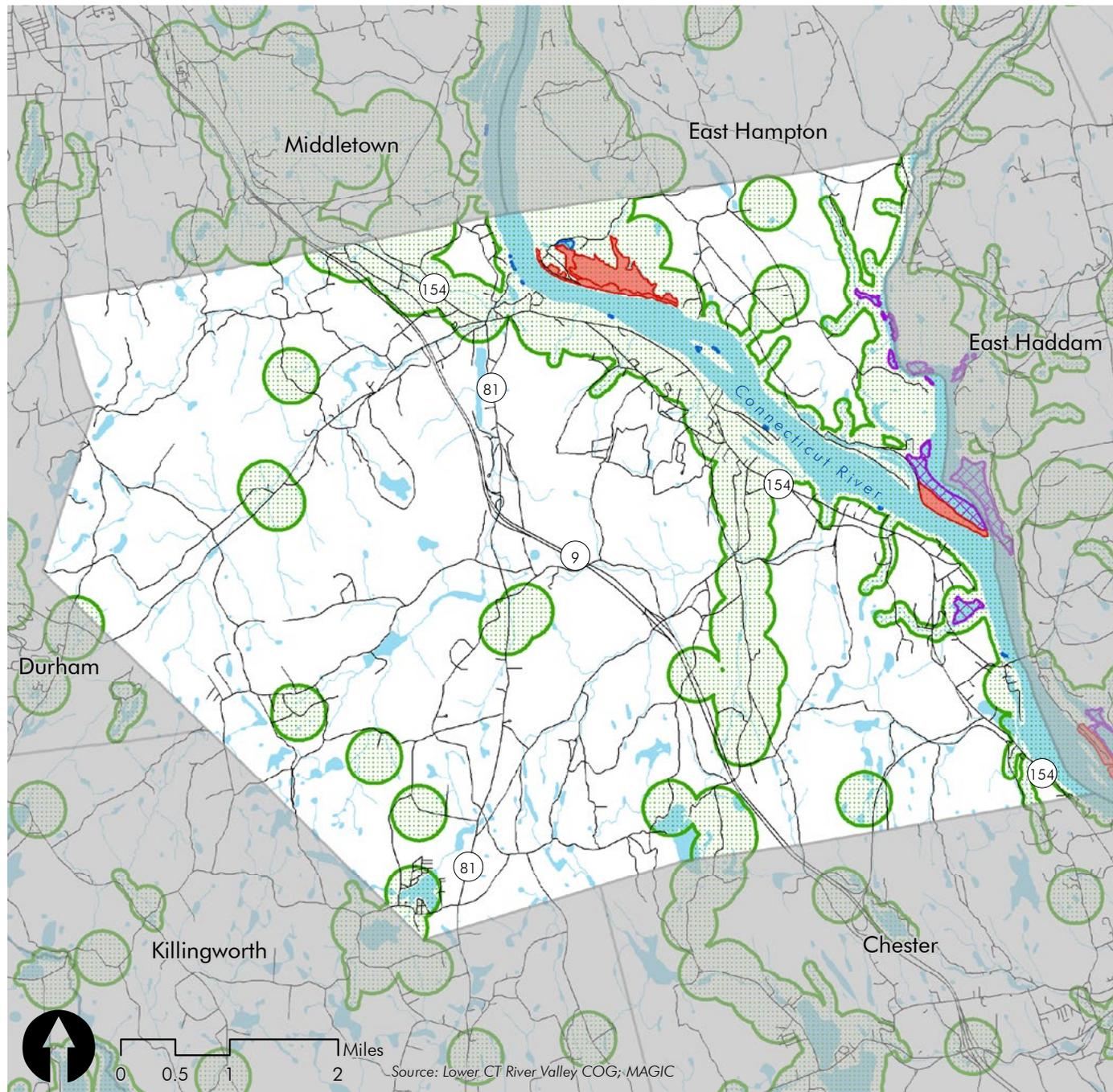
## *Forested Land*

Haddam is generally forested with deciduous mixed hardwoods. There are over 50 miles of trails in Haddam, spanning 13 different trail networks and include two that extend into neighboring Chester and Durham. The Higganum Vision Group sponsored a website ([www.haddamtrails.org](http://www.haddamtrails.org)) designed to provide information about these trails, to help visitors choose which ones to use. From short loops to long treks, from river shores to rocky overlooks, and from easy to challenging, Haddam's trails are beautiful and accessible for all sorts of people. However, this is currently a static website and is not updated.

The Haddam Land Trust website ([www.hltrust.org](http://www.hltrust.org)) has pages for its many preserves and the trails on those preserves.



*Seven Falls State Park*



# Significant Natural Habitat

## Legend

- Roads
- Surface Water
- Natural Diversity Area
- Critical Habitat
  - Estuarine
    - Intertidal Marsh
  - Palustrine Forested
    - Floodplain Forest
  - Palustrine Non-Forested
    - Beachshore
    - Floodplain Forest

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Map 6. Significant Natural Habitat

## Water Resources

Water resources include major watercourses, watersheds, groundwater aquifers, and other wetland areas. Red maple swamps are plentiful in Haddam.

### *Flood Zones/Flood Hazard Areas*

The Federal Emergency Management Agency (FEMA) administers the National Flood Insurance Program (NFIP) designed to encourage communities to adopt and enforce a floodplain management program that will regulate activities in flood hazard areas. The objective of the program is to reduce flood loss by ensuring activities will not increase the potential for flooding and that new buildings will be protected from future flood damage.

FEMA produces a series of flood maps for communities to utilize in enforcing regulatory standards, which are the basis for floodplain management. These maps delineate flood hazard areas and include information such as the water elevation during a base flood. FEMA 100-year flood plain areas (Map 7) account for approximately 2,745 acres or nine percent of Haddam's land area.

### *Watersheds*

A watershed is defined as all the land and waterways that drain into the same body of water. Map 8 also shows the delineations of Haddam's primary watersheds. Haddam contains parts of ten hydrologic basins. These watersheds all eventually drain to the Connecticut River with the exception of the extreme southwestern part of town, which drains through the Hammonasset and Menunketesuck Rivers and Chatfield Hollow Brook to Long Island Sound. Two-thirds of Haddam is contained within the Connecticut River and Higganum Creek watersheds. Managing watersheds is critical to ensure the scenic, water quality, flood control, and habitat benefits they provide will endure into the future.

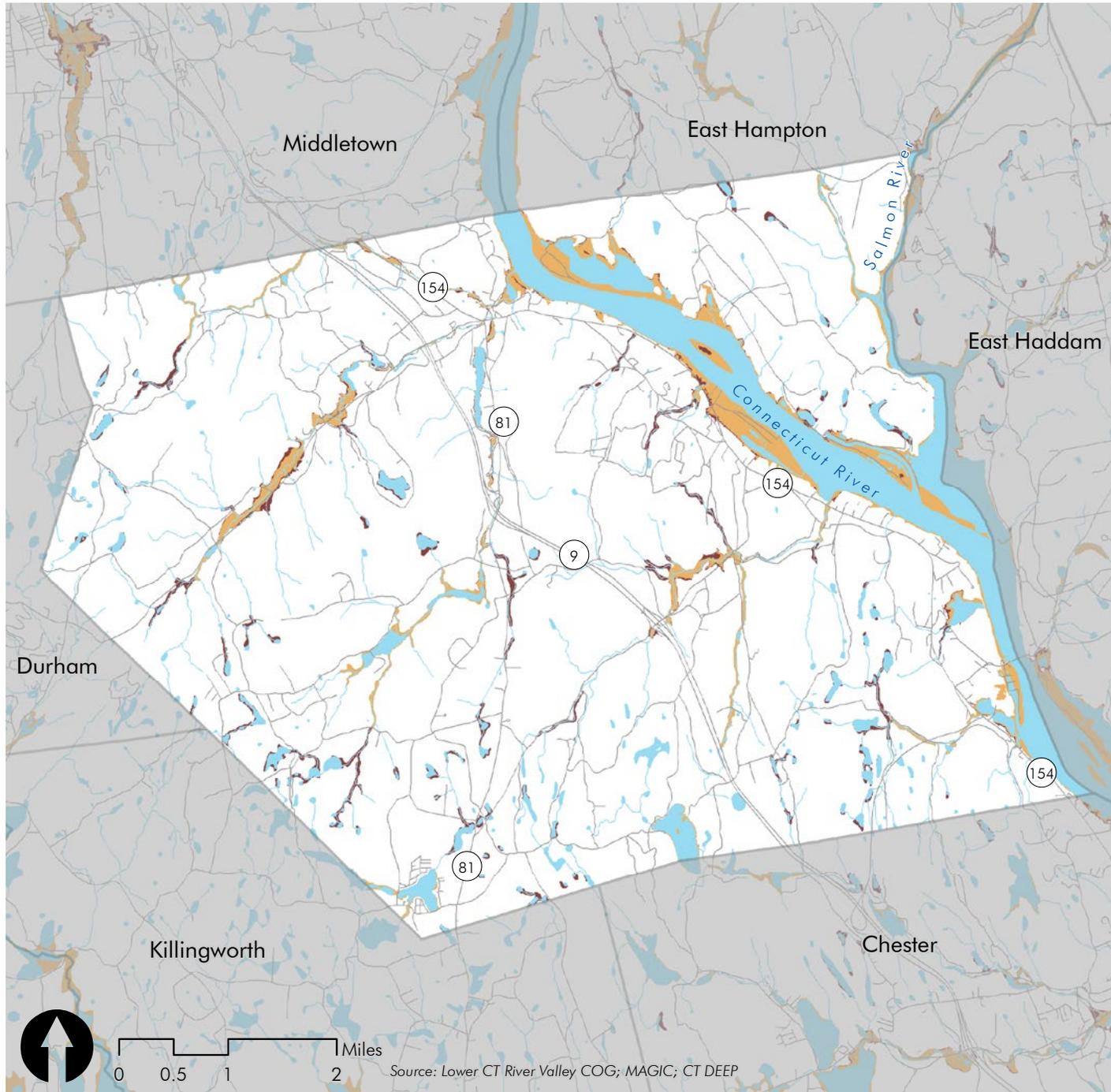
The purity of water in a stream correlates to a significant extent with the overall level of development and activity that exists upstream in the watershed. Activities that contaminate water supplies are divided into two categories: point and non-point sources. Point sources of pollution are those that are confined to a single, identifiable source. Nonpoint sources are diffuse, indefinite, and general sources of pollution. Potential types of nonpoint source pollution include contaminated surface water runoff from roadways, parking lots, agricultural fields, and lawns. Pursuant to Section 22a-426 of the General Statutes, the DEEP has adopted water quality classifications for all of Connecticut's surface and ground waters. This system established water quality goals and general criteria limits for the control of the Connecticut's water resources. The standards provide clear and objective statements for existing and projected water use and the general program to improve water resources. They also serve to qualify the State and its municipalities for available federal grants for water pollution control. Table 1 presents surface waters classification of designated uses in Haddam.

**Table 1. Connecticut Surface Water Classifications**

Classification	Definition
A	Potential drinking water supply, fish and wildlife habitat, recreational use, agricultural and industrial supply and other legitimate uses including navigation.
AA	Existing or potential public drinking water supply, fish and wildlife habitat, recreational use, agricultural and industrial supply and other purposes. Recreational uses may be restricted.
B	Recreational use, fish and wildlife habitat, agricultural and industrial supply and other legitimate uses including navigation.
SB	Designated uses: marine fish, shellfish and wildlife habitat, shellfish harvesting for transfer to approved areas for purification prior to human consumption, recreation, industrial and other legitimate uses including navigation.

Source: Connecticut Water Quality Standards

# Floodplain



## Legend

- Roads
- Surface Water
- 100-Year Floodplain
- 500-Year Floodplain

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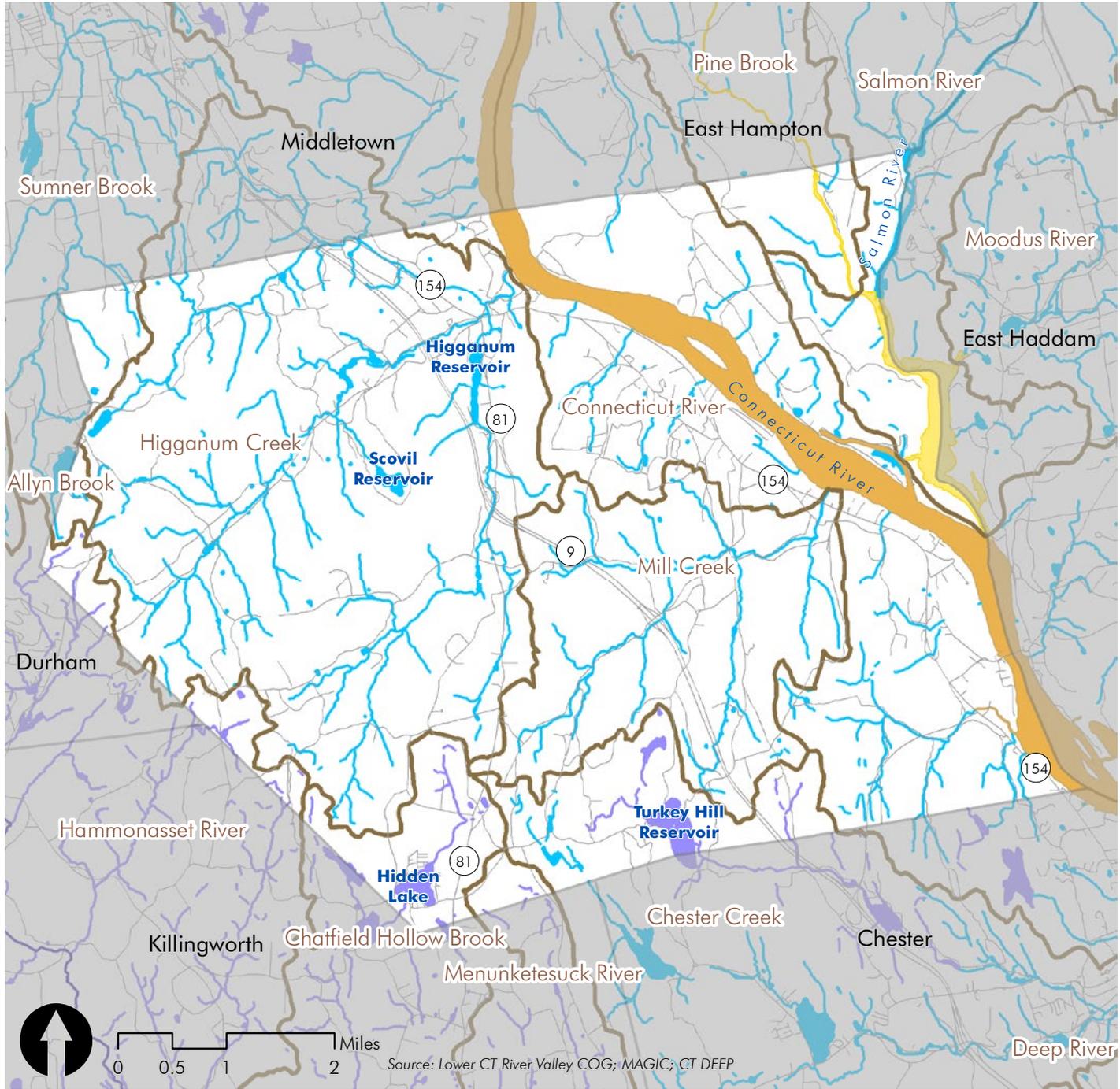
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Map 7. Floodplain

# Water Resources



## Legend

— Roads

— Subregional Watersheds

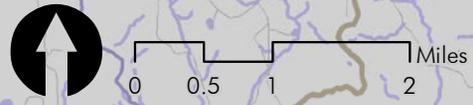
Surface Water Quality Classification

<span style="color: blue;">■</span> A	<span style="color: lightblue;">■</span> A
<span style="color: purple;">■</span> AA	<span style="color: lightpurple;">■</span> AA
<span style="color: yellow;">■</span> B	<span style="color: lightyellow;">■</span> B
<span style="color: orange;">■</span> SB	<span style="color: lightorange;">■</span> SB

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Source: Lower CT River Valley COG; MAGIC; CT DEEP

Map 8. Water Resources

## Higganum Creek Watershed

The Higganum Creek Watershed is the largest subregional watershed in town, draining almost 40% of the town's land. Higganum Creek originates at the confluence of Bible Rock Brook, Candlewood Hill Brook, and Ponset Brook and terminates at the Connecticut River east of Route 154 and the Village of Higganum. The water quality of Higganum Creek and Ponset Brook below the Higganum Reservoir is classified as "A," after recent environmental remediation improved the area from a class "B." Ponset Brook upstream of the Higganum Reservoir, Candlewood Hill Brook, and Bible Rock Brook remain classified as "A".

## Connecticut River Watershed

The Connecticut River is New England's longest river traversing 410 miles from its headwaters at the Canadian Border in Northern New Hampshire to its terminus at Long Island Sound. The watershed encompasses an area of over 11,000 square miles and includes parts of four states - Connecticut, Massachusetts, New Hampshire and Vermont. The Connecticut River Watershed in Haddam drains 8,120 acres or approximately 27% of the town's land area. Water quality of the tributaries in this watershed is predominately class "A" except for Clark Creek, which is classified as "SB." The Connecticut River is a major regional recreational outlet for a variety of activities. The river's water quality has been classified as "SB." In addition to Haddam regulations, the Connecticut River lies in the jurisdiction of the Connecticut Gateway Commission, which must also be considered in land use decisions in the Gateway Conservation Zone.

## Salmon River Watershed

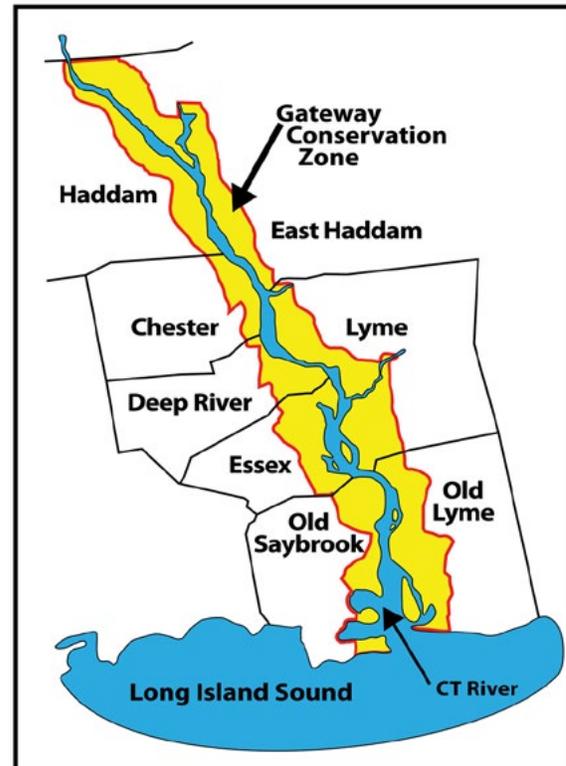
The Salmon River originates in Colchester and flows through the Haddam Neck section of Town, forming the eastern border with East Haddam. The watershed drains approximately 1,184 acres or roughly 4% of Haddam's land area. The water quality of the Salmon River is classified as "B" with an attainable goal of class "A" downstream to Salmon River Cove, which is classified as "B." The Connecticut Department of Environmental Protection uses the water quality of this river as a reference for all other streams statewide within the Connecticut River Watershed. The Salmon River is a federal restoration site for the endangered Atlantic salmon. One of the tributaries to the Salmon River is Pine Brook.

## Mill Creek Watershed

Mill Creek originates at the confluence of Pole Bridge Brook and Beaver Meadow Brook east of Route 9 and flows east to the Connecticut River just south of Haddam Meadows State Park. This watershed drains approximately 4,530 acres or 15% of Haddam's land area. Mill Creek, along with its major tributaries, has a water quality classification of "A."

## Aquifers

While groundwater can be thought of as water lying below the surface of the ground, an aquifer is more specifically described as a geologic formation that allows for the withdrawal of useable amounts of water. Haddam is mainly comprised of two types of aquifers: bedrock-till formations and stratified drift formations. Bedrock-till aquifers, found throughout town, are comprised of diverse rock types (including till) and can yield as much as 10 gallons of water per minute. Stratified drift aquifers, in contrast, are comprised of



Gateway Conservation Zone  
([www.ctrivergateway.org](http://www.ctrivergateway.org))

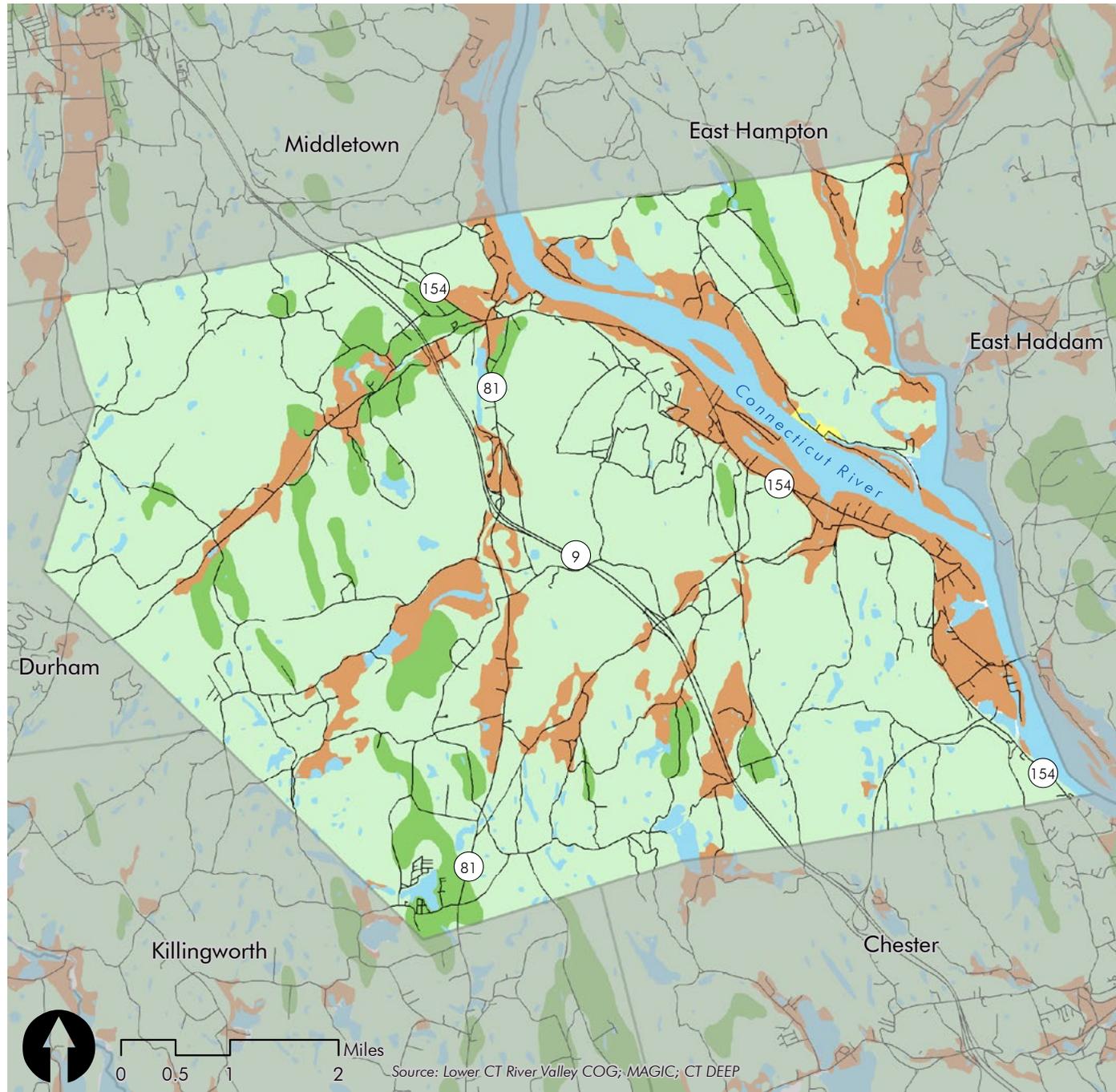
layered deposits of surficial materials (sand, gravel, silt and clay) and are located primarily in river and streambeds. Stratified drift aquifers can yield millions of gallons per day wherever deep saturated deposits of porous materials are located. These high-yield conditions have the potential to be developed into municipal water supplies. While it is difficult to pinpoint the exact location of aquifers within the town, knowing where bedrock/till and stratified drift formations are located can provide an indication where specific types of aquifers may exist.

Major stratified drift deposits occur in Tylerville, Haddam Meadows, the northwest shore of Haddam Neck, and in the southwest region of Haddam Neck. These areas are the location of the Town's commercial development and waste disposal areas, which poses a potential hazard of contamination to these possible sources of future drinking water. The inventory of these deposits is provided on the map titled "Surficial Materials" in DEEP's document Protecting Connecticut's Groundwater: A Guide For Local Officials. Haddam residents depend totally on wells for potable water sources, so conservation of water resources and preservation of land aiding in water resource conservation are of utmost importance. Locations of the town's stratified drift deposits are illustrated on Map 9.

### Summary of Key Issues

- ⇒ By protecting its natural resources, Haddam can protect the assets that attract outdoor enthusiasts to the community. Outdoor recreation, including hunting, fishing, hiking, wildlife watching, and boating is good business for Haddam, and could be bigger with more encouragement. It brings day and overnight visitors to the area, and Haddam can do more to capture the economic benefits when visitors buy meals and snacks, stay overnight, buy specialized equipment, and pay for travel costs.
- ⇒ The protection of rivers, streams, lakes, bays, and adjacent lands can create jobs, protect food and drinking water sources, protect and create tourism opportunities, enhance property values, decrease local government expenditures, and provide recreational opportunities. Because so many rely on the services provided by waterways, when they are not protected governments have to undertake costly projects to restore them or to replace the services they provide.
- ⇒ Trees and green spaces in Haddam's village centers provide more than aesthetic benefits. Where there are trees, there are generally, directly or indirectly, reduced energy costs, decreased stormwater treatment costs, increased property values, increased spending at stores, increased employee satisfaction, and lower health care costs due to cleaner air and increased recreational opportunities.
- ⇒ Because open space and farmland raise more revenue than they require for services, and residential lands tend to require more funds to be spent for services than they raise in revenue, open space and farmland are important for the fiscal health of rural communities such as Haddam.
- ⇒ In order to maintain important wildlife corridors along waterways (not just the Connecticut River) and through undeveloped lands, the town needs to prioritize land for protection. Focusing on areas designated by the State as Natural Diversity Areas (see Map 5: Significant Natural Habitat) may be an effective way to identify priorities.
- ⇒ There are regional participation opportunities for the Town to learn about proposed linear connections along the Connecticut River to protect critical habitat and view corridors of the River and enhance access to the riverfront.
- ⇒ Most of Haddam is part of the Menunketesek State Greenway.

# Stratified Drift



## Legend

- Roads
- Surface Water
- Surficial Materials
  - Artificial Fill
  - Till
  - Thick Till
  - Stratified Drift

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Date: 8/28/2017

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**Map 9. Stratified Drift**

## Goals & Strategies

### Goal

1. Maintain and protect the prime features of Haddam's natural landscape, including water resources, woodlands, and natural habitats.

### Strategies

1. Preserve environmentally sensitive areas, including, but not limited to, existing and potential water supplies, significant flora and fauna, unique natural features, scenic areas, and ridgelines.
2. Make linkages between existing conservation areas a priority for conservation.
3. Enlarge upon existing protected open space tracts whenever possible. Large, contiguous areas of uninterrupted, unfragmented open space enhance functions and benefits of open space (e.g., water recharge, wildlife habitat).
4. Support efforts, such as legislation, intended to mitigate adverse impacts of illegal activities on open space (e.g., ATV management, open space encroachment, mapping, marking, and enforcement of conservation easements granted to the town of Haddam).
5. Work with conservation partners and the Haddam Land Trust to conserve priority open space.
6. Support actions that protect floodplains and limit the development of flood prone areas.
7. Support actions that guard against increased downstream runoff.
8. Support actions that continue the ability of wetlands to function as water storage areas and wildlife habitat.
9. Support actions that protect steep slopes from development.
10. Support proper soil conservation practices to guard against soil erosion and stream sedimentation resulting from future land development activities.
11. Encourage the planting of rain gardens to slow erosion on developed landscapes.
12. Encourage use of appropriate native plants/cultivars to prevent invasive plant escapees into non-managed areas.

## Playtime, Exercise, & Relaxation

### Snapshot

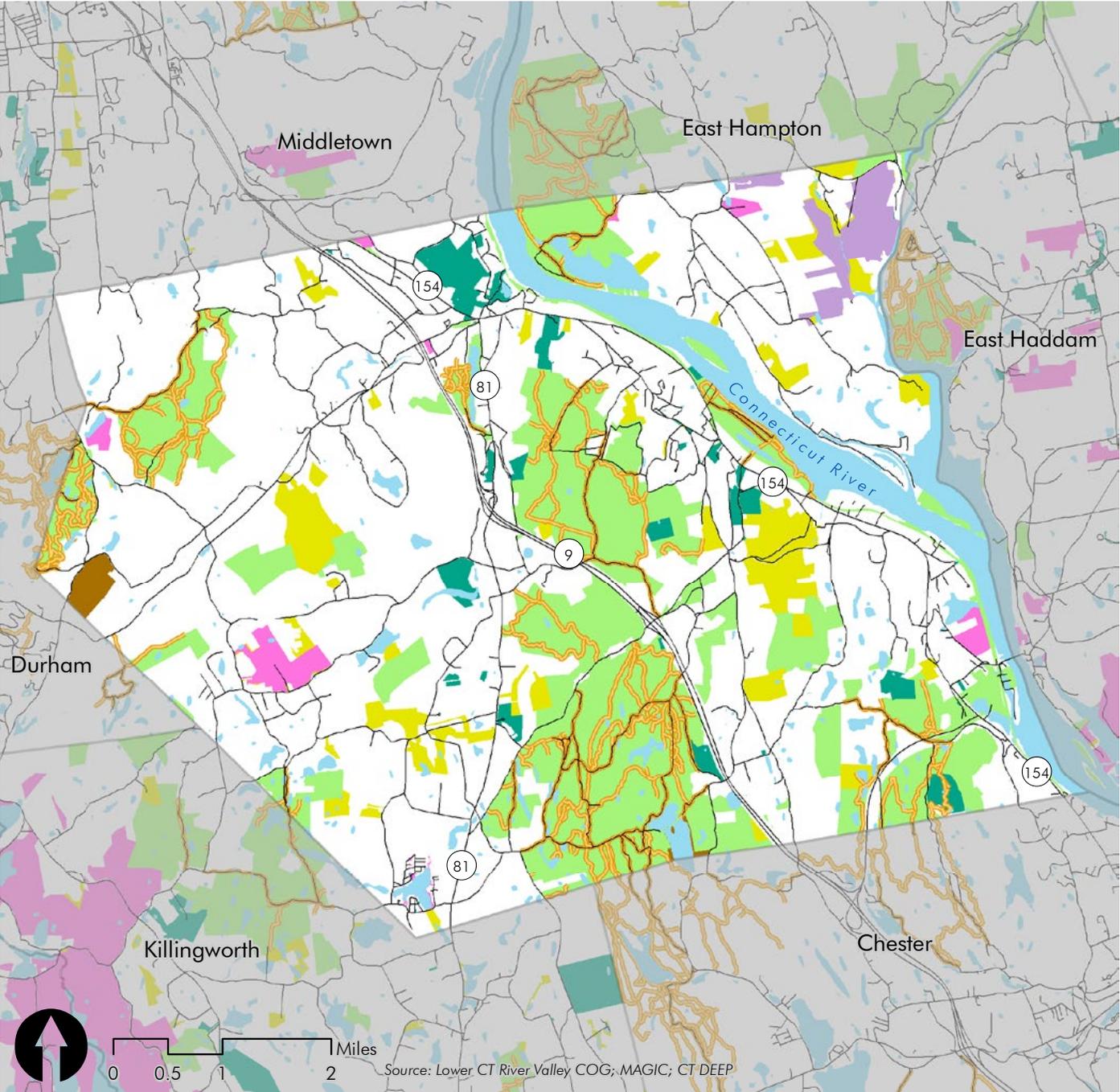
Recreation at the community level is about promoting healthy lifestyles for all ages and abilities, and making sure that Haddam has an environment and resources where people can easily play, exercise, and "decompress" from everyday stresses.

### Recreation and Open Space Lands

The land in this inventory is based on a broad definition of open space to include: state parks/forests; town parks and open space lands; land trust properties; cemeteries; major utility land holdings; and privately owned and protected open space lands. Maintaining these areas of open space can help to protect and improve water quality; support rural activities such as hunting and fishing, and wildlife habitat management; provide areas for recreation; and positively contribute to the town's quality of life and property values. Map 10 shows the location of nearly 8,700 acres of recreational opportunities and protected open space within Haddam.



# Open Space & Recreation Resources



- Legend
- Roads
  - Trails
  - Surface Water
- Ownership
- Land Trust
  - State
  - Town
  - Water Company
  - Federal
  - Private

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Date: 8/28/2017  
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Map 10. Open Space and Recreation Resources

It is very important to note that all land included in the open space inventory is not necessarily permanently protected. While it is reasonable to expect that land owned and maintained by the State of Connecticut will remain open space well into the future, open spaces that do not have a permanent deed restriction do not have guaranteed protection in perpetuity.

### Active Recreation Inventory

Active recreational facilities include areas for organized sporting activities such as baseball, basketball, football, soccer, tennis, or school playgrounds. These facilities may also provide playscapes for younger children. Existing park and recreation facilities offer Haddam residents a variety of active recreational opportunities and cover approximately 274 acres. The organized active recreation component of the parks system centers on school-associated recreational facilities and town-owned facilities (Table 2). Athletic fields and basketball courts that are not associated with Regional District 17 facilities are limited. Great Hill Athletic Complex is the largest of the Town’s recreation facilities that is not associated with a school. It has two baseball fields, a soccer field, a playground, and a parking lot. While located just a half mile from the middle of Haddam Center, there are no sidewalks connecting it there, meaning most people arrive by car. In addition to the recreation facility owned and maintained by Regional District 17 and the Town, several State and privately owned facilities also exist within Haddam’s boundaries. Cockaponset Forest, Haddam Meadows State Park, George D. Seymour State Park, and Higganum Meadows State Parks provide streams, water bodies, woods roads, and trails used for walking, jogging, hiking, fishing, boating, kayaking, canoeing, hunting, and cross-country skiing.

The Connecticut River provides unique potential for canoeing/kayaking, boating, fishing, and other water-related activities along the river. Haddam Meadows and George D. Seymour State Parks provide public access to the Connecticut River.

**Table 2. Recreational Resources**

	Parcel Acres	Baseball Fields	Football/ Soccer Fields	Softball Fields	Basketball Courts	Tennis Courts	Play Equipment	Tracks	Multi-Use Fields
Burr Elementary	26.9			X	X		X		
Haddam Elementary	157.9				X		X		X
Haddam-Killingworth Middle	75	X	X	X	X				X
Haddam-Killingworth High	66.9	X	X	X	X	X		X	X
Great Hill Athletic Complex	54	X	X				X		

### P.A. 490 Program

In 1963, the Connecticut General Assembly passed “Public Act 490.” This program allows qualifying parcels containing farms, forests, or open space to receive favorable local property taxation based on the land’s current use and not on its market value. Approval for the beneficial tax assessments follows different paths:

- Farm land designation is obtained by written application to the municipality’s assessor;
- Forest land designation is obtained by written application to the State Forester;
- Open space land is designated by the planning commission as part of preparing a plan of conservation and development.

# PA490 Open Space Eligible Lands

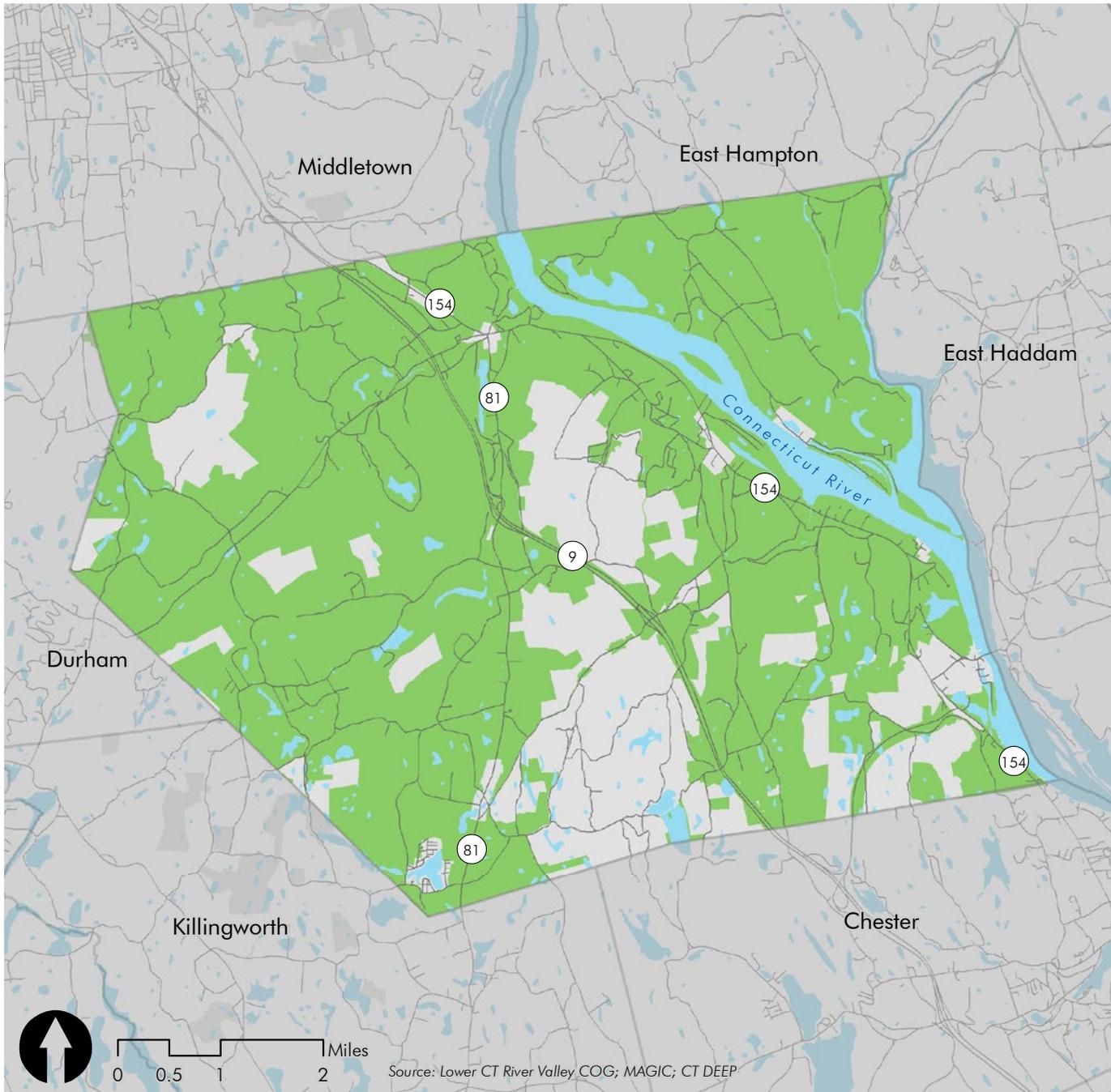
## Legend

- Roads
- Surface Water
- Lands Eligible for PA490 Open Space Program

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Map 11. PA490 Open Space Eligible Lands

In all cases, the taxable value of such land decreases, thereby making the property tax burden decrease. A similar provision grants tax abatement to tax-exempt organizations that preserve open space land in perpetuity for educational, scientific, aesthetic, or other equivalent passive uses. In Haddam, 167 parcels totaling 4,407 acres of land have been included in the P.A. 490 program and an additional 171 parcels where one residence exists and the remaining acreage is enrolled as forest, farm, or open space. This program does not guarantee that this land will remain as open space as the owner maintains the right to sell the property, albeit with a conveyance tax requirement. When a property changes hands, the new owner must re-apply. The program does, however, provide incentive to preserve the farm and forestlands of the State in the short-term. P.A. 490 lands are inventoried separately from other properties because they could be sold at any time and do not provide public access. These lands do, however, contribute significantly to the overall open space network by protecting natural resources and contributing to the Town's overall community character.

## Summary of Key Issues

- ⇒ Haddam's passive recreation areas (forests, trails, etc.) are primarily state-owned and maintained properties.
- ⇒ Much of Haddam's active recreation opportunities, like playgrounds and sports fields, are located on the campuses of the town's public schools.
- ⇒ Haddam's changing demographics, with more senior citizens and fewer school age children, may require the town to be more creative in using its recreation resources to make sure everyone in town is properly served.
- ⇒ P.A. 490 lands comprise a significant portion of Haddam's undeveloped lands and are at risk for being developed at a later date.

## Goals & Strategies

### Goals

1. Coordinate open space, parks, and recreation planning efforts among municipal departments and commissions to ensure protection of future open space is implemented proactively and in accordance with the needs and desires of the Town's residents and the Plan of Conservation and Development.
2. Maintain and support recreational facilities at a level that is adequate in extent, strategic in location, and equitable in distribution in order to meet the unique active and passive needs of the Town's residents of all ages and to assure availability for future generations.

### Strategies

1. Continuously and proactively evaluate opportunities for open space acquisitions by local and regional conservation partners in a variety of different forms.
2. Work with neighboring municipalities to advance joint preservation projects.
3. Promote public use of conservation lands.
4. Wherever possible, existing open space and parks should be linked together to form interconnected greenways.
5. Identify and designate areas as open space when these properties provide historical and/or archaeological significance to the Town.
6. Continue to promote the P.A. 490 program for short-term preservation of Haddam's privately held open land and its rural landscape.
7. Every three to five years, conduct a recreation survey of Haddam residents to determine what, if any, additional active or passive recreational assets are desirable for the Town.

8. Maintain and routinely upgrade Haddam’s active and passive recreational facilities in a time- and labor-efficient manner.
9. Work with local municipalities, especially Regional District 17, on availability of shared municipal recreational facilities.
10. Educate residents about the value of undeveloped lands for the Town.

## An Emerging Destination

### Snapshot

Local residents already know that Haddam is a special place. In many ways, economic development is about highlighting and investing in these special things in order to attract business owners and entrepreneurs, both home-grown and from elsewhere. It’s about letting visitors know what they can do, see, and enjoy here. In short, local economic development includes promoting Haddam as a destination; preserving and promoting the historic, cultural, and natural resources that make Haddam and the region a great place to visit and do business. This requires a long-term approach of standing ground as a community and holding out for economic development and tourism projects that build on and complement the things that are special about Haddam, rather than things that could be “Anywhere, USA.”

Many of Haddam’s economic drivers and natural, historic, and cultural resources are located in the village centers or connected to the Connecticut River. Consequently, a number of related strategies can be found in Section II: The Places of Haddam.

### Haddam’s Economy

Haddam has a small but relatively balanced economy with a mix of retail, service, and industrial establishments, not unusual for a small New England community. Currently, Haddam has rather limited market demand for new commercial and industrial uses, and relatively little land zoned for such uses. Commercial zoning is limited to Higganum Center, Tylerville, a portion of Route 154 near Middletown and part of Route 81 approaching Killingworth. Industrial zones are found in Tylerville mixed in with commercial properties. Neither commercial nor industrial zones cover a significant portion of the Town’s land, which is overwhelmingly residential and undeveloped land. Even if the Town was to look to expand its commercial and industrial zoned land, its topography of steep and rolling hills makes it difficult to find flat land areas in the Town of a sufficient size to support such development. Finally, the absence of a public water supply and sanitary sewers makes certain types of commercial and industrial development more difficult. Despite these limitations, there are plenty of economic development opportunities on which the Town can capitalize, and existing commercial and industrial zoned lands may be more effectively used.

Economic activity within Haddam is influenced by the demands for goods and services generated by residents, businesses, and government activities within and beyond town borders, as well as visitors to the Connecticut River Valley and the tourism industry. Haddam’s economy is influenced by the economic health of several surrounding economic regions, including all of Middlesex County and New Haven County and the Greater Hartford region.

### Business with Character

It is important that new businesses respect the history and identity of Haddam, meaning that a chain store with corporate architectural design that could be found anywhere is not a high priority for Haddam, and is generally not appropriate for its village centers. Rather, shops and services that fill local needs, or provide products that have a sense of place, are more desirable. Businesses that support the eco-tourism industry, such as boating, fishing, hiking, and camping, are also appropriate. While the POCD by itself does not have the authority to dictate the types of businesses that may or may not locate in Haddam, this can serve as guidance for the Town as it chooses what types of businesses to actively market to.

Table 3 provides an economic snapshot of Haddam. There are approximately 1,400 jobs in town, giving Haddam a job-to-local-worker ratio of approximately 1:4. By comparison, the ratio for Middlesex County is closer to 3:4. Of Haddam’s jobs, only a handful include manufacturing. While Haddam has a history of industrial businesses from the early 20th century, that economic era is now more of a legacy.

**Table 3. Quick Facts: Economic Development (2014)**

	Haddam	Middlesex County	Connecticut
Labor Force	5,010	92,018	1,885,100
Employed	4,771	86,839	1,760,400
Unemployed	239	5,179	124,700
Unemployment Rate	4.8%	5.6%	6.6%
Number of Employers	191	5,092	114,608
Total Employment	1,396	67,677	1,653,545
Ratio of Employment to Labor Force*	0.28	0.74	0.88
Average Annual Growth Rate, Employment (2012-2015)	1.0%	0.8%	1.0%
Manufacturing Employment	25	9,218	159,607
Percent Manufacturing of Total Employment	1.7%	13.6%	9.6%

Source: CT Economic Resource Center, Town Profiles 2016 and 2017

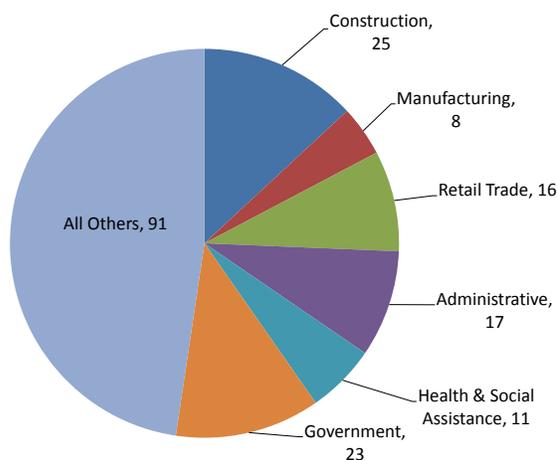
\*Total Employment divided by Labor Force. In other words, the number of jobs in a place divided by the number of residents of that place in the labor force. The lower the number, the fewer jobs there are in that place for each resident in the labor force.

Despite the limited amount of local commercial and industrial activity, the town’s average annual economic growth rate has been approximately 1% which is the same as Connecticut as a whole. Further, the local unemployment rate remains well below that of both the state and the county.

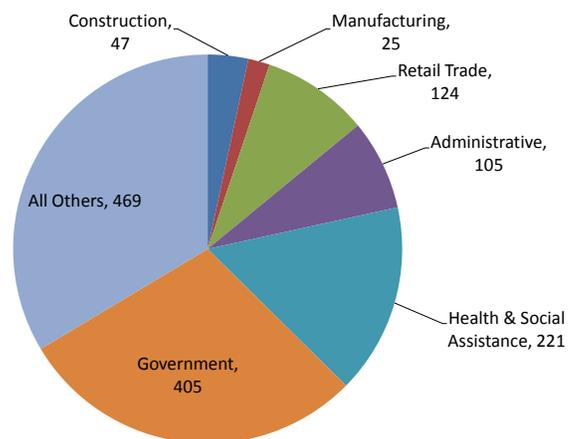
### Major Employers

While there are relatively few employers in Haddam, the sectors they represent are quite diverse, and no one sector dominates, as seen in the pie chart below to the left. The two largest sectors, Construction and Government, together make up only about 25% of the town’s employers. This diversity in sectors is often an indicator of a more sustainable economy that can weather changes better than an economy dominated by one or two sectors.

However, as shown in the chart to the right, in terms of the number of jobs per sector, the figures are more lopsided. Most notably, government jobs make up the largest sector, accounting for nearly 30%, with Health & Social Assistance making up another 16%. In total, those two sectors represent nearly half of the jobs in



**Figure 1. Number of Employers in Haddam**



**Figure 2. Number of Jobs in Haddam**

town. A reduction of jobs in either field would have a significant impact on the town's employment base. Of the largest private sectors, the Health & Social Assistance sector represents the most jobs per employer, at an average of about 20. Loss of a for-profit business in this sector could have a noticeable impact on the town's revenues.

Construction businesses, while the largest employer sector in town, employ only 47 people, suggesting the field is dominated by very small operations and is not a large source of full-time jobs.

A large segment of the population works from home, either for employers that are located elsewhere or as independent consultants and contractors. As such, it is important to recognize that these residents choose to be in Haddam, not because they are close to their place of employment but because they like it here for the natural beauty, general location or school system. With the recent improvements to the shoreline train, it is not unrealistic to expect that more people with employment related to metropolitan New York City may choose to live in Haddam or stay here as a weekend retreat.

### Tourism

Tourism is a significant aspect of the economy along the entire Connecticut River valley. While Haddam certainly benefits from visitors to its state parks, historic sites, recreation and boating on the river, and nearby attractions, there is a great amount of potential to expand the local tourism industry, and to support better communication and coordination among all of these resources and local tourism businesses. In particular, eco-tourism businesses such as excursion companies; hiking, biking, and camping suppliers; and other businesses that help more people responsibly enjoy Haddam's outdoor resources can be encouraged. For example, there is a strong market opportunity to establish a kayak/canoe rental facility along the Connecticut River that has



*Cruiseline leaving Eagle Landing State Park*

### What is Eco-tourism?

The International Eco-tourism Society defines this term as: Responsible travel to natural areas that conserves the environment, sustains the well-being of the local people, and involves interpretation and education.

Eco-tourism is about uniting conservation, local communities, and sustainable travel. In the context of Haddam, this could mean many different things, including:

- Minimizing environmental and social impacts of tourist activity.
- Building environmental and cultural awareness and respect.
- Providing positive experiences for both visitors and host community residents.
- Increasing financial benefits of conservation.
- Generating financial benefits for both local people and private industry.
- Delivering educational experiences to visitors that help raise sensitivity and awareness of Haddam's natural and cultural resources.
- Designing, constructing and operating low-impact facilities.

<http://www.eco-tourism.org>

both “put-in” and retrieval locations. A few more co-located tourism supporting businesses such as inns and restaurants would help support the industry, as would better marketing of Haddam as a tourist destination. Finally, partnerships with other towns in the region are critical for developing joint marketing and tourism infrastructure to attract more visitors to the region and to get them to stay longer.



*Farm Stand near Higganum*

### Potential Tools

There are several models and financing mechanisms that Haddam can consider to facilitate local economic development and historic preservation and promote cultural resources, including:

**Tax-Increment-Financing (TIF):** Connecticut has recently revised TIF legislation that would allow the Town to enter into an agreement with a developer where all or a portion of the new real estate property taxes paid would be refunded to the developer for a set period of time as an incentive to redevelop the property and/or cover the cost of necessary improvements (such as water and sewer, sidewalks, etc.)

**Municipal Tax Abatement:** Each municipality in the state has the ability to offer, on a sliding scale depending on level of investment, local tax abatements for both real estate and manufacturing machinery and equipment. There are several eligible uses relevant for Haddam’s village centers, including permanent residential use, transient resident use, recreation facilities, and mixed-use development. This could also be explored for any new industrial park. Currently, the Town has a “fixed assessment” program to attract new businesses. This program essentially keeps taxes flat for a period of seven years.

**Historic Structures Rehabilitation Tax Credit:** This credit could be available for any properties on or added to the National or State Register of Historic Places, or located in a district listed on either Register and certified by the State’s Department of Economic and Community Development as contributing to the historic character of such a district. Residential redevelopment scenarios would likely qualify for a tax credit from this program that encourages the conversion of historic commercial, industrial, institutional, former government buildings, cultural buildings, or residential property of more than four units to residential use. A 25% tax credit of total qualified rehabilitation expenditures is offered up to \$2.7 million per building and \$15 million annually. The Town should explore the option of adding key sites to the state register of historic places as it would enable a developer to apply for this tax-credit and other historic preservation incentives. Listing on the register does not restrict the rights of private owners in the use or development of private historic property.

**Institutionalizing Economic Development:** A large part of economic development is in cultivating a culture of consistency, timeliness, and helpfulness among town staff and officials. Developers should know up front what is expected of them, how long it will take, and how their proposals will be evaluated. Further, it should be part of someone’s job to think about promoting and marketing Haddam’s assets to potential business owners and developers every day. This should be someone on Town staff, either through an existing or new position, who has the authority to work with the Town’s Economic Development Commission to prepare data, keep track of opportunity, and serve as a liaison for potential business owners and developers.

**Municipal Preservation Ordinances:** These ordinances, formalized under state enabling legislation passed in 2013, offer towns and cities new powers and flexibility to protect, enhance, and build on their historic resources. The enabling legislation allows municipalities to “protect the historic or architectural character of properties or districts that are listed on or under consideration for listing on, the National Register of Historic Places...or the state register of historic places.” This simple language gives towns and cities great leeway in determining how to implement a preservation commission. The CT Trust for Historic Preservation has developed a model Historic Preservation Ordinance that municipalities can use to take advantage of the enabling legislation.

**Local Historic Districts:** These Districts are not to be confused with National Register Districts. Although both are automatically listed on the CT State Register of Historic Places, the way each is structured and the reviews that are required are very different. A Local Historic District (LHD) offers much more protection and involvement from the community than a National Register District. A LHD is established and administered by the community itself to protect the distinctive and significant characteristics of an area and encourage changes and new designs that are compatible with the area’s historic distinctiveness.

**Scenic Road Designation:** Scenic roads have significant natural and cultural features along their boundaries. Scenic road designation has been proven a popular tool to help preserve and protect the special rural character of designated highways and helps preserve them from modifications that would detract from their appearance, including widening, rerouting, destruction of stonewalls and mature trees. In Connecticut there are two types of scenic road designation: State Scenic Highway and Local Scenic Road. The State Scenic Highway Statute governs state highways and is administered by the Connecticut Department of Transportation. The Town Scenic Highway Statute authorizes municipalities to adopt scenic road ordinances to protect town roads from unwanted changes. Route 154 through Haddam is considered a State Scenic Highway.

**Local Arts Council:** A local, volunteer-driven arts council can help promote the arts and artists in Haddam, while also guiding efforts to display art and host performances in public and private venues throughout town. Particularly in the village centers, art can be harnessed to create gathering points, and provide beauty and fun in public spaces. Art can also be used to activate vacant storefronts and other private properties. An arts council would serve as a facilitator, connecting local artists (including school children) with venues to display their work or perform, in a way that makes Haddam a more interesting place to live and visit.

## Summary of Key Issues

- ⇒ Haddam has loads of outdoor activities and historical and cultural resources attractive to visitors. However, it lacks a support system for more visitors to take advantage of these resources, such as better marketing and signage, tourism websites and brochures, or complementary businesses such as restaurants, inns, and outdoor/sporting goods stores.
- ⇒ Haddam’s historic buildings and landscapes and cultural resources are worthy of preservation and promotion for their own sake, but also play a critical role in making Haddam a special and attractive place for residents, visitors, and businesses alike.
- ⇒ Lack of sewers limits Haddam’s ability to create new areas for service industries such as restaurants, a significant hurdle should Haddam choose to grow its economy and tax base in this way.
- ⇒ Haddam residents run a number of home based businesses, from artisans to contractors. While these add to the prosperity of the community, there can be conflicts with neighbors.
- ⇒ Haddam has a limited amount of commercially- and industrially-zoned land, but should be able to encourage more efficient development of these parcels rather than greatly expanding the area zoned for commercial and industrial uses.
- ⇒ Haddam’s economy is entwined with the economies of neighboring cities and towns and the entire region, and it will be important to keep on top of the region’s economic trends.

## Goals & Strategies

### Goal for Economic Development & Tourism

1. Pursue an economic development program that expands Haddam’s economic base while serving the needs of local residents; supporting eco-tourism; and maintaining its small-town identity.

## Strategies

1. Encourage the development and recruitment of businesses that mesh with Haddam's rural and historic character and that promote the unique resources of the Town.
2. Focus on eco-tourism related efforts, especially reestablishing Haddam's historical connection to the Connecticut River.
3. Continue to promote rural economic activities such as forest management and agriculture.
4. Continue to reach out to neighboring cities and towns to collaborate on regional economic development and tourism efforts.
5. Revisit regulations for home based businesses in an effort to make it easier for residents to run small businesses from their homes while balancing potential impacts on neighbors.

## Goal for Historic & Cultural Resources

1. Maintain and enhance the contributions of historic and cultural resources to Haddam's community character and economy.

## Strategies

1. As the historic inventory of Haddam is a key element in defining the character of the Town, steps should be taken to maintain, enhance, and promote the historic assets of the community.
2. Support the Haddam Historical Society recommendations to maintain, promote, and protect the historic assets of the Town.
3. Consider protecting additional historic assets if they become available in the private market to further enhance the historic character of the Town.
4. New development should be consistent with and sensitive to the historic nature of the community, particularly in the village center areas. Emphasis on quality physical design and site planning that is in keeping with the nature of the surrounding environment should be a high priority.
5. Look for more ways to support and promote the work of local artists and artisans, both as engines of the local economy and as enhancers of Haddam's quality of life and sense of place.



*Haddam Neck Fair*

## Where We Live

### Snapshot

Even in a region that is dominated by single-family homes and high homeownership rates, Haddam stands out. The vast majority of homes in Haddam are single-family and owner-occupied, meaning opportunities for households wanting or needing to rent or live in a smaller home with less maintenance are few and far between. In short, when it comes to the local residential market, Haddam has almost “all of its eggs in one basket.” Seniors, a rapidly growing proportion of Haddam’s population, are in need of affordable senior housing, assisted living, and smaller, single-story housing within walking distance of village centers. Many young adults and families struggle to find affordable market rate homes, such as smaller units on smaller lots, apartments, rentals, cottages, and the like – also within walking distance of village centers. Working families making below the area median income also often struggle to find housing they can afford within Haddam. The most notable population dealing with issues of poverty in Haddam are single adults between the ages of 18 and 34, suggesting the town is a particularly difficult place for young adults to establish a foothold.

While the majority of homes in Haddam are likely to remain single-family, the village centers present good locations for different housing choices, both ownership and rental, that will better meet the needs and desires of many senior citizens and young adults alike, including multi-family homes, cottages, and other alternatives to traditional single-family homes, because of their locations within walking distance of basic goods and services.

### Housing Statistics

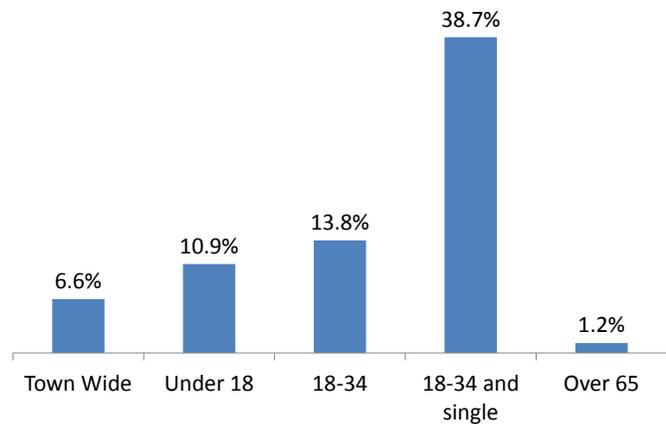
Median home prices have historically been strong in Haddam when compared to other parts of Connecticut, but have been known to fluctuate. As recently as 2013, housing prices were generally higher than the county median. Housing prices have since decreased significantly. The most recent data shows a median price of \$253,000 for the second quarter of 2016 – a 13.8% decline from the same quarter in 2015 and the 4th lowest median sales price in the county. It is also taking homes longer to sell, with an average of 154 days on the market, increasing almost by half since the same quarter in 2015.

Given the high proportion of owner occupied single family homes, opportunities for households wanting or needing to rent are few and far between. Further, the percent of the town’s housing stock that is subsidized is among the lowest in the state, and mostly only available to senior citizens.

### Rental Prices

As of the 2015 5-Year American Community Survey estimates, there are only 308 renter households in Haddam. According to the 2014 5-Year American Community Survey, as reported by the CT Economic Resource Center (Town

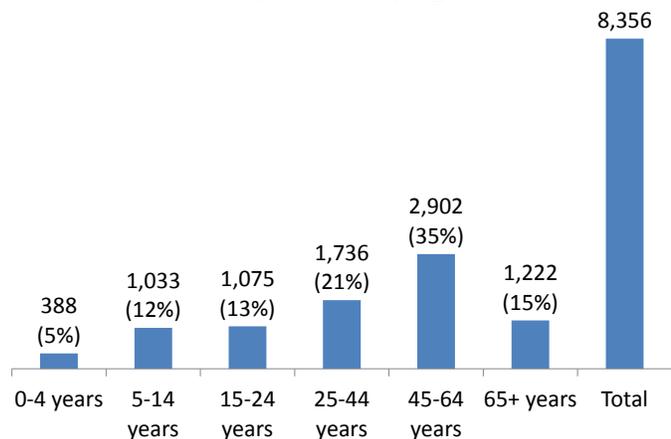
**Poverty Status**



Source: 2015 American Community Survey, 5-Year Estimates

**Figure 3. Poverty Status**

**Population by Age**



Source: 2015 American Community Survey, 5-Year Estimates

**Figure 4. Population by Age**

Profiles 2016), of these renter households, two thirds pay a monthly rental rate of less than \$1,000 a month. Of those who pay the highest rents of \$1,500 per month or greater, none pay over \$2,000 a month. As a comparison, nearly 53% of renter households in neighboring Middletown pay over \$1,000 a month in rent. This suggests that while rental opportunities are limited in Haddam, rental prices are reasonable compared with neighboring towns and the incomes of Haddam residents.

### Housing Start Trends

Changes in residential development have been minimal since the last POCD update in 2008. New residential construction has slowed down significantly since the start of the Great Recession.

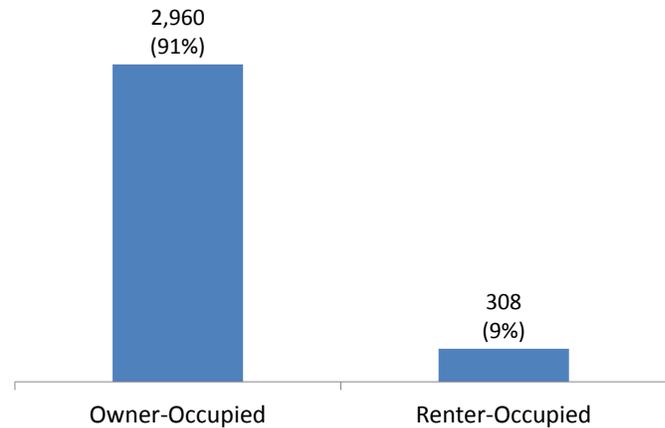
Approval of new subdivisions plummeted after 2008, and new housing starts have been on average only 12 per year since 2010 (building permit data is not available for 2009). In contrast, there were on average over 47 housing starts per year between 1999 and 2007. According to interviews with town stakeholders, this drop off in residential construction has been the most obvious change in Haddam since 2008. Some stakeholders fear the town will not be ready if and when construction starts to reach pre-recession levels again. In the meantime, town staff and commissions have been able to give thoughtful consideration to all recently proposed subdivisions.

### Housing Types in Haddam

While housing in Haddam largely consists of single-family homes, there is a variety of housing types including historic 18th and 19th century homes, small post-war capes, summer cottages renovated for year-round living, larger, more modern suburban homes, and multi-family senior housing.

As discussed, Haddam is in need of alternatives to single-family homes on large lots to meet the demand for housing types attractive and affordable to aging seniors, young adults, and lower-income families. In the context of a rural town like Haddam, people can sometimes fear that this means apartment buildings or other higher-rise building types. However, there are many ways to meet these housing needs on a smaller scale, more appropriate for a small town. For example, single-family cottage communities on shared or small individual lots provide a less expensive, lower maintenance alternative. Likewise, two- or three-family homes, when designed correctly, offer housing alternatives that blend in well with single-family homes, and can provide for both ownership and rental opportunities. Both types are very common, historically, throughout many of New England’s most desirable villages. Finally, one or two floors of residential located

### Owner vs. Renter Households



Source: 2015 American Community Survey, 5-Year Estimates

Figure 5. Owner vs. Renter Households

### Adequate Public Facilities Ordinance

Haddam is not alone in its concern over the impacts of new housing subdivisions on the environment and public infrastructure and services. Some communities deal with these concerns by adopting an Adequate Public Facilities Ordinance (APFO), designed to assure that public schools, roads, sewers, water for fire fighting, police and rescue response times and/or other infrastructure or services are “adequate” to support proposed new development. APFOs are timing devices that can be a useful tool for managing growth. When properly used, they can help ensure that needed facilities and services are available for new development and can signal to planners and elected officials what types of infrastructure, in which particular areas, are in need of additional capital improvement spending.

above ground floor retail, something that exists in Haddam in small quantities now, is another great way to incorporate rental housing alternatives while maintaining small town character.

### Affordable Housing

The State of Connecticut encourages its municipalities to ensure that at least 10% of their housing stock is affordable. This can include homes that are governmentally assisted or deed restricted, as well as households using rental assistance or certain federally backed mortgages. The State has incentivized this with a law that allows any developer of housing to appeal when a municipality, through its board or commission, rejects an application to develop affordable housing or approves the application with restrictions that would have a substantially adverse impact on the viability of the project. Appeals are made to the Superior Court, by specifically assigned judges, and are treated as “privileged cases.”



As of 2015, only 31 cities and towns in Connecticut are exempt. Haddam is among the municipalities with the least amount of affordable housing, at 1.2% - one of 38 municipalities with less than 2%. On top of the potential for unwanted appeals of local planning decisions, having such a small portion of affordable housing limits the ability of lower-income working adults and seniors on fixed incomes to live in Haddam without spending a large portion of their incomes on housing.

Since the last POCD, Haddam has taken steps to make sure there are more housing opportunities for low-income families and individuals. Most notably, the town created a new Housing Opportunity District (HOD) in 2016, a “floating” zone that allows for denser development if a percentage of the homes are deeded affordable. The first development to take advantage of this zone is being considered in Tylerville as of 2017. Further, in 2014 the Planning and Zoning Commission added a provision that allows detached accessory apartments. While these are not eligible to count toward the 10% affordability requirement, by their small size and design, accessory apartments tend to offer important housing opportunities at below average market rates.

In conformance with Public Act 17-170 of the CT Legislature, the Town has prepared an Affordable Housing Plan which is included in the POCD as Appendix C.

### Summary of Key Issues

- ⇒ The housing supply in Haddam is quite similar to that of many smaller, rural municipalities in Connecticut. Single-family homes are by far the dominant housing type (92%) and the owner-occupancy rate is over 90%, significantly higher than Middlesex County and the state as a whole.
- ⇒ Rental opportunities are limited in Haddam, with very few apartments.
- ⇒ While there is a core of historic 18th and 19th century homes in Haddam, the overall housing stock is generally younger than average for Connecticut, given that much of the town’s residential development took place in the boom years following World War II.
- ⇒ As with commercial development, denser residential development requires public water and sewer, or innovative private systems.
- ⇒ While housing sale prices have fluctuated in recent years, there are still few affordable options for first time homebuyers.

## Goals & Strategies

### Goals

1. Haddam will have an expanded supply of housing that is suitable to the needs and market desires of its changing demographics, and affordable to people who earn a range of incomes and represent the socioeconomic diversity of our community.
2. This infusion of new housing will help revitalize our village centers, contribute to the long term sustainability of Haddam's economy, and decrease the pressure to develop new homes on open space, farms, or forested land.

### Strategies

1. Identify tools to encourage the development of affordable housing consistent with rural/suburban community character.
2. Preserve the historic character of housing units where applicable.
3. Maintain and protect the quality of the existing housing stock in town.
4. Consider a variety of housing design and subdivision options that will enhance the character of the town.
5. Encourage a variety of housing types, both ownership and rental, that can meet the market demand for alternatives to large-lot, single-family homes.
6. Locate elderly and other special needs housing near community services they are most likely to use.
7. Ensure that housing densities do not exceed the carrying capacity of the land, and adequate infrastructure and public services are available to support new housing units as they are constructed.
8. Encourage the use of various federal and state housing programs, as available.

## Energy

Generally speaking, renewable energy is something that many people in Haddam are supportive of and would like to see more of. Anecdotally, sales of solar arrays for individual homes have been very strong. Several residents have expressed an interest hydro-power at Higganum Reservoir, while others would like to see more solar farms, perhaps at the CT Yankee site. There is much that the town can do to improve the energy efficiency of its facilities and fleets, support renewable energy production in town, and encourage residents and businesses to be more energy efficient themselves.

### Summary of Key Issues

- ⇒ Haddam has a long established culture of protecting local and regional natural assets, and reducing impacts on the environment. This respect for the environment is a key part of what people love about living here.
- ⇒ A healthy environment with clean air, water, plenty of trees, and healthy river corridors is a necessary condition for Haddam's success. Efforts to improve energy efficiency and expand renewable local energy production will help maintain a healthy environment and economy.
- ⇒ There are many opportunities for sustainable energy enterprises that have yet to be tapped and Haddam is poised to expand this sector in wind, solar, and hydro-power.
- ⇒ Many Town of Haddam buildings and facilities are old and inefficient. Investments in energy efficiency will lead to healthier, longer-lasting buildings and a decrease in town energy expenses over time.
- ⇒ Natural gas, a relatively affordable and clean source of energy, is not currently available in Haddam.

- ⇒ While lighting is an important part of a vibrant village center, light pollution can mar the beauty of the night sky while also wasting energy.
- ⇒ During community discussions for the POCD, it was noted that the dam at the Higganum Reservoir may have the potential to produce hydro-power. The Town may want to initiate discussions with the State about exploring this potential. The reservoir’s proximity to the center of Higganum could provide a steady source of renewable energy for the village and for the town.

## Goals & Strategies

### Goal

1. Promote energy efficient and sustainable patterns of development, practices, and operations of the Town and its residents.

### Strategies

1. Pursue a baseline energy audit for town facilities and fleets, followed by an energy management plan that sets aggressive but realistic targets for energy efficiency and green house gas reductions.
2. Significantly improve energy efficiency in town facilities and fleets.
3. Strive to reduce the Town’s greenhouse gas emissions over time.
4. Provide education and encourage conservation and use of alternative and renewable energy sources throughout Haddam, in private homes and businesses alike.
5. Explore the possibilities for hydro-power in Haddam.
6. Explore opportunities to extend natural gas service into Haddam.
7. Explore a lighting ordinance that encourages energy efficient and “dark sky” friendly lighting, that points light down to the ground where it is needed rather than up into the sky, particularly for street lights and commercial signage.

## Community Support

### Town Systems

#### Solid Waste Management

The Town contracts its solid waste disposal services with the Materials Innovation and Recycling Authority (MIRA), which participates within the Mid-Connecticut Resources Recovery System. Waste collection is the responsibility of property owners, who can hire a private contractor to perform this service or bring their waste to the Town transfer station. MIRA developed and manages the recycling and resource recovery facilities to which private contractors bring Haddam waste and recyclables, and is charged with developing and managing new facilities in the future in accordance with Connecticut’s Comprehensive Materials Management Strategy.<sup>2</sup> Solid waste is disposed of at the Mid-Connecticut Resource Recovery Facility, which consists of a trash-to-energy facility, many transfer stations, a regional recycling center and the Hartford landfill.

On the one hand, Haddam has generally been throwing away more waste year to year. On the other hand, recycling rates have also been going up. Haddam threw away 2,922 tons of waste in FY 2013. This number has increased every year since then, reaching 3,372 in 2016, a 15% increase. Haddam recycled 531 tons of waste in 2013. This number has also increased every year since then, reaching 683 in 2016, a 29% increase. While the Town’s recycling rates are relatively low, this steady increase year to year is encouraging.

<sup>2</sup> [http://www.ct.gov/deep/cwp/view.asp?a=2718&Q=553470&deepNav\\_GID=1639](http://www.ct.gov/deep/cwp/view.asp?a=2718&Q=553470&deepNav_GID=1639).

Recycling is the responsibility of property owners in Haddam, and recyclables may be brought to the Town transfer station or processed through a private contractor. State law requires all residents to recycle the following items: glass food/beverage containers, metal food/beverage containers, newspapers, corrugated cardboard, leaves, scrap metal, and waste motor oil. The Town operates a small recycling center and transfer station on Route 154. This facility handles bulk waste; recyclables; yard waste; scrap metal; and tires, motor oil and antifreeze for Town residents. In 2015, the Transfer Station Task Force successfully added electronics, textiles, and mattresses to this list. The Town's management of solid waste, through its service contract with MIRA, is an efficient and cost-effective means to provide this municipal service. However, the Town is vulnerable to shifts in economy and technology that may affect the costs that MIRA will face, and inevitably pass on to the towns they service through the rate they charge for their tipping fees. Given these conditions, the Town should focus on its strategies to improve its waste disposal and recycling efforts.

## Municipal Stormwater

The General Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems (MS4 General Permit) is the product of a mandate by the U.S. Environmental Protection Agency as part of its Stormwater Phase II rules in 1999. This general permit requires each municipality to take steps to keep the stormwater entering its storm sewer systems clean before that stormwater enters water bodies. One important element of this permit is the requirement that towns implement public education programs to make residents aware that stormwater pollutants emanate from many of their everyday living activities, and to inform them of steps they can take to reduce pollutants in stormwater runoff.

The MS4 General Permit has been phased in since the 1990s, first with municipalities with populations over 100,000 and then for those under 100,000. Until now, Haddam has not been among the municipalities required to comply with these mandates. However, starting in July 2017, Haddam will be one of eight small municipalities added to the list, based on the 2010 U.S. Census. Implementing MS4 will be a significant task for Haddam, including retrofitting of existing infrastructure, such as stormwater outfalls, where pollution is a problem. Installation of green infrastructure (see sidebar) will be a priority for many years to come.

## Public Schools

Haddam is part of the Regional School District #17 public school system that consists of three elementary schools, one middle school and one high school. In addition to the Town of Haddam, the regional school district also includes the Town of Killingworth. The district had a total enrollment of 2,116 in grades Pre-K to 12 in the 2016-2017 school year. School enrollment has been on a slow but steady decline over the last several years. With the exception of 2015, which saw an increase of 12 students over 2014, the district reports a decline in enrollment each year, with a total loss of 377 students since 2006-2007. This represents a more than 15% loss in just ten years. However, this loss has been more heavily felt in neighboring Killingworth, which has seen a decline in students of almost 24% during this time, while Haddam has lost just under 8%. Consequently, over the next ten years the existing school facilities should be adequate to meet the school system's needs. However, if this trend continues, facilities will become more expensive to operate per student, which can put a strain on other aspects of the school budget.

### What is Green Infrastructure?

*Green infrastructure is an approach to water management that protects, restores, or mimics the natural water cycle. Green infrastructure is effective, economical, and enhances community safety and quality of life.*

*It means planting trees and restoring wetlands, rather than building a costly new water treatment plant. It means choosing water efficiency instead of building a new water supply dam. It means restoring floodplains instead of building taller levees.*

[www.americanrivers.org](http://www.americanrivers.org)

**Table 4. Regional School District #17 Enrollment**

	Actual 2006/2007	Actual 2016/2017	# Change	% Change
Haddam Students	1,359 54.5%	1,252 59.2%	-107	-7.9%
Killingworth Students	1,134 45.5%	864 40.8%	-270	-23.8%
Total Enrollment	2,493	2,116	-377	-15.1%

## Emergency Response

### Police

Two resident state troopers in Haddam are responsible for the criminal and motor vehicle codes and the protection of all citizens. In addition, the Department is responsible for manning and supervising the Central Communications Divisions for all police, fire, and medical requests for service to the public. The state troopers are assigned from the State Police “Troop F” barracks in Westbrook and maintain an office in the Haddam-Killingworth Central Office Building on Little City Road in Higganum.

### Fire & Ambulance

Fire protection services are provided by the Haddam Volunteer Fire Department and the Haddam Neck Fire Department, both of which are made of volunteer firefighters. The **Haddam Volunteer Fire Department** has 55 volunteer firefighters serving from three fire stations.

The #1 Fire Station is located on Rte 154 between Higganum and Haddam Center. Between the three stations, there is adequate capacity to handle Haddam’s fire service needs at the present time and the expected future.

In addition to its trucks, the department operates a small fireboat for use in handling fires that might occur along the Connecticut River. Additional services provided by the Department include hazardous material response, emergency medical service, vehicle rescue and search and rescue.

Emergency ambulance service in Haddam (except for Haddam Neck) is provided by the Haddam Volunteer Ambulance Association, which operates out of a facility on Killingworth Road. Non-emergency medical transportation is also available in Haddam through Hunter’s Ambulance Service, a private medical transportation company.



**Haddam Fire Station #1**

### Library

The Brainerd Memorial Library, which opened in 1906, provides residents with educational, recreational and reference services. The library is located at 920 Saybrook Road and currently has over 4,500 registered borrowers. The library’s collection includes over 31,300 books, magazines and other printed materials, and over 5,500 videos, recordings, computer disks and other non-printed materials. The library’s circulation is currently between 48,000 and 49,000. The library offers Internet access for the public from nine computer stations, as well as providing wireless Internet access for patrons with laptop computers. The library system also provides a variety of educational and social programs for children, including a summer reading program.

The library is technically still a private association; however, the State regards it as the Town of Haddam's public library, and much of the library's funding comes from the Town of Haddam. In the mid-1990s, the library underwent a major renovation that the size of the facility. Since the completion of this renovation, the library has been quite successful and is currently at capacity in terms of shelving space. Over the next five years, the library would like to hire an architect to examine future space needs for the facility and evaluate creating additional space. At the present time, the library's greatest need is additional parking. The development of additional programs and the full utilization of the existing library space relies upon finding feasible solutions to the lack of parking at the library.

## Social Supports

### Senior Services

Within the Town of Haddam, the Municipal Agent for the Elderly functions as the resource for information on programs, activities and services for elderly residents. In addition, the town oversees the operation of the Haddam Senior Center, a multi-purpose facility located at 923 Saybrook Road. The center is the focal point for a variety of programs and activities for seniors in Haddam, including bingo, exercise classes, birthday parties, movies, and arts and crafts sessions. The town also operates an elderly housing facility located at 15 High Meadow Place.



*Haddam Senior Center*

The town's senior citizen busing program operates a 16-seat bus that provides on-call transportation services for seniors with 24 hour notice, as well as regularly scheduled trips to shopping in Middletown and Cromwell, tours of the town to view decorations during the holiday season, and a number of other special group trips. A seniors' meal program is an additional service provided by the town which serves approximately five to six meals per day to Haddam seniors.

### Youth and Family Services

Youth and Family Services of Haddam-Killingworth, Inc. provides counseling and social services to youth and families in the towns of Haddam and Killingworth. The organization is a private, nonprofit agency that operates on the campus of Haddam-Killingworth High School. Its programs include group activities for mothers and young children, after-school academic and artistic activities for elementary and middle school students, community service activities for high school students, and mentoring and counseling programs. The organization also provides information and contacts to a variety of outside social service, public health and mental health programs. The town also runs a Youth Center that is located in the former firehouse at the intersection of Candlewood Hill Road and Route 154 in Higganum Center. This facility hosts parties, band night, theatre group, billiards, movies and other activities for teens in Haddam.

### Public Health

The public health needs of Haddam are largely served by Connecticut River Area Health District (CRAHD), which also serves Old Saybrook, Clinton, and Deep River as the local health department. CRAHD provides essential public health services to the four communities. These services include but are not limited to: monitoring the health status of the population, disease control and prevention and dedication to reduce risk of disease, promoting better health in adults and children including promotion of healthy lifestyles, health education for a better informed population, environmental health and code compliance to ensure safe water, food, public facilities, sanitation, waste water disposal, public pools and beaches, day care centers, vermin control and minimum housing standards, preparing for health emergencies such as a new emerging infection or a shift in a perennial disease, and planning and implementing community public health programs.

## Summary of Key Issues

- ⇒ The State of Connecticut is running out of space and facilities to handle waste management, making Haddam vulnerable to price increases as options become more and more scarce. The more Haddam can recycle and compost, the less it will need to send to the landfill in Hartford, and the more stable its expenses may be.
- ⇒ The Haddam-Killingworth School District is the highest performing school in the region, and among the most highly regarded in the state. However, the school budget takes up a very large portion of town expenses. The town will continue to balance the demands of maintaining this major asset against pressure to keep school expenses at a reasonable level.
- ⇒ Other public services in town are highly regarded and well-utilized, but perhaps underfunded or based in facilities that need investment in order to continue serving the next generation of residents.
- ⇒ Hazardous waste disposal events at the Estuary District in Essex must receive greater publicity to ensure these wastes are disposed of correctly.
- ⇒ Many people in Haddam are unfamiliar with the POCD, including some Town board and commission members, elected officials, and others who should be using the POCD to guide their decisions.

## Goals & Strategies

### Goal

1. Provide a high level of public and governmental services in a coordinated, efficient, and cost-effective manner.

### Strategies

1. Monitor the community facilities and public services needs of the Town on a continuing basis by gauging changes in the utilization of particular services or facilities, and make adjustments to these services or facilities as conditions warrant.
2. Educate residents on the importance and opportunities for proper household waste disposal and recycling.
3. Make waste disposal and recycling convenient and accessible to residents.
4. Evaluate the changing needs of Haddam's population and the impact of these changes on the provision of general governmental services.
5. Identify possible solutions to alleviate the parking issues at the library.
6. Assess options to expand the library facility.
7. Continue to seek to improve and/or expand the educational opportunities for Town students.

## Generalized Land Use Plan

### Snapshot

Haddam has been and remains a rural community developed around historic village centers. It is approximately 46.7 square miles in size, with a low population density of 190 persons per square mile. As shown in Maps 12 and 13, the Town's institutional, commercial, and industrial uses are still concentrated in and around its village centers. Residential uses are surrounded by undeveloped land, some protected as state parks or public conservation land and others unprotected forested areas. This discussion provides an overview of the land use and growth of the Town as a whole.

Development and conservation of the remaining vacant land, infill development in the villages of Higganum, Haddam and Tylerville, and the redevelopment of previously developed sites in the future can positively impact the Town, so long as these investments are in balance with the conservation of the Town's environmental resources. Recent new development has focused on housing for the Town's aging population. New senior living facilities are designed at a higher density. Accommodating these and other denser housing types without public sewers requires innovative wastewater management solutions. Decisions about where and how these developments are constructed, and how they are paid for, need to be strategic, considering environmental conditions and other factors that might influence the success of senior housing.

In order to support and protect the quality of life envisioned as part of the Town's future, a balance between development, the conservation of open space and natural resources, and the preservation and revitalization of the Town's villages and cultural resources is necessary. Protection of environmentally sensitive areas and the conservation of open space were a major focus in the development of this plan update.

While valuing the continued practice of conservation, residents generally understand that investment and development is necessary to strengthen the tax base issues and the economic well being of the Town. A balance between conservation, preservation, and development is a primary focus of future land use issues across the Town. This balance will be achieved by adhering to broad Goals & Strategies as well as specific action items found at the close of this plan. The development of an updated Plan of Conservation and Development and its accompanying Generalized Land Use Plan serves to guide the Town's future development as an advisory or policy setting document. Key to successful future development is the updating of Zoning and Subdivision regulations and implementation techniques that explicitly outline and enforce the vision the Town has set forth in the Plan.

### Generalized Land Use Plan Map

The Generalized Land Use Plan Map (GLUP), Maps 14 to 17, illustrates the proposed pattern of conservation and development for the Town of Haddam. It recommends the most appropriate location and relationship of major land uses, including proposals for residential development; commercial development; business districts; industrial; community facilities such as open space areas, civic uses and institutional uses; and special design districts and conservation areas. The GLUP is both a narrative and graphic presentation of the Town's vision for the future. The GLUP map, which follows this page, provides a broad illustration of desired development patterns. It is based largely upon existing land use and development patterns, environmental and natural features, physical features, current zoning, planning analysis and the desires and vision of citizens and community stakeholders as voiced throughout the plan development process.

The GLUP contains a variety of land use categories that address location, density, and current conditions. In some cases, individual parcels may have a different existing land use than the category shown on the map. This is unavoidable in a town with small parcels, particularly in village areas. The intent of the GLUP is to present desirable land use patterns to guide future change, not dictate short-term changes to individual parcels.

# Land Cover (2010)

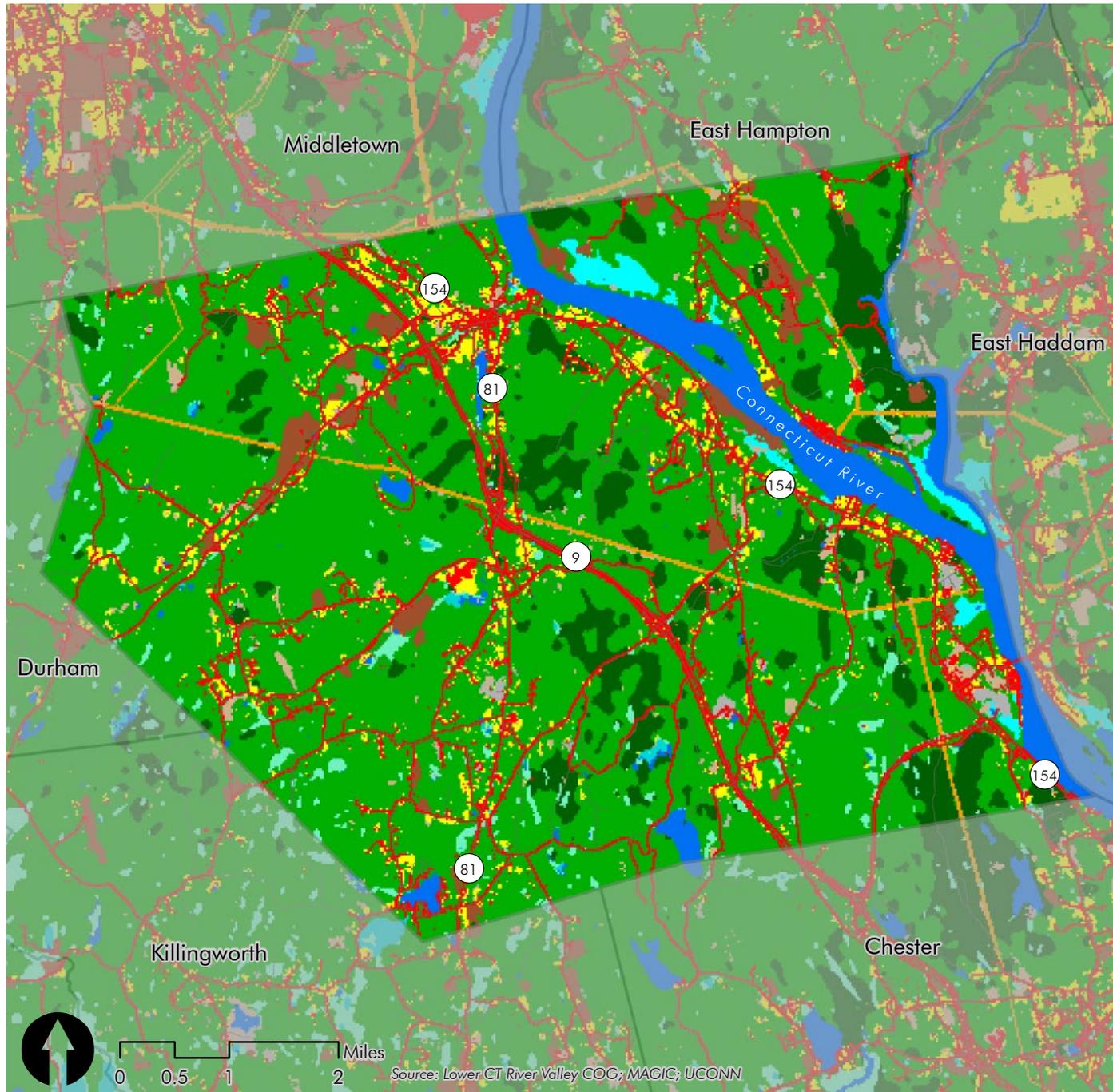
## Legend

-  Roads
-  Agricultural Field
-  Barren Land
-  Coniferous Forest
-  Deciduous Forest
-  Developed
-  Forested Wetland
-  Non-forested Wetland
-  Other Grasses
-  Tidal Wetland
-  Turf & Grass
-  Utility Corridor
-  Water

## Haddam Plan of Conservation & Development

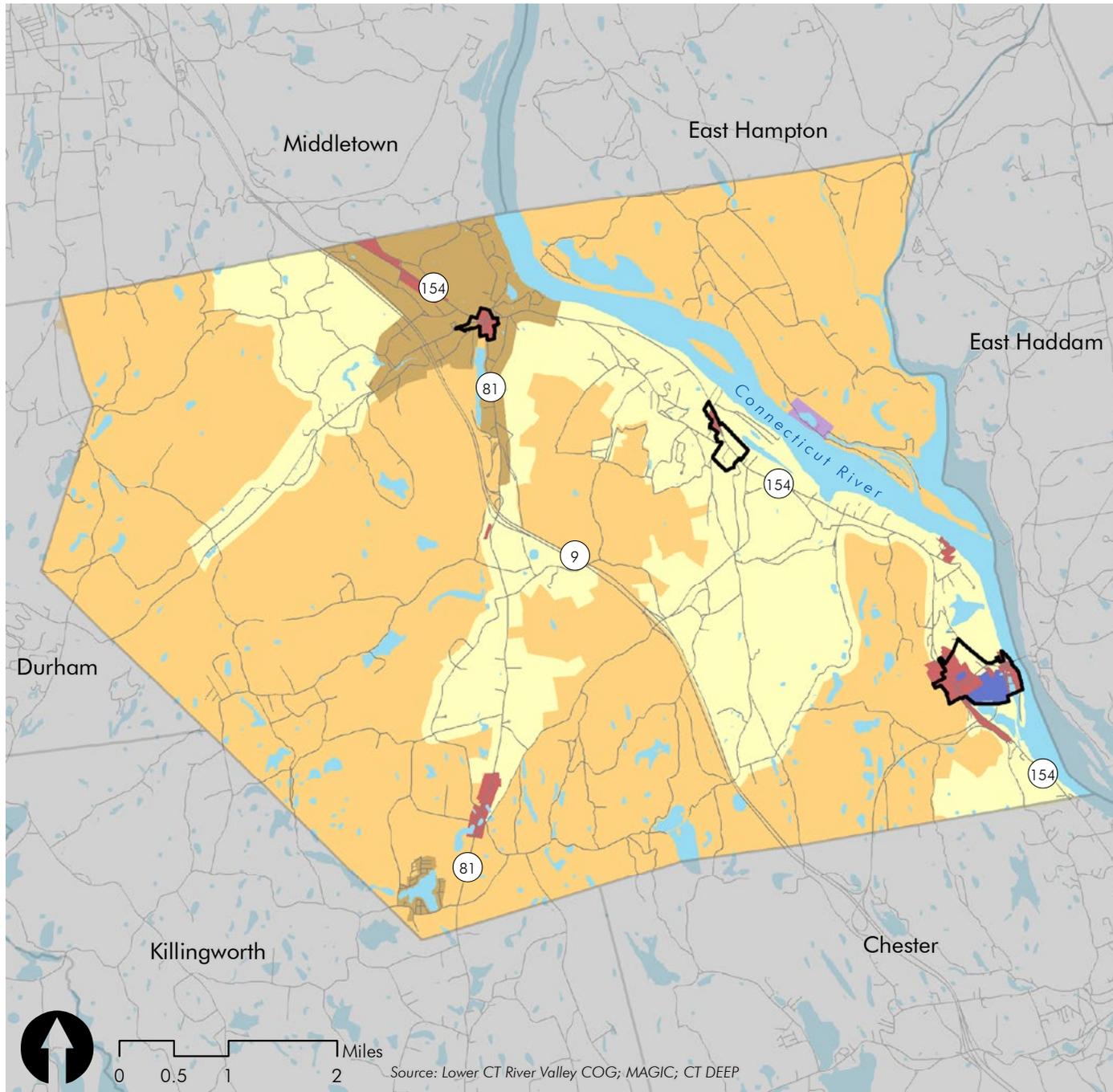
Date: 7/28/2017

For planning purposes only.



Map 12. Land Cover (2010)

# Zoning



## Legend

- Roads
- Surface Water
- Village Districts
- Zoning Districts
  - C-1
  - I-2
  - IND
  - R-1
  - R-2
  - R-2A

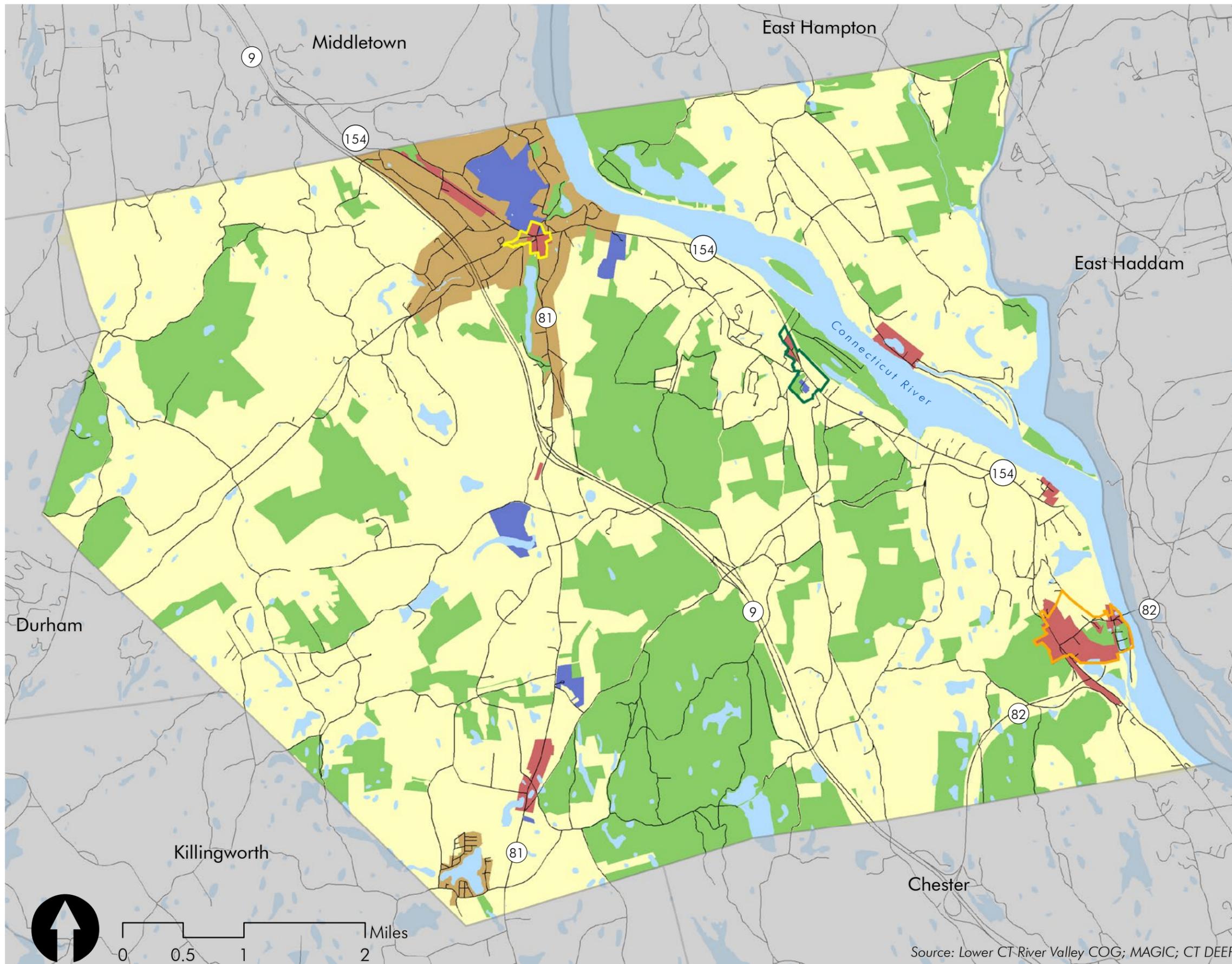
## Haddam Plan of Conservation & Development

Date: 10/30/2017

For planning purposes only.



**Map 13. Zoning**



# Generalized Land Use

## Legend

- Roads
- Surface Water
- Land Uses
  - Commercial/Industrial
  - Medium Density Rural Residential
  - Low Density Rural Residential
  - Protected Open Space & Recreation
  - Institutional
  - Haddam Village District
  - Higganum Village District
  - Tylerville Village District

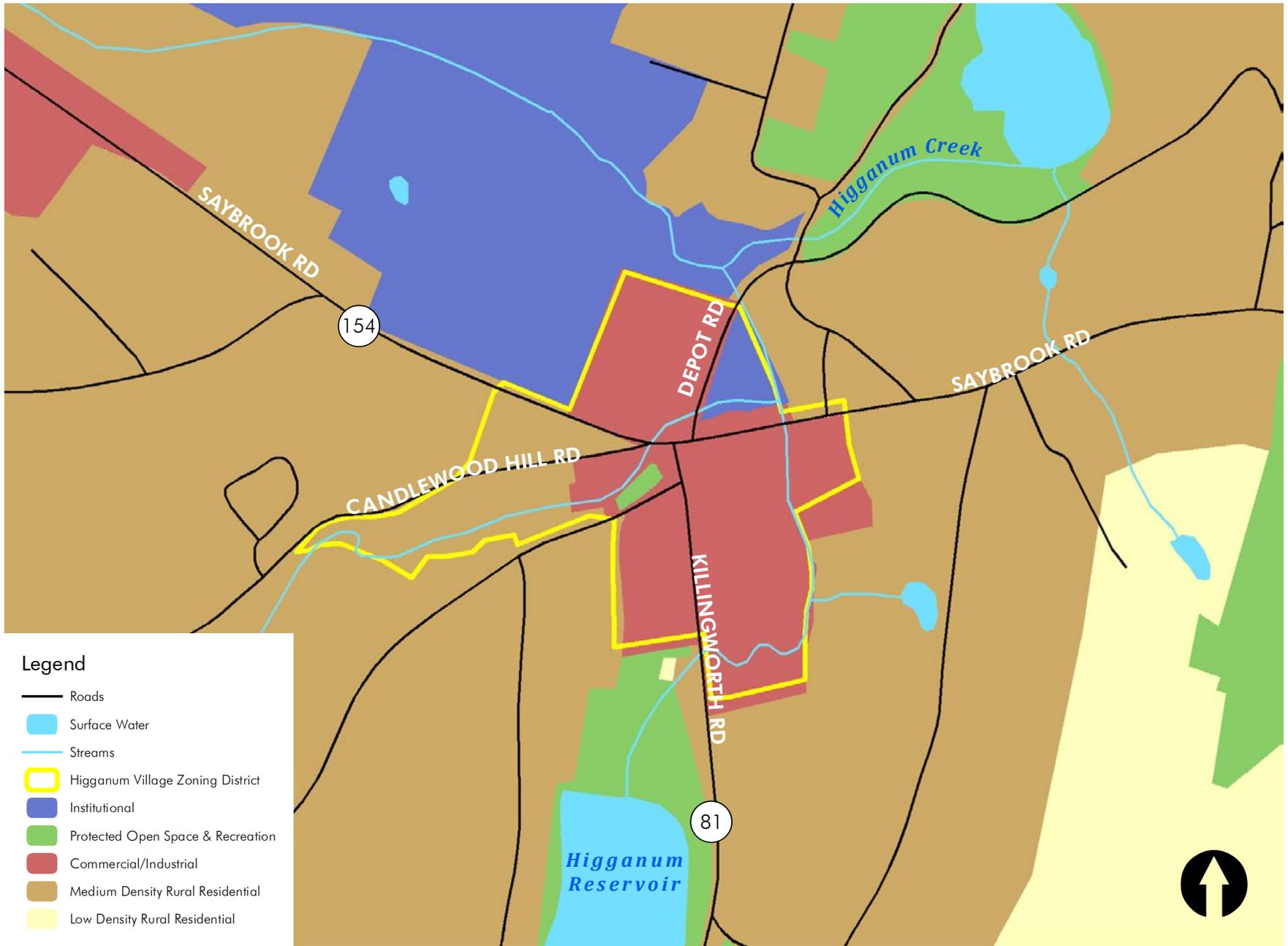
## Haddam Plan of Conservation & Development

Date: 8/28/2017  
For planning purposes only.



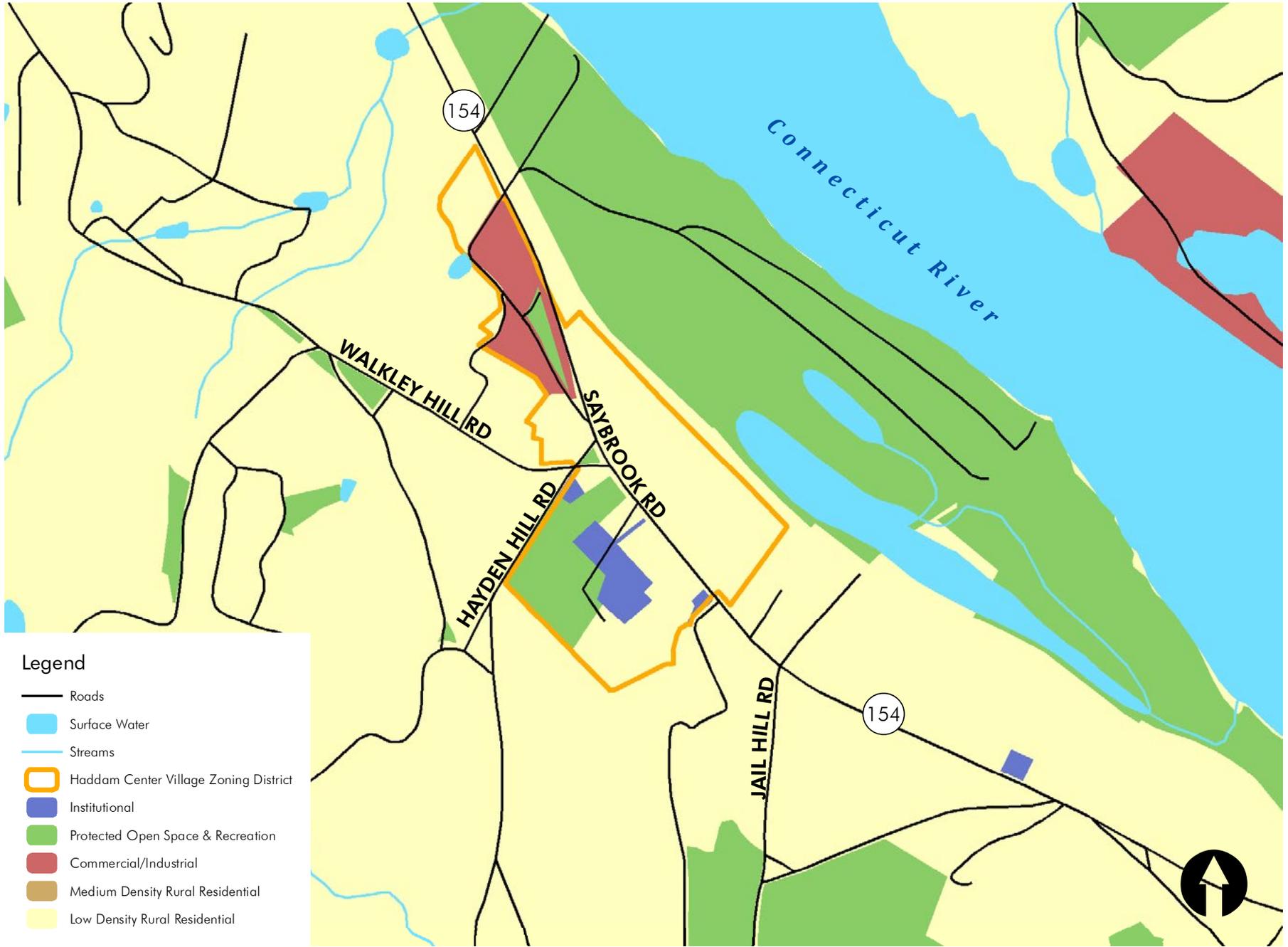
Source: Lower CT River Valley COG; MAGIC; CT DEEP

Map 14. Generalized Land Use Map



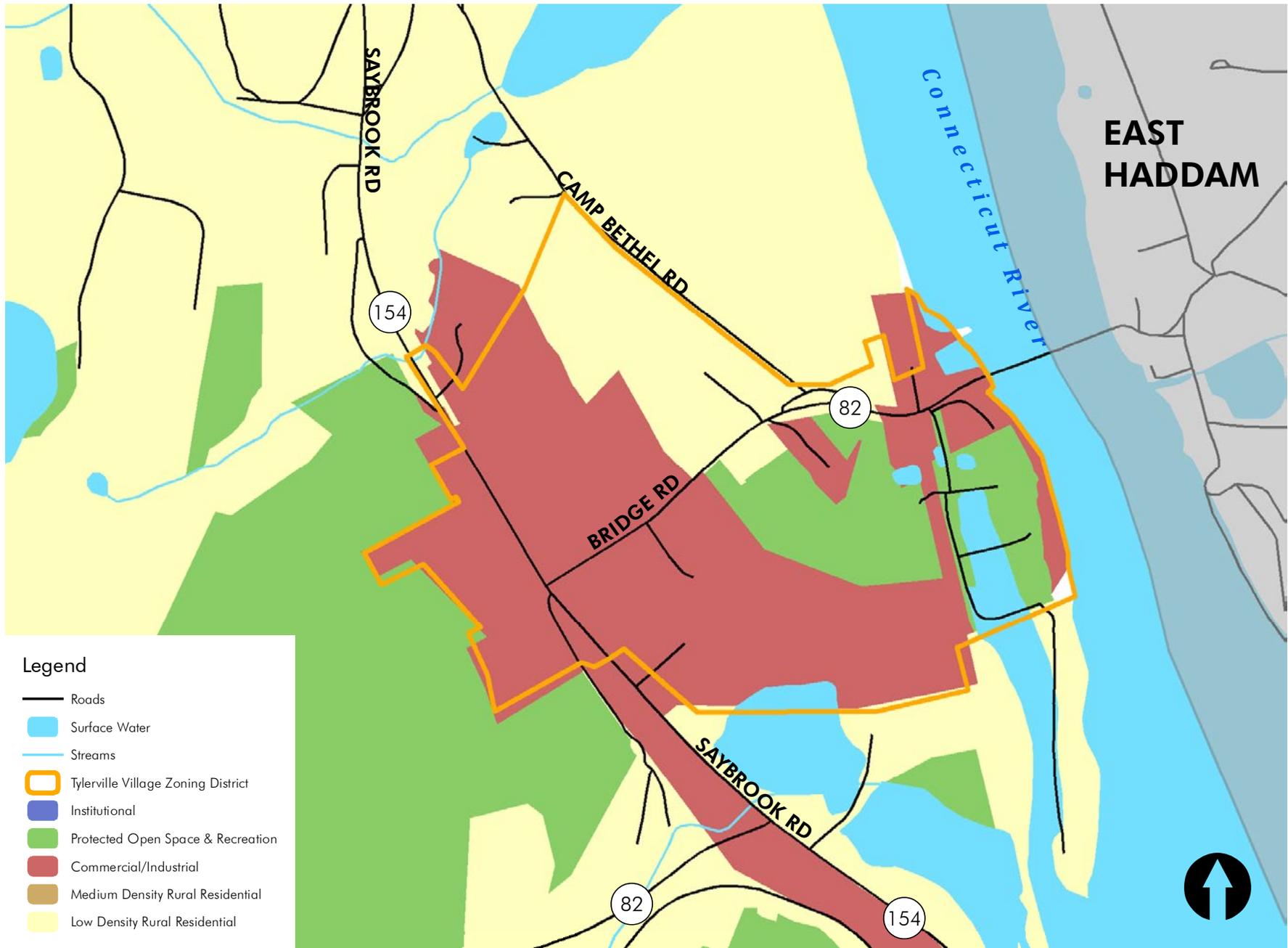
Source: Lower CT River Valley COG; MAGIC; CT DEEP

**Map 15. Generalized Land Use - Higganum**



Source: Lower CT River Valley COG; MAGIC; CT DEEP

**Map 16. Generalized Land Use - Haddam Center**



**Map 17. Generalized Land Use - Tylerville**

## Residential Land Use Categories

### *Medium Density Rural Residential*

This category represents those areas that are predominantly comprised of residential neighborhoods, at densities generally around one unit per acre. These areas are located along the major roadways funneling into Higganum Center and in the subdivision around Hidden Lake in the southwestern corner of Town. The majority of the housing in these areas is typified by single-family homes. The majority of this land is currently zoned Rural Residence (R-1) with a one-acre minimum lot size for single-family homes and a two-acre minimum for two-family residences.

### *Low Density Rural Residential*

This category represents areas in the Town that possess a lesser intensity of residential development. Generally, development in these areas should have a density that is less than one unit per two acres. These lightly developed or undeveloped areas are generally located west of Route 9 except for the Hidden Lake subdivision, Haddam Neck, and south of the Village of Higganum from Route 154 west to Route 9. This land is currently zoned Rural Residence (R-2) and comprises much of the Town's land area that has significant potential for development.

## Mixed Land Use Categories

Three mixed land use districts are included in Haddam's land use plan, one district corresponding to each of the Town's three village districts of Higganum, Haddam, and Tylerville. These districts could be the focus of mixed-use zoning that is based upon smart growth planning concepts that encourage a unique sense of identity, the revitalization of commercial and retail businesses, and renovation of existing infrastructure to solidify these village centers.

### *Haddam Village District*

Haddam Village District is centrally located along Route 154 just west of Haddam Meadows State Park. This Village is primarily defined as a collection of municipal facilities and moderate density housing. The district includes the site of the Town Office Building, Brainerd Memorial Library, Haddam Historical Society, Senior Center, and several other properties that have residential, commercial, or vacant land uses. The majority of the land in this district is currently zoned Rural Residential (R2-A), while the few properties at the northern extent of the district are zoned Commercial (C-1).

### *Higganum Village District*

Higganum Village District is centered along the major crossroads of Routes 154, Route 81, and Candlewood Hill Road, which serve to connect Middletown, Killingworth, and Durham. Higganum Village District serves as the shopping and civic center of Haddam. Higganum Village is primarily defined as a mixture of commercial, mixed-use, public institutional, and industrial land uses. This area contains a grocery store, restaurants, banks, hardware store, pharmacy, post office, gift shops, package stores, barbershop, dry cleaners, and other retail establishments making it the hub of commercial activity in town. Most of the land in this district is currently zoned Commercial (C-1) and Rural Residential (R-1).

### *Tylerville Village District*

Tylerville Village District is located at the junction of Routes 154 and 82, which serve to connect East Haddam and Chester. The mixed-use nature of this village is reflected in the multiple zoning districting currently regulating the land, which includes Commercial (C-1), Industrial (IND), and Rural Residential (R-2A). This district includes a neighborhood shopping center, various retail shops, service stations, restaurants, gift shops, and an automotive dealership. Tylerville and East Haddam function as one business area physically separated by the Connecticut River. The retail and convenience establishments of Haddam have a synergy with tourist-oriented establishments of East Haddam.

## Non-Residential Land Use Categories

### *Commercial / Industrial*

This category encompasses those areas identified as appropriate for business and industrial uses that are located outside of the Town's three village districts. Land zoned for commercial uses are generally located on Route 154 along and a few zone districts along Route 81 and land zoned for industrial use is located at the junction of Routes 82 and 154, and in Haddam Neck at the site of the former Connecticut Yankee Plant.

### *Public Institutional*

This category of land use includes municipally owned facilities such as Town Office Building, Brainerd Memorial Library, Transfer Station, Senior Center, Historical Society, public works, fire stations, ambulance association, and others. It also includes facilities that are owned and managed by non-municipal entities, and includes the District 17 school facilities, utilities, and State DOT. The GLUP map illustrates the distribution of these community service facilities across the Town of Haddam.

### *Existing Open Space*

The Existing Open Space areas represent the existing network of open space and recreation areas in the Town. These include Town owned, State owned, and other privately owned active and passive recreation and open space facilities. Active recreational uses such as parks, playgrounds, and athletic fields, and passive areas including State Forests and Wildlife Areas and other open space areas are designated as Existing Open Space areas within the Land Use Plan. Since there is no open space category in the Town's land use regulations, these areas currently fall within a wide range of zoning districts.

### *Watercourse Focus Areas*

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

## Summary of Key Issues

- ⇒ In order to protect open space and revitalize our village centers, Haddam is concentrating new development, both commercial and residential, in its village centers.
- ⇒ Infrastructure is still lacking, and Haddam will need to invest in the most fiscally sound infrastructure options to support this development.
- ⇒ Haddam has few alternatives to single-family homes, which are needed in order to support our aging residents and young adults.
- ⇒ Haddam is rich in historic buildings, sites, and landscapes, and must continue to catalogue, preserve, and celebrate these resources in order to remain a special place.
- ⇒ Haddam will continue to grapple with the best ways to limit new development outside the village centers, and encourage new subdivisions to cluster in a way that protects sensitive open spaces and connects them with other open spaces.

- ⇒ Haddam still has large areas of unprotected, environmentally sensitive open space and forest land and “islands” of protected land that need to be connected by contiguous corridors of open space.
- ⇒ Haddam needs to continue to be mindful of any negative impacts of development on the health and water quality of water bodies and wetlands.

## Relationship to State, Regional, and Local POCDs

### Conservation and Development Policies Plan for Connecticut: 2013-2018

Chapter 126, Section 8-23 of the Connecticut General Statutes (CGS) sets the standards for municipal Plans of Conservation and Development. One provision of the State Statute is that municipalities take into account the State Plan of Conservation and Development and note any inconsistencies.

The State Plan of Conservation and Development for 2013-2018 designates all land in the state as one of several categories (see inset). These categories help guide certain state investments. The majority of Haddam is designated as Protected Land, Conservation Areas or “undesigned.” The Villages of Higganum and Tylerville are designated as Village Priority Funding Areas. Additional areas surrounding these villages and Haddam Center and spreading from them along Rte 154 and Rte 81 are considered lower Priority Funding Areas or Balanced Priority Funding Areas.

Haddam’s Plan of Conservation and Development is very clearly consistent with these state designations.

The state plan identifies six ***growth management principles*** that shall guide land use change and preservation across the state. These principles include:

- Redevelop and revitalize regional centers and areas with existing or currently planned physical infrastructure.
- Expand housing opportunities and design choices to accommodate a variety of household types and needs.
- Concentrate development around transportation nodes and along major transportation corridors to support the viability of transportation options.
- Conserve and restore the natural environment, cultural and historic resources, and traditional rural lands.
- Protect and ensure the integrity of environmental assets critical to public health and safety.
- Promote integrated planning across all levels of government to address issues on a statewide, regional, and local basis.

The key vision and priorities for Haddam’s Plan of Conservation and Development are very much consistent with these growth management principles as outlined by the State Plan. The existing Zoning Map is consistent with the proposed Generalized Land Use Plan Map as well as the State POCD. The Town of Haddam may review other aspects of its Zoning Regulations to better implement other goals and strategies of this POCD. Should any future changes to the POCD require, the town will work to update its zoning regulations accordingly.

Therefore, pursuant to Section 8-23(g)(4) of the CGS, Haddam’s POCD is consistent with the State POCD. Additionally, as required, it has also been reviewed by the Lower Connecticut River Valley Regional Planning Commission (RiverCOG), and was found to be consistent with the regional POCD and local POCDs of the surrounding RiverCOG municipalities.

## State POCD Designations

**Priority Funding Areas** are classified by U.S. Census Blocks that include:

- Designation as an Urban Area or Urban Cluster in the 2010 Census Boundaries that intersect a ½ mile buffer surrounding existing or planned mass-transit stations
- Existing or planned sewer service from an adopted Wastewater Facility Plan
- Existing or planned water service from an adopted Public Drinking Water Supply Plan
- Local bus service provided 7 days a week

**Balanced Priority Funding Areas** meet the criteria of both Priority Funding Areas and Conservation Areas. State agencies that propose certain actions in these areas must provide balanced consideration of all factors in determining consistency with the policies of the State C&D Plan. For example, a state-sponsored growth-related project (e.g., business expansion) proposed in a Balanced Priority Funding Area that is also characterized as a Drinking Water Supply Watershed would need to consider the integrity of the drinking water supply in determining the consistency of its proposed action.

**Village Priority Funding Areas** are traditional village centers in rural areas. This classification is intended to recognize the unique characteristics and needs of these areas.

**Conservation Areas** are based on the presence of factors that reflect environmental or natural resource values. Conservation Areas include any one or more of the following factors:

- Core Forest Areas Greater than 250 acres based on the 2006 Land Cover Dataset
- Existing or potential drinking water supply watersheds
- Aquifer Protection Areas
- Wetland Soils greater than 25 acres
- Undeveloped Prime, Statewide Important and locally important agricultural soils greater than 25 acres
- Category 1, 2, or 3 Hurricane Inundation Zones
- 100 year Flood Zones
- Critical Habitats
- Locally Important Conservation Areas

**Protected Lands** have some form of restriction on development, such as permanently protected open space or property in which the development rights have been acquired.

**Undesignated Lands** are typically rural in nature and lack the criteria necessary for being delineated as either Priority Funding Areas or Conservation Areas.

**Local Historic Districts** are established and administered by the community itself to help ensure that the distinctive and significant characteristics of each district are protected.

**Water** features such as lakes, ponds, rivers, and streams.

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# Implementation Framework and Action Agenda

## Implementation Framework

This section is designed to keep the POCD from growing dusty on a shelf. It sets a framework for how different groups and individuals will use the POCD, how the Town holds itself accountable for implementing actions, and how new volunteers and elected officials learn about the content of the POCD. This section focuses on three major objectives:

1. Developing a framework to ensure POCD implementation
2. Educating all boards, commissions, town staff, and elected officials on the content of the POCD
3. Establishing administrative policies that support POCD implementation

## Implementation of the POCD

Implementation is critical to realizing the benefits of the planning process. While identification of desirable strategies is important, that effort will only bear fruit if identified measures are implemented to make it happen. It is intended that this Implementation Framework and Action Agenda will be an active, working document. In order to fulfill its planning and statutory function for Haddam, the POCD must be consulted on a regular basis for a variety of purposes. For the POCD to remain effective in such use, it should remain current to the conditions of the Town and reflect its current state of implementation. This POCD has been organized so that the Implementation Framework and Action Agenda may be maintained and updated on a regular basis by:

- Assessing how implementation is proceeding
- Adding new tactical actions that will help accomplish the overall goals outlined in the POCD
- Refining tactical actions already under way in order to enhance their implementation or improve their effectiveness
- Archiving tactical actions completed satisfactorily
- Adding or deleting tactical actions as the POCD is amended from time to time

This process is intended to cultivate a culture of planning within Haddam where the overall goals and strategies are periodically reviewed and the supporting tactical actions are regularly revised to respond to changing conditions. This approach will help the POCD remain effective and relevant over its duration and create a meaningful transition to the next POCD update. Implementation of the POCD will be a gradual and continual process. While some tactical actions should (and will) be carried out in a relatively short time period, others may be long-term in nature. Further, since some recommendations will involve additional study or a commitment of fiscal resources, their implementation may take place over several years or occur in stages. For the POCD to be successfully realized, it must serve as a guide to all residents, businesses, and individuals interested in orderly conservation and development within Haddam. Thus, Haddam needs

a system for multiple people and groups to monitor implementation progress. The Town may consider including all or parts of the ideas below in its Charter, codifying and making them enforceable. The roles for various entities may include:

**POCD Implementation Committee.** Experience in other communities has shown that POCD implementation can be much more effective if the Town establishes a POCD Implementation Committee (PIC) to oversee implementation. The PIC would be established and populated by the Town Selectmen (TS). The PIC would be responsible for coordinating and monitoring implementation of the POCD. The PIC would be tasked with assessing the status of specific tactical actions, evaluating priorities, and suggesting new implementation techniques where appropriate. Job responsibilities the PIC should be empowered to pursue include the following:

- The PIC will meet at least two times per year, and will be the primary coordinators for gathering the information needed to track progress, with the assistance of Town Planning staff.
- PIC members will contact all entities identified as lead implementers in the Action Agenda once a year. Planning staff will prepare a check sheet for each lead implementer listing the tactical actions they are responsible for, as well as the related goals and strategies. This sheet will provide space for implementers to report on the status of the actions for which they are responsible. It will also note any actions that have more than one lead agent.
- Once received, the PIC will compile all of the responses into an Annual POCD Report, and will work with planning staff and lead implementers if there are any discrepancies. This report will also include a summary of the major successes of the past year, explanations or justifications for any actions that appear to be inconsistent with the goals and strategies of the POCD, implementation plans for the coming year, and recommendations, if any, on future POCD amendments.

This document presumes the establishment of a PIC; if a PIC is not established, then references to the PIC should be interpreted as meaning whatever Town entity/entities is/are tasked with overseeing POCD implementation.

**Lead implementers** will include town agencies and departments, the Board of Selectmen, Town boards and commissions, and possibly non-governmental entities such as non-profit organizations and private citizen groups.

- Lead implementers will be asked each year to report on the status of the actions they are responsible for.
- Government-related entities could be required by ordinance to fill out the check sheet provided by the PIC as part of their already required annual report to the town.
- In cases where an action has more than one lead implementer, each lead implementer will be expected to coordinate their responses so that there is one response per action.
- Further, each lead implementer will be responsible for getting updates from any supporting implementers noted in the Action Agenda. In some cases, supporting implementers will be based outside of Haddam, such as State of Connecticut agencies or the planning staff of neighboring cities and towns.

**Planning and Zoning Commission.** As the Commission is the lead implementer for a large number of actions, it will set aside for its official meeting agendas at least two hours every four months dedicated to working on these tactical actions.

- The Commission will have the authority, in advance of such items on their agenda, to request updates from any other lead or supporting implementers for the tactical actions being discussed.

## ***Board of Selectmen***

- The Board of Selectmen will be responsible for holding the PIC accountable for its responsibilities, and will have the authority to formally request of the PIC further information or explanation if the Selectmen conclude that a tactical action has not been thoroughly addressed or has been misrepresented in some way.

## ***Communications and Transparency***

The Annual POCD Report will be posted on the Town's website and will be advertised through any communication strategies that will reach the greatest number of residents (whether local media, social media, e-mail notifications, etc.). For the sake of transparency, contact information for each lead implementer will be provided. All Haddam residents will be welcome to reach out with any questions or concerns, or to express an interest in volunteering their time and expertise in implementing any tactical action.

Copies of the Annual POCD Report (in hard copy or electronically) will be shared with the administrations of each of the municipalities bordering Haddam.

## **Education**

Several simple steps may be taken to make sure that town staff, volunteers, and elected officials are aware of the POCD in terms of what it is for and what it includes.

- Every town facility or department will maintain a hard copy of the POCD for staff reference.
- Each new Planning & Zoning Commissioner will take a brief tutorial on the POCD given by Planning Staff and POCD Advisory Committee members.
- Each new member of any other board or commission, local elected official, and town staff will take a brief tutorial on the POCD given by Planning Staff, POCD Advisory Committee members, and/or Planning & Zoning Commissioners.

## **Goals and Strategies**

### **Goal**

1. Develop a process for POCD implementation that ensures the POCD is referred to in all town decision making and that lead implementers are held accountable for furthering the action(s) for which they are responsible.

### **Strategies**

1. Develop and officially adopt a system for multiple people and groups to monitor implementation progress of the POCD.
2. Reserve meeting time each year for the Planning & Zoning Commission to focus on POCD implementation, and encourage other lead implementers to do the same.
3. Develop a system for ensuring that all town staff, volunteer board and committee members, and elected officials are educated on the content of the POCD and how to use it.
4. Develop a public communications strategy to ensure the general public knows where to find information on POCD implementation or to volunteer to help.

## Action Agenda

The implementation table on the following pages presents a compilation of tactical actions organized by topic (Places of Haddam and Connections). The table will be used by the PIC, the Board of Selectmen, and other agencies to develop and refine more detailed work programs. In addition, this approach anticipates the Town will use the POCD to help develop the operational budget and the capital budget. The annual work program will then be shared and coordinated with other agencies. The PIC will review this implementation table on a regular basis and update it as needed to ensure that it reflects current thinking and sustainable approaches regarding desirable actions, projects, and programs for Haddam. It is understood that goals and strategies will evolve over time as implementation or new situations provide insight into desirable policy directions. The POCD is not a static document; it will continue to be reviewed and refined over time. The process of updating the implementation table should be swift and purposeful so that outdated information does not impede POCD implementation.

Section	Action Item	Timeframe	Lead (1)	Lead (2)	Support (1)	Support (2)
Higganum	Extend the Higganum Village District to include the Scovil Hoe Buildings (former DOT garage) and the property in between.	ST	PZC			
Higganum	Investigate new sites for a town garage in order to move the existing town garage outside of the Village.	ST	TS		PCZ	
Higganum	Budget for and conduct a Needs Assessment Study for the Town Garage and budget for land acquisition for a new location for a Town Garage.	ST	BOF		PW	
Higganum	Create an entity that will guide future decisions and management of Higganum Cove. This entity may serve as an oversight facility until the ownership of Higganum Cove is finalized.	ST	TS			
Higganum	Finalize the ownership of Higganum Cove, to either the Town or a non-profit entity that can manage and optimize the site for historic and environmental education.	ST	TS			
Higganum	Form a Water Pollution Control Authority (WPCA) for Haddam to review and update wastewater studies and inform decision-makers about the issues. Explore and determine the best, most financially sound solutions for water, sanitation, and power in Higganum Center, using the Wright Pierce 2012 Sewer Study as a basis, and begin raising funds for implementation.	ST	TS		EDC	PW
Higganum	Work with the new Water Pollution Control Authority (WPCA) to develop a Facility Plan that can be used to apply for clean water funding to extend public water and/or sewer service to Higganum and Tylerville.	MT	PZC		TP	
Higganum	Create a pedestrian plan to connect the Reservoir to Higganum Cove.	MT	PZC		CC	
Higganum	Establish Public Private Partnerships between the Town and property owners in Higganum, to finance the building of sewers to generate redevelopment in the Village Center.	MT	TS		PZC	
Higganum	Encourage the re-use of vacant under-utilized buildings in Higganum.	Ongoing	PZC			
Higganum	Support the redevelopment of the Scovil Hoe Mill Complex by working with State agencies, especially ConnDOT and DECD. Focus on environmental remediation of the property to get ready for reuse.	Ongoing	BC		EDC	
Higganum	Establish a strong visual connection between Higganum Center and the Cove through tree management, steetscaping, and signage.	Ongoing	PW		ARC	CC
Higganum	Actively market vacancies in Higganum Center to compatible small businesses. Work with existing home businesses in town to grow their business and 'graduate' to vacant store fronts.	Ongoing	EDC			
Tylerville	Create new zoning regulations for Tylerville that support village style development. Evaluate the application of a form-base code. Consider establishing "nodes" within the village district where activity can be concentrated in a walkable area.	ST	PZC		EDC	
Tylerville	Work with ConnDOT and East Haddam to ensure the improvements to the Swing Bridge include a sidewalk or pedestrian walkway.	ST	TS		TP	PW
Tylerville	Begin branding campaign with East Haddam and Chester to jointly market the area as a good place to visit or start a business.	ST	EDC			
Tylerville	Form a Water Pollution Control Authority (WPCA) for Haddam to review and update wastewater studies and inform decision-makers about the issues. Explore and determine the best, most financially sound solutions for water, sanitation, and power in Tylerville, and begin raising funds for implementation.	ST	TS		EDC	PW
Tylerville	Work with the new Water Pollution Control Authority (WPCA) to develop a Facility Plan that can be used to apply for clean water funding to extend public water and/or sewer service to Higganum and Tylerville.	MT	PZC		TP	
Tylerville	Develop a cohesive look for Tylerville with improved wayfinding, lighting, building design guidelines, etc.	MT	PZC		TP	
Tylerville	Create a bicycle and pedestrian plan that connects Route 154 with East Haddam, and incorporates Eagle Landing and Clark Creek Preserve.	MT	TP	PW	TS	CC
Tylerville	Create a pocket park or public gathering area or community open space in Tylerville.	MT	PZC			
Tylerville	Work with DEEP to improve the visual appearance of Eagle Landing State Park including a Master Plan that may increase uses, environmental awareness, exhibits and storyboards and overall greenscaping.	MT	CC		TS	
Tylerville	Work with ConnDOT to improve traffic flow along Bridge Road from the Swing Bridge to Saybrook Road and on to the Route 9 connector. In particular, seek to mitigate the issues related to clusters of traffic held up when the bridge is in use and congestion caused by left turns.	MT	PW		TP	
Tylerville	Develop a parallel street to the south of Bridge Street to create a block for better traffic flow and expanded commercial frontage.	LT	PW		TP	

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Section	Action Item	Timeframe	Lead (1)	Lead (2)	Support (1)	Support (2)
Tylerville	Continue to advocate at the state level for resolution of the ground water contamination issue in Tylerville, and identify a feasible, cost-effective strategy for clean up.	LT	TP			
Tylerville	Maintain communication with ConnDOT regarding its large facility at the southern end of Tylerville. Explicitly convey the Town's desire for active village uses and regional eco-tourism at the site in the future, should the State ever decide to move its facilities.	Ongoing	TS			
Tylerville	Promote Tylerville as the center of eco-tourism in Haddam, given its access to the river, the scenic rail corridor, and docks.	Ongoing	EDC			
Haddam Center	Actively lobby ConnDOT for lower posted traffic speeds and traffic calming along Saybrook Road (Rte 154) in Haddam Center, including more obvious crosswalks to make it safer for people of all ages and abilities to cross Saybrook Road.	ST	TS		PW	
Haddam Center	Repair and maintain existing sidewalks in Haddam Center.	ST	PW		TS	TP
Haddam Center	Explore the feasibility of on-street parking along both sides of Route 154 in Haddam Center to accommodate existing institutions and as a means of slowing traffic.	ST	PW		TS	
Haddam Center	Improve access at the south end of Haddam Meadows to reduce congestion at the park's main entrance. Coordinate with the walking/bike tour route from the jail.	ST	PW	CC		
Haddam Center	Elevate the awareness among residents of the University of Connecticut Extension Center and its programming.	ST, Ongoing	CC			
Haddam Center	Explore ways to share parking among different institutional uses in Haddam Center to reduce the need to create additional parking.	MT	BC	PW	LIB	
Haddam Center	Enhance the visual appearance of the area in Haddam Center by creating a streetscaping plan that might include a welcome sign or station, other signs coordinated with a townwide wayfinding system (see Getting Around below), landscaping, and illumination of the Town Buildings such as the Old Town Hall (Brainerd Academy) along the 154 corridor from the cemetery to the Post Office.	MT	PW	TS	HHS	
Haddam Center	Support redevelopment of the Jail in accordance with the recommendations set forth in the 2017 Fuss and O'Neil Brownfield Report.	MT	BC	PZC	TS	
Haddam Center	Establish a permanent historical walking/bike tour with downloadable info that circles between the jail and Haddam Meadows.	MT	HHS		EDC	
Haddam Center	Explore design guidelines for Haddam Center that will help new buildings and redevelopment of existing buildings respect the historic buildings, landscapes, and view sheds of Haddam Center.	LT	HHS			
Haddam Center	Improve pedestrian connections between Haddam Center and Haddam Meadows.	LT	PW		TS	TP
Haddam Neck	Create a working group of PZC and Haddam Neck representatives to review current Zoning Regulations in light of the unique land characteristics and sparse settlement patterns found in Haddam Neck. Determine if special district zoning is appropriate.	ST	PZC			
Haddam Neck	Conduct a study of Haddam Neck's aquifer to determine its capacity as related to new wells and issuing of building permits.	ST	HD			
Haddam Neck	Investigate the current zoning designation of the former Connecticut Yankee site as Industrial and consider a less intense zoning classification.	ST	PZC			
Haddam Neck	Designate a central public space to post public announcements, hold public meetings, and provide public services as needed (e.g. mobile library).	ST	PW		LIB	
Haddam Neck	Partner with and support organizations at the national, state, regional, and local level for the conservation of the former Connecticut Yankee site.	Ongoing	TS			
Haddam Neck	Report annually to the Board of Selectmen on the progress of nuclear waste removal at the former Connecticut Yankee site.	Ongoing	Haddam Neck Spirit		TS	
Small Commercial & Industrial Areas	Complete the creation of the industrial park at the intersection of Route 9 and 81 by rezoning the parcel (6.5 acres) between the existing industrial park and the commercially zoned property to Industrial Park Zone.	ST	PZC		EDC	
Small Commercial & Industrial Areas	Evaluate the possible locations of additional industrial land. Identify locations that are not disruptive to nearby residential uses and roadways, and establish an industrial zoning district with performance standards that ensure long term compatibility.	MT	PZC		EDC	
Small Commercial & Industrial Areas	Create a 'Route 81 Commercial Corridor Zone' that allows the current commercial uses to continue while encouraging cohesive, attractive, development.	MT	PZC			
Small Commercial & Industrial Areas	Explore zoning options that would allow and encourage more mixed-use development in these areas, with apartments over ground floor retail.	MT	PZC			

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Section	Action Item	Timeframe	Lead (1)	Lead (2)	Support (1)	Support (2)
Small Commercial & Industrial Areas	Catalogue all lots within these commercially zoned areas that have strictly residential buildings and/or uses. Rezone these parcels as residential districts to better reflect their actual use. Maintain commercial zoning for lots that have current commercial uses.	MT	PZC			
Rural Residential Areas	Reduce street lighting in this area, and encourage or legislate "dark skies" policies to reduce light pollution.	MT	PZC		CC	
Rural Residential Areas	Study and make allowances for safe wildlife (e.g. mammals, reptiles, amphibians) crossings.	MT	CC		PW	
Rural Residential Areas	Promote use of native vegetation among homeowners in this area, through the development of a native vegetation guidance document.	MT	CC			
Rural Residential Areas	Create an Open Space Zoning Classification and rezone land that is deed restricted as conservation lands to that zoning classification.	LT	PZC			
Rural Residential Areas	Work to acquire/improve access to the river (purchase/improve available land).	Ongoing	TS		CC	
Getting Around	Undergo a wayfinding campaign for Haddam sites, such as The Old Town Hall, Field Park, Haddam Meadows and other attractions, that has a cohesive style and can direct tourists to destinations in town.	MT	PZC		PW	
Greenways, Forests, & Wild Places	Identify "islands" of committed open space that could potentially be linked to provide wildlife corridor protection.	ST	CC			
Greenways, Forests, & Wild Places	Identify priority areas and individual parcels for conservation and preservation actions.	ST	CC			
Greenways, Forests, & Wild Places	Complete the mapping of conservation easements granted to the town of Haddam to: <ul style="list-style-type: none"> <li>• Get a better idea of conserved land in Haddam</li> <li>• Get boundaries of all conservation easements marked</li> <li>• Develop a plan to enforce conservation easement restrictions</li> <li>• Annual review/enforcement</li> </ul>	ST	CC		TP	
Greenways, Forests, & Wild Places	Conduct a public education blitz regarding Haddam's natural resources, including good practices, passive recreation opportunities, threats to natural resources, etc.	MT	CC			
Greenways, Forests, & Wild Places	Within identified priority areas, work with property owners and cooperating conservation organizations to develop a strategy for the conservation and preservation of undeveloped land as it becomes available.	Ongoing	CC			
Greenways, Forests, & Wild Places	Coordinate work of the Conservation Commission with other town commissions and committees in a timely manner when issues relevant to the Conservation Commission are under consideration.	Ongoing	CC			
Playtime, Exercise & Relaxation	Identify and develop GIS data for the various hiking trails and biking and canoe/kayak routes within the Town, both as a means of emphasizing additional recreational opportunities and as potential linkages between existing open space parcels.	ST	REC		CC	
Playtime, Exercise & Relaxation	Using the GIS data collected for trails and routes, develop an app that can be advertised by the Town, and easily downloaded and used by the public.	MT	REC		CC	
Playtime, Exercise & Relaxation	Identify and develop GIS data for areas of open space that can be used as recreational playing fields.	MT	REC		CC	
Playtime, Exercise & Relaxation	Develop and conduct a survey of Haddam residents to serve as a baseline for recreational needs. Administer survey every 5 years to monitor changes in needs and/or preferences.	ST, Ongoing	REC			
Playtime, Exercise & Relaxation	Consider annual open space and parks planning and funding sessions prior to commencement of the municipal budget process.	Ongoing	REC			
Playtime, Exercise & Relaxation	Encourage "Friends of the Park" organizations to be formed for all the major state and local parks in Haddam. These groups will advocate for the ongoing conservation, improvement, funding, and public access for these parks.	Ongoing	REC		CC	
Playtime, Exercise & Relaxation	Continue to expand opportunities for recreational access to the linear park along the Connecticut River for use of individuals for hiking, biking, etc. and for scenic rail use. Resist any future effort to use this space for freight or commuter rail.	Ongoing	REC		PZC	
An Emerging Destination - Economic Development	Create a webpage and/or brochure that provides visitors with a guide of things to do in Haddam. Coordinate with any townwide wayfinding campaign (see Getting Around above).	ST	EDC		CC	
An Emerging Destination - Economic Development	Develop a comprehensive marketing and business recruitment strategy to attract and retain business types that serve the needs and desires of the local population.	MT	EDC			

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Section	Action Item	Timeframe	Lead (1)	Lead (2)	Support (1)	Support (2)
An Emerging Destination - Economic Development	Continue to support and expand the recreational opportunities along the rail corridor in order to attract more visitors and support related businesses. <ul style="list-style-type: none"> <li>Develop steam/water refill stations in Tylerville and Higganum to support the steam train.</li> <li>Develop steam train access one segment at a time – include side walking trails</li> </ul>	Ongoing, LT	EDC		REC	PW
An Emerging Destination - Historic Preservation	Consider petitioning ConnDOT for scenic road designations of any eligible state roads in town.	ST	HHS		TS	
An Emerging Destination - Historic Preservation	Consider establishing a local scenic roads ordinance for town roads of scenic importance.	MT	TS		HHS	
An Emerging Destination - Historic Preservation	Consider establishing an arts council that would be charged with promoting local arts and artists, and connecting them with local public and private venues to display their work or perform.	MT	TS		REC	EDC
An Emerging Destination - Historic Preservation	Assist in creating a Municipal Preservation Ordinance and support the Historical Society in preserving town owned, historic structures.	MT	HHS		BC	
Where We Live	Explore the development of a new zoning district that allows "cottage-style" development - smaller homes on smaller lots.	MT	PZC			
Where We Live	Explore options for financing the maintenance and renovation of existing homes, particularly for elderly residents on a fixed income (through direct grants from the town, partnerships with local banks and contractors, etc.).	MT	EDC		TS	
Where We Live	Explore the development of an adequate public facilities ordinance to make sure that town facilities and infrastructure can handle any new development proposal.	LT	PW		TS	
Energy	Create a committee to explore the use of energy by the Town and recommend measures to improve efficiency and sustainability.	ST	TS			
Energy	Explore the possibilities for hydro-power in Haddam, particularly at Higganum Reservoir.	MT				
Energy	Explore opportunities to extend natural gas service into Haddam.	MT				
Energy	Reduce greenhouse gas emissions by changing out town fleets over time to more efficient vehicles or those that use alternative fuels.	Ongoing	PW			
Energy	Provide education and encourage conservation and use of alternative and renewable energy sources throughout Haddam, in private homes and businesses alike.	Ongoing				
Community Support, Seniors	Identify lands close to goods and services that would be suitable for public senior housing to retain our seniors in Haddam.	ST	PZC			
Community Support, Waste Management	Continue to encourage methods to minimize waste by conducting a study to identify additional recycling items to be accepted at the Transfer Station, opportunities for composting, and town purchasing standards that reduce waste.	MT			DPW	
Community Support, Library	Create a small conference room, replace carpet, repaint walls, and re-configure the circulation desk in the library.	MT	LIB			
Community Support, Library	Re-draw lot lines, relocate driveway to 916 Saybrook Rd. property, and sell that property. Add parking for the library on the north side of the lot, and create direct access to the lower level of the library.	MT	LIB		PW	
Community Support, Library	Alter library facilities and services to attract and ease attendance by non-drivers. Institute sustainable service to home-bound and group facility residents.	LT	LIB			
Community Support, Library	Increase collaborations with municipal, civic, and charitable organizations to broaden the Library's network, publicize its services, and reach more of its service population. Institute mobile technologies and broaden social media reach. Take part in person at more Haddam events, and offer library research resources to contribute in town-wide informational, educational, and cultural initiatives.	Ongoing	LIB			

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Section	Action Item	Timeframe	Lead (1)	Lead (2)	Support (1)	Support (2)
Implementation Committee	Form a POCD Implementation Committee (PIC) to meet at least quarterly to monitor progress on the POCD Action Plan.	ST	TS		PZC	
Implementation Committee	The PIC will review the Action Plan on a regular basis and update tactical actions as needed to ensure that they reflect current thinking and sustainable approaches regarding desirable actions, projects, and programs for Haddam. It is understood that policies and strategies will evolve over time as implementation or new situations provide insight into desirable policy directions.	Ongoing	PIC		All	
Implementation Committee	Any time tactical actions in the POCD are updated, the Town Planner will send a memo to each lead committee, commission, board or town department outlining the actions they are responsible for leading or supporting.	Ongoing	TP			
Implementation Committee	The PIC will develop and administer a brief training session on the POCD, delivered to each new committee, commission or board member, town staff, and local elected official.	Ongoing	PIC		PZC	TP
Implementation Accountability	Each committee, commission, board or town department will report annually to the PIC on the items in the Action Plan assigned to them. Update should include a brief summary on what has been completed, what has not and why, and how incomplete items may or may not move forward. If possible, provide an overview of what is expected to be completed in the coming year.	Annually	All			
Implementation Accountability	The Action Plan will be used to develop and refine more detailed annual work programs. The PIC, TS, and each committee, commission or board charged with implementing one or more tactical actions will spend all or a portion of their first meetings in January discussing their POCD implementation plans for the year. Each town department charged with implementing one or more tactical actions will meet as a group at least once in January to discuss their implementation plan for the year. For all groups, this should include considerations regarding operating budget requests, capital planning, work efforts, commission activities, etc.	Annually	All			
Decision Guidance	Activities proposed in the Town of Haddam should be reviewed for consistency with the major recommendations of the POCD. This can include: <ul style="list-style-type: none"> <li>• Applications being presented to the TS, PZC, Town Staff, or other agencies</li> <li>• Statutory referrals to the PZC</li> <li>• Staff preparing application reviews and comments</li> <li>• Agencies reviewing land use applications and municipal proposals for consistency with the POCD</li> <li>• Development and enforcement of Zoning Regulations and Subdivision Regulations</li> </ul>	Ongoing	All			
Decision Guidance	POCD recommendations should be considered during the formulation of the Town's budget so that the overall objectives of the POCD will be accomplished.	Annually	BOF		PIC	
Decision Guidance	POCD recommendations should be included in the Town's Capital Improvement Plan and funding for them should be included as part of the Capital Budget.	Annually	BOF			

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# **Appendix A**

## Baseline Report



# Haddam Plan of Conservation and Development Baseline Report

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October 27, 2016

# Haddam Plan of Conservation and Development Baseline Report

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*Trend is not destiny. - Lewis Mumford, writer*

## Table of Contents

Introduction .....	1
Population/Demographics .....	2
Land Use.....	6
Zoning .....	8
The Villages and Historic Resources of Haddam.....	11
Higganum .....	11
Haddam Center.....	14
Tylerville and Shailerville .....	14
Haddam Neck.....	16
Housing .....	18
Rental Prices.....	19
Housing Start Trends.....	20
Housing Problems and Cost Burdens.....	20
Housing Types in Haddam.....	21
Economic Development.....	23
Haddam Commuters.....	24
Major Employers.....	25
Government Finances.....	26

Transportation and Mobility .....	27
Facilities & Infrastructure .....	28
Emergency Response .....	28
Senior Services .....	28
Roads, Bridges and Dams.....	30
Public Schools .....	32
Public Library.....	34
Crime.....	34
Natural Resources.....	35
Land Characteristics .....	35
Water Resources.....	40
Significant Habitat.....	45
Parks, Recreation and Open Space .....	48
Active Recreation .....	50
Open Space .....	50
Public Act 490 .....	51

## List of Tables

Table 1: Population Statistics & Projections .....	2
Table 2: Financial Assistance Programs (2014).....	2
Table 3: Quick Facts: Population & Demographics.....	2
Table 4: Census 2000 and 2010 Population Counts by Race/Ethnicity*.....	3
Table 5. Age Distribution .....	3
Table 6. Comparison of Existing Land Uses, 2005 and 20xx Table .....	6
Table 7: Quick Facts: Housing .....	18
Table 8: Town of Haddam Single Family Homes Sales (Second Quarter 2016).....	19
Table 9: Cost Burdened Homeowners in Haddam.....	21
Table 10: Cost Burdened Renters in Haddam.....	21

Table 11: Quick Facts: Economic Development (2014) .....	23
Table 12: Quick Facts: Haddam Government Finances (2014) .....	26
Table 13: Classification of Dam Safety in Haddam (State and Private Ownership) .....	30
Table 14: School Enrollment Trends, Regional School District 17 .....	33
Table 15: Surface Water Classification Present in Haddam.....	43
Table 16: Surface Water Classifications Present in Haddam .....	43
Table 17: Critical Habitats in Haddam.....	47
Table 18: Ownership and Acreage of Recreation and Open Space Resources.....	48
Table 19: Matrix of Active Recreational Facilities.....	50

## List of Figures

Figure 1: Educational Attainment .....	4
Figure 2: Household Size (2014 Est.).....	5
Figure 3: Family Types (2014 Est.) .....	5
Figure 4: Zoning as a Percentage of Land .....	8
Figure 5: Distribution of House Sales (2013) .....	19
Figure 6: Monthly Rents of Renter Households.....	20
Figure 7: Haddam Residents Commuting Outside the Town.....	24
Figure 8: Commuters Into Haddam .....	24
Figure 9: Number of Employers in Haddam by Sector.....	25
Figure 10: Number of Jobs in Haddam by Sectors.....	25
Figure 11: Means of Transportation to Work (2014 Est.) .....	27
Figure 12: Travel Time to Work (2014 Est.) .....	27
Figure 13: Graduation Rate (2013-2014) .....	32
Figure 14: Connecticut Mastery Test Percent above Goal (2013) .....	32
Figure 15: Rate of Chronic Absenteeism (2012-2013).....	33
Figure 16: Library Circulation per Capita (2014).....	34
Figure 17: Crime Rate per 100,000 Residents (2014) .....	34

## List of Maps

Map 1. Current Land Use .....	7
Map 2. Zoning Districts .....	9
Map 3. Haddam Villages .....	12
Map 4. Community Facilities .....	29

Map 5. Dam Inventory ..... 31  
Map 6. Surficial Materials and Stratified Drift Deposits ..... 36  
Map 7. Wetlands..... 37  
Map 8. Steep Slopes..... 39  
Map 9. FEMA Flood Hazard Areas ..... 41  
Map 10. Water Resources and Water Quality ..... 42  
Map 11. Significant Natural Habitat ..... 46  
Map 12. Open Space and Recreation Resources ..... 49

## Introduction

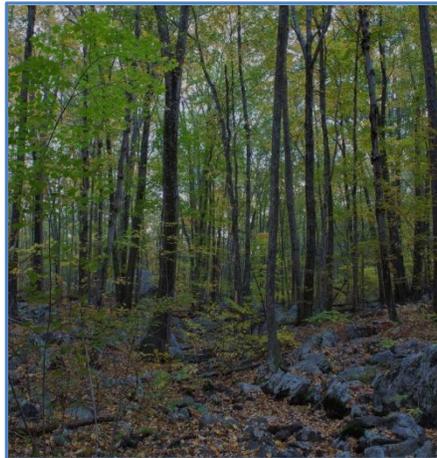
The Haddam Plan of Conservation and Development (POCD) establishes a roadmap for land use and local government policy over the next 20 years. While the POCD is required by the State of Connecticut for all municipalities, it is first and foremost a policy document created with the public that describes a shared vision of the community. Goals and policies are established to help decision makers guide future growth and protect the natural environment.

This document, the Baseline Report, is a snapshot of existing conditions as they relate to neighborhoods, parks, roadways, public services and facilities, the local economy, and historic and natural assets, among other things that define the quality of life and community character in Haddam. This information is collected through town staff interviews, outreach to key stakeholders, review of existing reports, U.S. Census data and other documentation. The purpose of this document is to provide the foundation for sound policy development moving forward.

### *What Defines Haddam's Landscape for you?*



Connecticut River



Woodlands and Rural  
Landscapes



Historic Buildings and  
Villages

## Population/Demographics

Haddam has historically been a small town. After a small burst of population growth in the decade leading up to the Great Recession of 2008, population projections (Table 1) suggest the town will continue to grow slowly over the next 15 years and likely stay under 10,000 for the time horizon of this plan. Middlesex County as a whole is expected to grow faster than Haddam, but Haddam’s projected growth is faster than Connecticut as a whole. Population growth in Haddam is influenced by land use issues, including environmental development constraints to development (such as steep slopes), location of public infrastructure (water and sewer), and housing market trends. Population projections are a tool the town can use to plan to meet future demands and can make local policy decisions that can influence how much the population grows, or does not grow, in the future.

Tables 2 and 3 show that the residents of Haddam are older and wealthier than their neighbors in Middlesex County and Connecticut. They also experience much lower rates of poverty. The Town’s population density is quite low, 190 residents per square mile, defining its rural character.

**Table 1: Population Statistics**

Place	2000 Population	2010 Population	2014 Est.	2020	2025	2030	% Change 2014-2030
Haddam	7,157	8,346	8,356	8,785	8,827	8,835	5.7
Middlesex County	155,071	165,676	165,534	172,297	176,095	179,485	8.4
CT	3,405,565	3,574,097	3,592,053	3,622,774	3,669,990	3,702,400	3.1

Source: U.S. Census, 2010-2014 5-Year American Community Survey, Census 2000 and Census 2010

**Table 3: Quick Facts: Population & Demographics**

	Haddam	Middlesex County	Connecticut
Land Area	44 square miles	369 square miles	4,842 square miles
Pop./Square Mile (2014 Estimate)	190	448	742
Median Age (2014 Estimate)	45	44	40
Households (2014 Estimate)	3,192	66,372	1,356,206
Median Household Income (2014 Estimate)	\$99,010	\$77,931	\$69,899
Poverty Rate (2014 Estimate)	3.6%	6.9%	10.5%

Sources: Connecticut State Data Center, University of Connecticut, [http://ctcdc.uconn.edu/projections/ct\\_towns.html](http://ctcdc.uconn.edu/projections/ct_towns.html) and U.S. Census, 2010-2014 5-Year American Community Survey

**Table 2: Financial Assistance Programs (2014)**

Families in Haddam Receiving Temporary Family Assistance (TAF):

11 families or 0.5% of family households in Haddam

People in Haddam Receiving Supplemental Nutrition Assistance Program (SNAP):

119 people or 1.4% of the people in Haddam

While some demographic changes have occurred over the last 15 years in terms of race and ethnicity, Haddam remains a predominantly white community at nearly 95%. The Hispanic/Latino and Asian/Pacific Islander populations have demonstrated small, incremental growth, which collectively made up 1.9% of the town’s population in 2000 and 4.6% in the 2014 estimates (Table 4).

As noted, the residents of Haddam are older on average (45 years) than the State (40 years). The Town has a much larger contingent of 45-64 years old residents and a lower contingent of residents under the age of 45. Looking into the future, the town is likely to have more residents 65 years and older as its sizable baby boom population continues to age. This could put a strain on town services if the working age adult population does not grow (Table 5).

Table 4: Census 2000 and 2014 Estimated Population Counts by Race/Ethnicity*												
Place	Total Population		White		Black		Asian/ Pacific Islander		Other		Hispanic or Latino	
	2000	2014 Est	2000	2014 Est	2000	2014 Est	2000	2014 Est	2000	2014 Est	2000	2014 Est
<b>Haddam</b>	7,157	8,356	96.9%	94.6%	1.0%	0.3%	0.9%	2.2%	0.2%	0.7%	1.0%	2.5%
<b>Middlesex County</b>	155,071	165,534	91.3%	85.3%	4.4%	4.9%	1.6%	2.7%	1.0%	3.2%	3.0%	5.3%
<b>Connecticut</b>	3,405,565	3,574,097	81.6%	73.7%	9.1%	10.2%	2.5%	4.1%	4.3%	7.9%	9.4%	14.3%

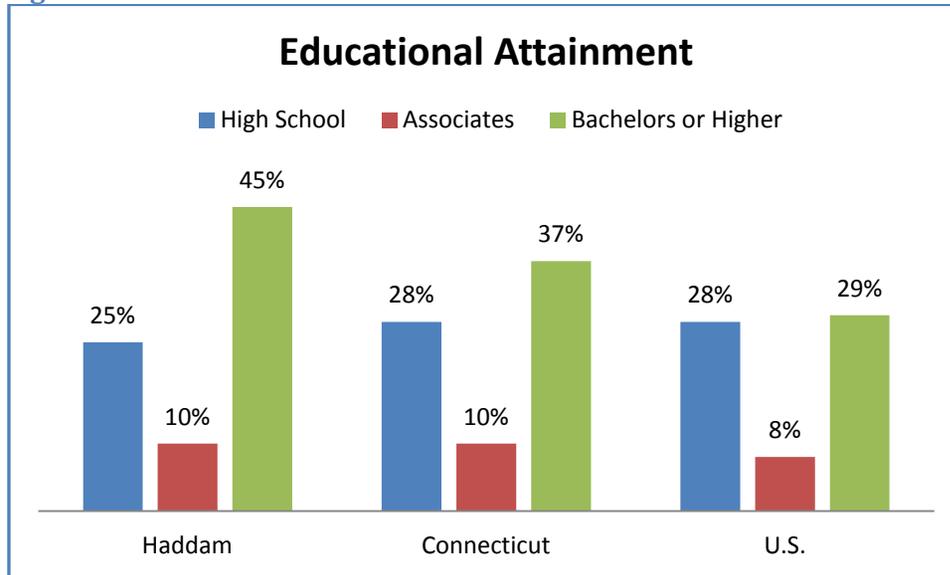
Source: U.S. Census, 2010-2014 5-Year American Community Survey  
 \* Note: Hispanic or Latino population counts include persons of any race.

Table 5. Age Distribution														
	0-4 years		5-14 years		15-24 years		25-44 years		45-64 years		65 years +		Total	
<b>Haddam</b>	388	5%	1,033	12%	1,075	13%	1,736	21%	2,902	35%	1,222	15%	8,356	100%
<b>Middlesex County</b>	7,709	5%	19,197	12%	20,247	12%	38,519	23%	52,454	32%	27,408	17%	165,534	100%
<b>Connecticut</b>	194,338	5%	452,157	13%	489,981	14%	892,275	25%	1,302,223	29%	531,079	15%	3,592,053	100%

Source: U.S. Census, 2010-2014 5-Year American Community Survey

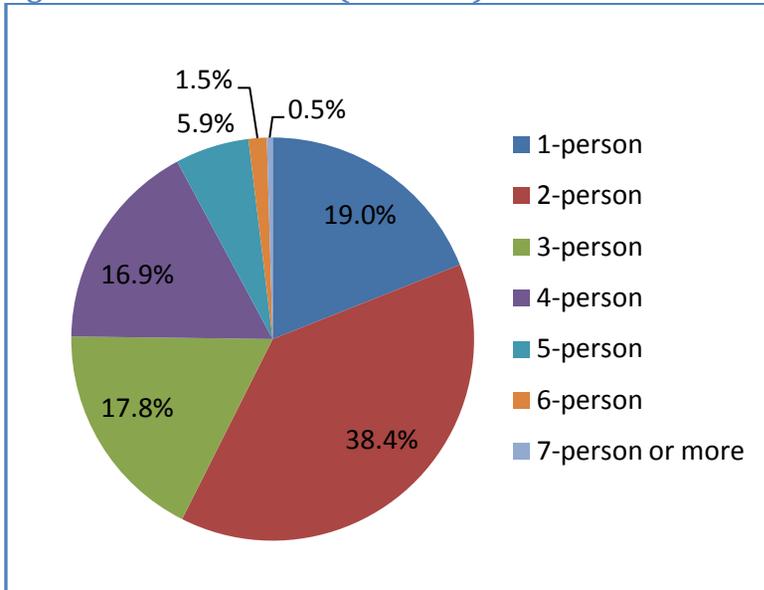
Residents of Haddam generally have higher educational attainment than Connecticut as a whole, which itself has a high educational attainment compared with other states. For example, only 29.3% of residents of the United States as a whole have a bachelor’s degree or higher. Haddam’s rate is nearly twice that at 56%. Further, Haddam has seen a tremendous increase in educational attainment since 2000, when only 33.6% of residents had a bachelor’s degree or higher compared with 24.4% in the United States.

**Figure 1. Educational Attainment**



Source: U.S. Census, 2010-2014 5-Year American Community Survey

**Figure 2: Household Size (2014 Est.)**



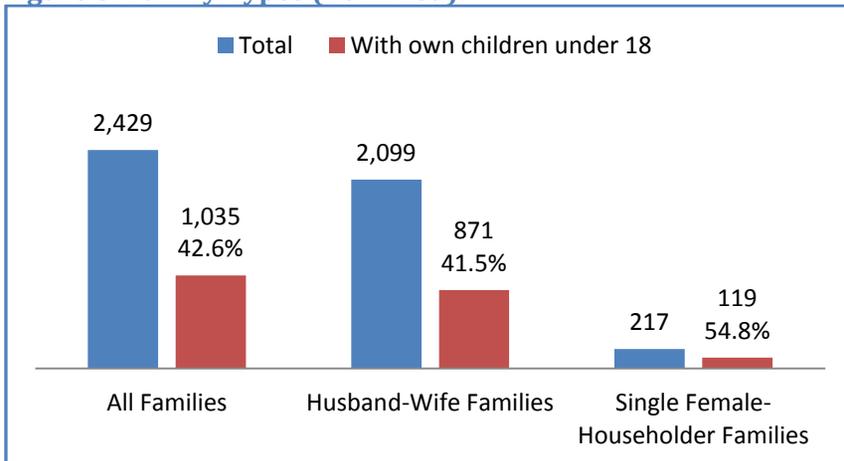
Source: U.S. Census, 2010-2014 5-Year American Community Survey

Nationally, there has been a distinct trend in household sizes getting smaller. There are also smaller percentages of family households, with a particular decrease in two-parent family households with children. While this trend is slowly taking hold in Haddam, it is far less pronounced than elsewhere in the State.

According to the U.S. Census, 2010-2014 5-Year American Community Survey, 75% of households in Haddam were family households compared with 66.3% in Connecticut. This is down only slightly from 77.8% in 2000.

While 60.7% of Connecticut households have 1 or 2 persons, the same is true for only 57.4% of Haddam households (Figure 2). And given the age profile of the town, many of these households are likely made up of empty-nesters with grown children living on their own.

**Figure 3: Family Types (2014 Est.)**



Source: U.S. Census, 2010-2014 5-Year American Community Survey

Two-parent family households with children under 18 make up 35.9% of family households in Haddam and 27.3% of all households, a decrease from 38.6% and 30.0% in 2000 and INSERT DATE, respectively. As a comparison, two-parent family households with children under 18 make up 29.2% of family households in the United States versus 34.6% in 2000.

As shown in Figure 3, single female-householder families with children under 18 make up a smaller portion of family households than the country as a whole, with 3.7% in Haddam and 7.2% in the United States (according to the 2010 Census).

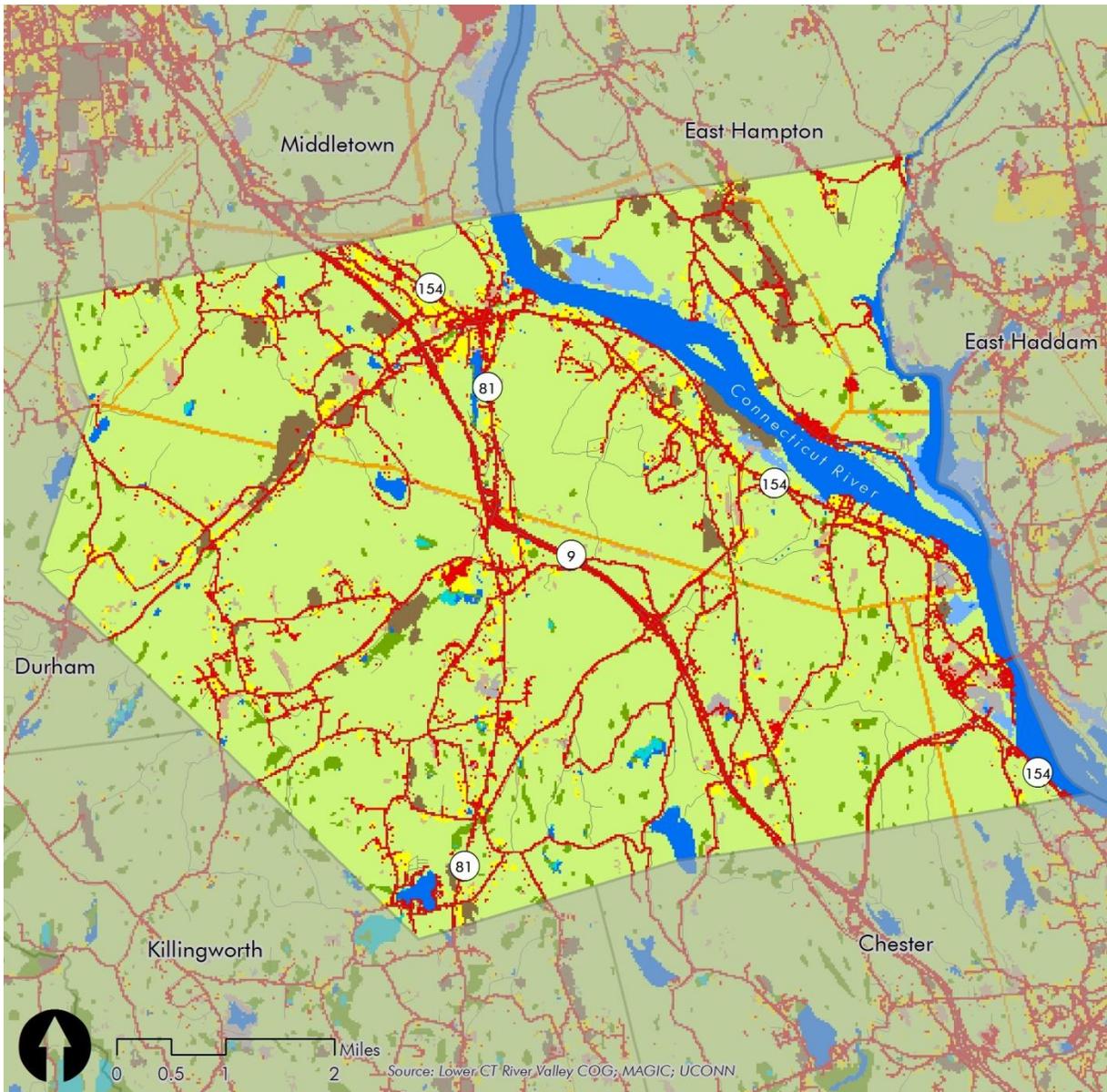
## Land Use

Haddam has been and remains a rural community developed around historic village centers. It is approximately 46.7 square miles in size, with a low population density of 190 persons per square mile. As shown in Map 1, the Town's institutional, commercial, and industrial uses were still concentrated in and around its village centers as of 2010. Residential uses are surrounded by undeveloped land, some protected as state parks or public conservation land and others unprotected forested areas. This discussion provides an overview of the land use and growth of the Town as a whole. Details about the Town's village centers follow.

Looking at the acreage for various existing land uses in Haddam in 2005 (Table 6), and the map for 2010, the most dominant land use is residential, followed by protected open space and undeveloped land. Given the limited amount of development in Haddam since this time, it is unlikely that these numbers have changed much over the past 12 years. Both Residential and Protected Open Space have likely increased a bit.

<b>Major Land Use Category</b>	<b>Area in Acres (2005)</b>	<b>Percent of Total</b>
<b>Commercial</b>	204.8	0.68%
<b>Industrial</b>	632.4	2.10%
<b>Institutional</b>	596.0	1.98%
<b>Protected Open Space</b>	8,071.1	26.82%
<b>Residential</b>	10,247.2	34.06%
<b>Transportation</b>	1,512.1	5.03%
<b>Undeveloped</b>	7,246.9	24.08%
<b>Water</b>	1,579.5	5.25%
<b>Total</b>	30,090.0	

*Source: 2008 POCD*



# Land Cover (2010)

## Legend

- Roads
- Agricultural Field
- Barren Land
- Forested Land
- Developed
- Forested Wetland
- Non-forested Wetland
- Other Grasses
- Tidal Wetland
- Turf & Grass
- Utility Corridor
- Water

## Haddam Plan of Conservation & Development

Date: 9/1/2017

For planning purposes only.



**Map 1. Current Land Use**

Recent new development has focused on housing for the Town’s aging population. New senior living facilities are designed at a higher density. Accommodating these and other denser housing types without public sewers requires innovative wastewater management solutions. Decisions about where and how these developments are constructed, and how they are paid for, need to be strategic, considering environmental conditions and other factors that might influence the success of senior housing.

### Zoning

There are eight primary zoning districts in Haddam (Map 2). As shown in Figure 4, 97% of the Town is zoned for residential uses. Only 2% is zoned commercial.

**Residential Zones (R-1, R-2, and R-2A):** Permitted by right in all residential zones are single and two-family homes, agricultural activities, and home occupations, among others. Accessory units are also permitted upon issuance of a special permit.

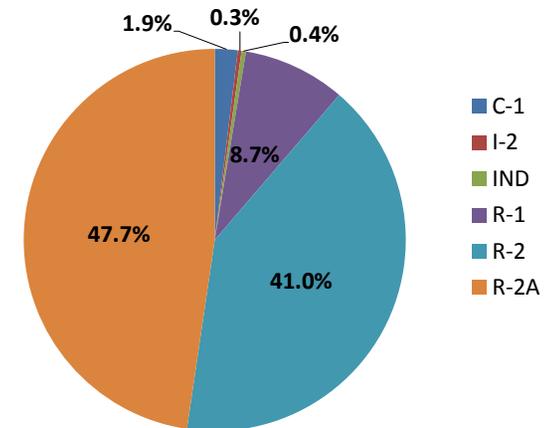
**Commercial Zone (C-1):** The C-1 zone is the Town’s only commercial district. It is primarily found in the village centers and along Route 81 and Route 154 outside of Tylerville.

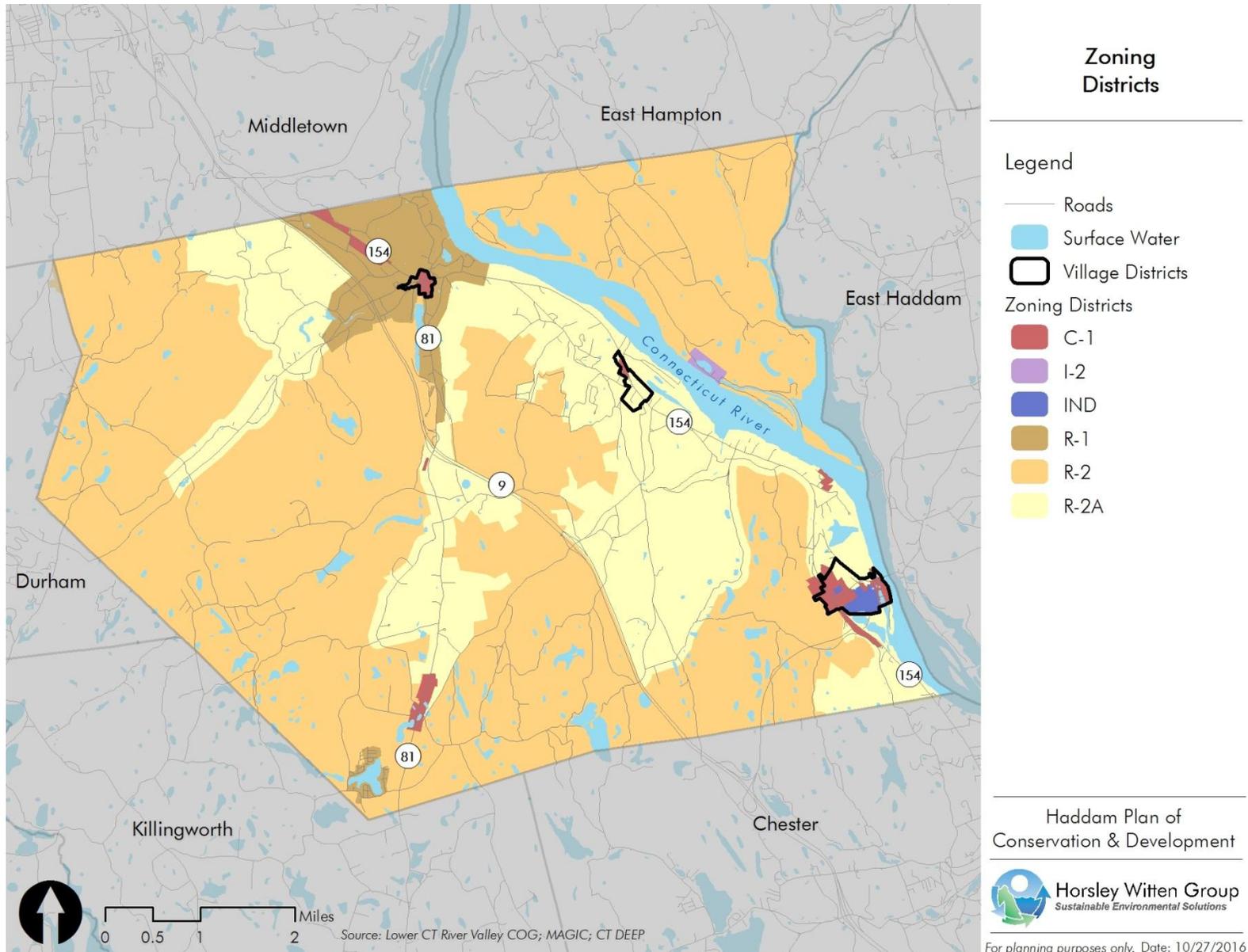
**Village District:** The purpose of the Village District is to protect and preserve the character of each village center represented by its historic and aesthetic resources. Through the Village District, the Town promotes environmental protection and economic development by concentrating higher density commercial uses in these areas. Shared septic and drinking water well systems are suggested to accommodate this type of development. Additionally, pedestrian-friendly design to make the villages more walkable is encouraged. Architecture should complement the historic character of the village. The Town may offer credit to meet parking requirements if shared parking is implemented.

**Industrial Zone 2 (I-2):** The I-2 zone is used to permit gas powered electric generation facilities subject to performance standards. This zone is found at the former Connecticut Yankee Nuclear Power site.

**Industrial Park Zone (IND):** The purpose of the IND zone is to encourage industrial-type development that is compatible with surrounding or abutting residential, institutional and public uses, and to insure suitable open spaces, landscaping and parking areas are integrated into the design of the development. The zone requires a relatively low density of administrative, storage, distribution, and manufacturing activities.

Figure 4. Zoning as a Percentage of Land





**Map 2. Zoning Districts**

**Gateway Conservation Zone:**<sup>1</sup> The Gateway Conservation Zone is an overlay zone established by the Connecticut Legislature to preserve the natural and scenic quality of the Connecticut River. The Conservation Zone starts in Haddam and East Haddam and continues south to Long Island Sound. Within the Conservation Zone, no buildings or other structures are to be constructed, reconstructed, enlarged, extended, moved or structurally altered within 100 feet of the high tide line of the Connecticut River or any of its tributaries or associated wetlands. The Haddam Planning and Zoning Commission can issue a special permit to reduce the setback for structures that require direct access to the water as an operational necessity such as piers, docks, and boathouses. A special permit is required for all construction, reconstruction, enlargement, or structural alterations of principal and accessory residential structures that result in one or more buildings or structures having a combined total floor area in excess of 4,000 square feet.

**Special Flood Hazard Zones:** The purpose of Special Flood Hazard Zones is to minimize public and private losses due to flooding. Special Flood Hazard Areas are established based on Flood Insurance Rate Maps (FIRMs) of the Federal Emergency Management Agency (FEMA) for Middlesex County (dated August 28, 2008). Standards require structures be designed to protect against flood damage, control the physical alteration of the floodplain, and prevent the construction of flood barriers that would unnaturally divert waters within the floodway.

**Aquifer Protection Zone:** The Aquifer Protection Zone limits uses and requires performance standards to protect groundwater that would be used as a public water supply source. The zone follows primary and secondary recharge areas of aquifers designated as existing or potential sources of public water supply based on data of the U.S. Geological Survey.

Haddam has additional guidance and regulations for different development types, specifically housing for elderly and/or handicapped persons and continuing care residential facilities. Further, residential uses can be allowed in commercial zones (considered “mixed use”) provided performance standards are met.

The Town uses conservation subdivisions to help protect natural resources and community character and to build a network of protected public open spaces. The purpose of conservation subdivisions is to allow for more flexible design of a subdivision on land where preserving unique physical characteristics would have public benefits. These benefits might include open space that can serve recreational, scenic, or other public purposes. Conservation subdivisions are permitted in R-2 and R-2a zones. The maximum percentage of land coverage permitted is 30% and a minimum of 50% of the land is to be dedicated as permanent open space, not including land required for roadways, utilities, or future development.

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<sup>1</sup> <http://www.ctrivergateway.org/maps.html>

## The Villages and Historic Resources of Haddam

Community character is the essence of a town, derived from our recollections of visiting and experiencing a particular place. The character of a town is shaped by its landscape and by the sense of community arising from the many activities which take place within its boundaries. Change, whether with high impact or through slow increments, is a constant in every community, and the character of a town evolves as the community grows and matures through generations.

Haddam's landscape is defined by its relationship to the Connecticut River and its valley, a critical component of the region's history, economy, and environment, and its woodland and rural landscapes. Traditional village centers, historic buildings, and historic landscape structures are surrounded by forest land and a rugged topography defined by steep slopes. This section explores the history and current conditions of Haddam's five village centers (Map 3), a major aspect of the town's character.

### Higganum

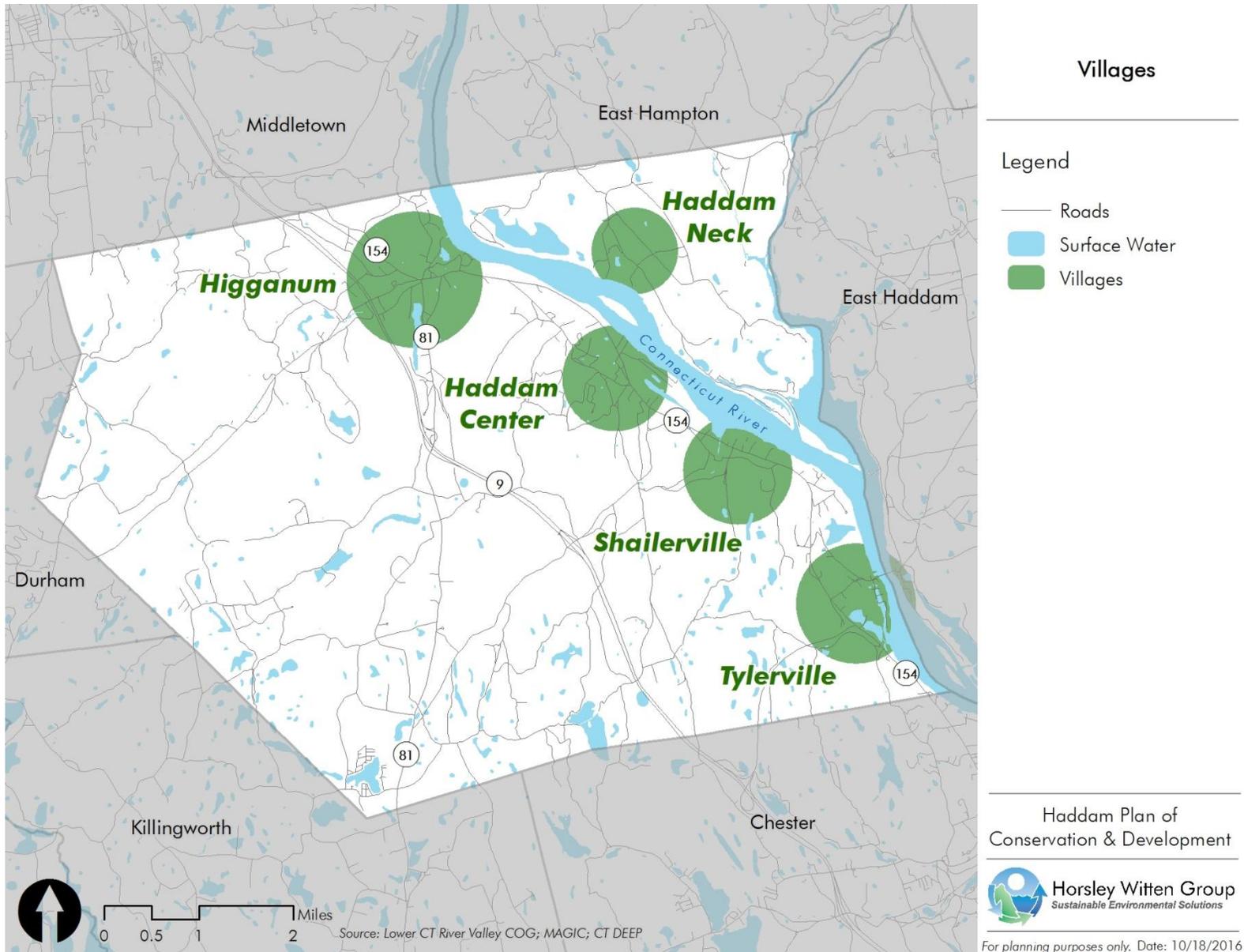
Higganum is the largest village and primary commercial center of Haddam. It possesses an eclectic mix of historic architecture with simple cottages, formal mansions, and stylish homes found side by side. These residences are evidence of Higganum's history as a successful port and shipbuilding center in the 18th century, followed by an industrial center after the shipping industry declined.

### Resources and Opportunities

- The *D & H Scovil Company buildings*, located along Candlewood Hill Road, recount the history of one of Higganum's most prosperous industries during the 19th century. Today, they represent a major redevelopment opportunity in the heart of Higganum village, appropriate for housing, commercial, small "maker spaces", or a variety of other uses that would help enliven and strengthen Higganum. The mills were originally used to grind feldspar quarried in Haddam Neck and manufacturing hoes. In 1945, the State of Connecticut converted the buildings into a garage. Years of presumed contamination from vehicle storage and repair will have to be addressed before the site is redeveloped.
- The *Higganum Grange* was built in 1882 and originally housed a grocery store, post office and bank. Today, the ground floor is occupied by the Higganum Village Market, one of the Town's only grocery stores.
- The *Higganum Feed Store* was built in 1880 and still provides the town with home and garden goods.
- *Haddam Elementary School*, one of two elementary schools in Haddam, is located within walking distance of the village center on Saybrook Road.
- The *Haddam Department of Public Works* office and garage is located on the corner of Saybrook Road and Depot Road. The Town is exploring opportunities to relocate these important facilities, opening up this site for potential village-supporting development.



Higganum Cove

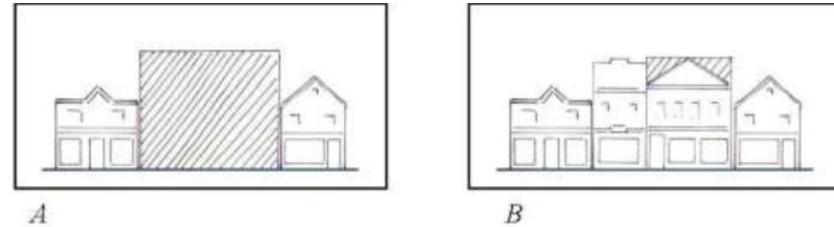


**Map 3. Haddam Villages**

- Located less than 1/3 mile from the center of Higganum Village, *Higganum Cove* is a former factory site and brownfield that has recently been remediated and opened to the public as a unique park space with access to the Connecticut River.
- Overall, Higganum has 71 historic buildings, which include the Higganum United Methodist Church and Higganum Congregational Church, both built during the 1800s.

### Zoning & Design Guidelines

Land use in Higganum is set by a special Village District in Haddam’s Zoning Regulations. The Village District exists to promote and preserve community assets and unique resources, and encourage denser commercial development consistent and in harmony with existing structures in the Higganum Center area. It is also meant to encourage the conservation, conversion, and preservation of existing buildings and uses in a manner that maintains or enhances the historic, natural, and community character of Higganum, and is consistent with village center architecture, denser commercial village land use patterns, and a pedestrian friendly atmosphere. Higganum also has a set of Design Guidelines, established in 2014 and meant to guide new development to respond better to the village’s distinctive character. The design guidelines strive to maintain and enhance Higganum’s small town way of life, rural character, historic value and scenic charm. Much of Higganum’s eclectic architecture blossomed from periods of history including the Colonial, Victorian and Industrial periods. These guidelines encourage the use of forms and materials that are human in scale and allow for continued pedestrian access throughout the village and connecting to the Connecticut River.



*Higganum Design Guidelines illustrate the importance of height and width of new buildings.*

### Higganum’s Future

The current POCD calls for Higganum to be one of two significant growth and redevelopment areas in town, along with Tylerville. Higganum is identified as a good location for housing opportunities that will meet the needs and desires of many senior citizens and young adults alike, including multi-family homes, cottages, and other alternatives to traditional single-family homes, within walking distance of basic goods and services. The Town has already invested in some sidewalks in the village, as well as a major streetscape improvement project with a rebuilt bridge, new street lights, and more. By closing the gaps in the existing sidewalk network, and starting to build an on- and off-street bicycle system, the Town may help attract private development and improve access to the area’s resources, including Higganum Cove and Haddam Elementary School. A serious, but not insurmountable, barrier to development and redevelopment in Higganum is a lack of public water and sewer. The Town must continue to explore options for providing these utilities to Higganum in order to support more village style development.

## Haddam Center

Haddam Center encompasses the area along Route 154 roughly abutting Haddam Meadows State Park. It grew as the commercial and institutional center of town, so much so that the Town Office Building and library were established there. Today, Haddam Center continues to serve as the Town's main civic center.

## Resources and Opportunities

- The **Town Office Building** is now located in what was once the Brainerd Academy building. This building, constructed in 1839, became home to the Town Office Building in 1929 after the previous building burned down.
- The Haddam Library Association was founded in 1896, and the **Brainerd Memorial Library** was built from 1906 - 1908. The library remains one of Haddam's finest buildings.
- The Town's granite **jailhouse** was constructed in three phases in 1845, 1855, and 1874, and was used as a jailhouse until 1969. During its history, it was converted to the Correctional Facility for the State of Connecticut, later to be renamed the Connecticut Justice Academy. The Town plans to assume ownership of the jail property from the state and has received a grant to study the engineering needs of modernizing the building, as well as a market study to identify the best opportunities for future reuse.
- The **Middlesex County Orphanage building** was erected in 1887 and served as the county's orphanage until 1954. It was sold to the State of Connecticut and now serves as the University of Connecticut's Agricultural Extension Service Center, an important employer and civic institution for the town.
- The **Haddam Center Historic District** is listed in the National Register of Historic Places. It contains Haddam's first burial ground and a number of well-preserved 18<sup>th</sup> and 19<sup>th</sup> century houses, including the James Hazelton house, which is also listed in the National Register of Historic Places. The Thankful Arnold House, located on Hayden Hill Road, is home of the Haddam Historical Society, including a museum and an extensive trove of historical documents and artifacts.



*Brainerd Memorial Library*

## Haddam Center's Future

The current POCD calls for Haddam Center to continue its role as a civic center by maintaining Town offices and services and working to preserve the many historic buildings and viewsheds. Sensitive, small-scale infill development with uses that complement the historic character may be appropriate in the future. One major barrier to Haddam Center's cohesion as a place to visit is its lack of sidewalks, particularly along Route 154.

## Tylerville and Shailerville

Tylerville and Shailerville were both established to the west of the Connecticut River by prominent families in Haddam. During the 1700s, Tylerville was a renowned shipbuilding village and served as an active seaport. The area of Tylerville today, centered at the intersection of Route

154 and Route 82, is a mix of historic houses, modern auto-oriented retail buildings, and more modern housing, including a retirement community, campground, and Connecticut Department of Transportation facilities.

Shailerville, located just to the north of Tylerville, at one point enjoyed its own post office, schoolhouse, factories, and commercial stores. Today, very little remains of these older buildings and the area consists primarily of single family homes between Saybrook Road and the Connecticut River.

### Resources and Opportunities

- Tylerville is home to *Camp Bethel*. This 55-acre campus that overlooks the Connecticut River was established in the 1800s. From 1890-1920 the tents that surrounded the chapel were replaced with Victorian style cottages. The site is still used as a private event space and campground today.
- When the Connecticut Valley Rail Road began running in 1871, Tylerville opened the *Goodspeed Station*. Although the station was removed in 1932, the station's freight house remained and now serves as the Goodspeed's Station Country Store.
- The *Riverhouse at Goodspeed Station* is an event space and small conference center, including a catering business.
- *Eagle Landing State Park* includes meadowlands, a large parking lot, and boat launches. Seasonally, local tours along the Connecticut River are available. It is also sometimes the end point of the Essex Steam train, a potential source of tourism in the future.
- The *Connecticut Department of Transportation* has a large facility on the southern end of Tylerville. Should the Town ever be able to purchase the site from the State, it could serve as a major redevelopment parcel.
- There are many *food-oriented businesses* in the area related to production and preparation of food and drink, including a brewery, two caterers, a bakery, and a specialty tea producer. These businesses could be a great resource for the future identity of the village.
- The *Shailerville Schoolhouse* still stands and recently has been restored to appear as it did in the 19th century. Shailerville and Tylerville together have 46 historic buildings.

### Water Quality Issues

One issue of particular note in Tylerville is water quality. Eighteen wells in the Tylerville area are known to be contaminated with TCE, or trichloroethylene, a widely used degreasing agent that is now banned because of health risks. Geologists have sunk nearly 100 test wells to track the plume of contamination that extends easterly from Route 154 to the Connecticut River, an area of about 250 acres. While this has helped to narrow down the properties from which the plume may be emanating, much work remains to be done to address historic and ongoing releases, clean up the pollution, and provide clean water for the contaminated wells. Addressing the contaminated wells of some Tylerville residents will be a critical task before much redevelopment can be accomplished in Tylerville.



### Tylerville's Future

The current POCD envisions Tylerville, along with Higganum, to be a significant growth and redevelopment area for the town. Already home to a large retirement community, the Saybrook at Haddam, Tylerville will soon be home to an apartment complex right next door. As with Higganum, some sidewalk infrastructure exists, but many of the area's attractions are difficult to reach by foot. One very significant issue is the lack of pedestrian and bicycle access approaching and crossing the swing bridge. Many residents, as well as tourists and artists visiting the Goodspeed Opera House in East Haddam, have no safe way to cross the Connecticut River except by car. Despite its narrowness and the lack of sidewalks across the bridge, pedestrians still cross from East Haddam into Tylerville. This is very dangerous. A consultant team is currently exploring ways to address these connectivity and mobility issues in Tylerville through a new street design in the village that is more bicycle and pedestrian friendly. The Town is also working with the State to do a Complete Street audit of the area. As with the rest of the Town, there is the challenge of having no access to public water or sewer, which is compounded by well contamination. The Town has been exploring a possible water connection from the Town of Chester and a sewer connection from the Town of Deep River. These infrastructure investments and improvements will address well contamination and be critical for incenting private, village-style development and redevelopment of Tylerville.

### Haddam Neck

Haddam Neck lies to the east of the Connecticut River and has the distinction of being separated from the rest of Haddam by the Connecticut River (making Haddam the only municipality with populated areas on both sides of that river). As a result of this separation, Haddam Neck residents established their own congregational church in 1774. There are no direct overland connections between Haddam Neck and the rest of Town. To visit, one must cross the swing bridge between Haddam and East Haddam, or the Arigoni Bridge between Middletown and Portland. Consequently, the distinct identity developed by residents of Haddam Neck since the 18<sup>th</sup> century has persisted to the present day.

### Resources and Opportunities

- In 1873, after building two previous churches, residents of Haddam Neck constructed the *Haddam Neck Congregational Church* on a bluff overlooking the Connecticut River. The Gothic Revival-style church is still used today.
- The parish house also has historical significance, as it is the original *Haddam Neck schoolhouse* built in 1822. In 1916, it was moved to its present location next to the congregational church and continued to be used as a schoolhouse until 1925.
- The village is also home to the *Haddam Neck Grange Hall and Fairgrounds*, site of the annual Haddam Neck Fair. The Grange Hall was built in the Colonial Revival style in 1911 and was the centerpiece of the fairgrounds and the focal point of the Haddam Neck Fair.
- The *Connecticut Yankee Nuclear Power Plant*, while decommissioned, is still a major part of the landscape of Haddam Neck. The site has been declared completely clean with the exception of the nuclear waste that is still stored there. Until a repository is found for this waste, not much can happen at the site. There is only one structure left – a bunker built to protect people in the event of an explosion.



The site is between the Connecticut and Snake rivers, and has a lot of ecological value. Over time, the redundant power lines from Connecticut Yankee are being removed, and the site of the reactor is now landscaped and slowly becoming more natural.

- The historic buildings noted above, along with many others, serve as evidence of the village's history. Haddam Neck is also notable for the town's first granite quarry, opened in 1762 and the source of construction material for many public buildings in Haddam, as well as the nation's first feldspar quarry, opened in the mid-19th century.

### **Haddam Neck's Future**

The current POCD calls for continued conservation of much of the sensitive lands in Haddam Neck, and many local residents are actively advocating for the permanent conservation of the Connecticut Yankee property. New development will likely remain very limited in Haddam Neck, mostly consisting of sensitive infill homes. The Town is interested in seeking ways to sustain and celebrate the area's natural resources, as well as the Haddam Neck Grange Hall and Fairgrounds, for generations to come.

## Housing

Table 7 provides an overview of housing in Haddam. The housing supply in Haddam is quite similar to that of many smaller, rural municipalities in Connecticut. Single-family homes are by far the dominant housing type and the owner-occupancy rate is over 90%, significantly higher than Middlesex County and the state as a whole. While there is a core of historic 18<sup>th</sup> and 19<sup>th</sup> century homes in Haddam, the overall housing stock is generally younger than average for Connecticut, given that much of the town’s residential development took place in the boom years following World War II.

<b>Table 7: Quick Facts: Housing</b>			
	<b>Haddam</b>	<b>Middlesex County</b>	<b>Connecticut</b>
<b>Total Units</b>	3,450	74,832	1,486,995
<b>% Single Unit (2014 Est.)</b>	92.0%	71.0%	59.0%
<b>New Permits Authorized (2014)</b>	10	228	5,329
<b>As % of Existing Units</b>	0.3%	0.3%	0.4%
<b>Demolitions (2014)</b>	1	33	1,240
<b>Home Sales (2013)</b>	104	1,186	26,310
<b>Median Price</b>	\$327,800	\$288,300	\$274,500
<b>Share Built Before 1950</b>	24.3%	25.2%	29.7%
<b>Owner-Occupied Dwellings</b>	2,892	50,004	913,043
<b>As % of Total Dwellings</b>	90.6%	75.3%	67.3%
<b>Subsidized Housing (2014)</b>	47 (1.4%)	6,493 (8.7%)	168,655 (11.3%)

Source: CT Economic Resource Center, Town Profile 2016

Median home prices have historically been strong compared to other parts of Connecticut, but have been known to fluctuate. The prices in Table 7 below are from 2013 when housing prices were generally higher than the county median. Housing prices have since decreased significantly in the last three years. The most recent data from Berkshire Hathaway (Table 8) shows a median price of \$253,000 for the second quarter of 2016 – a 13.8% decline from the same quarter in 2015 and the 4<sup>th</sup> lowest median sales price in the county. It is also taking homes longer to sell, with an average of 154 days on the market, increasing almost by half since the same quarter in 2015.

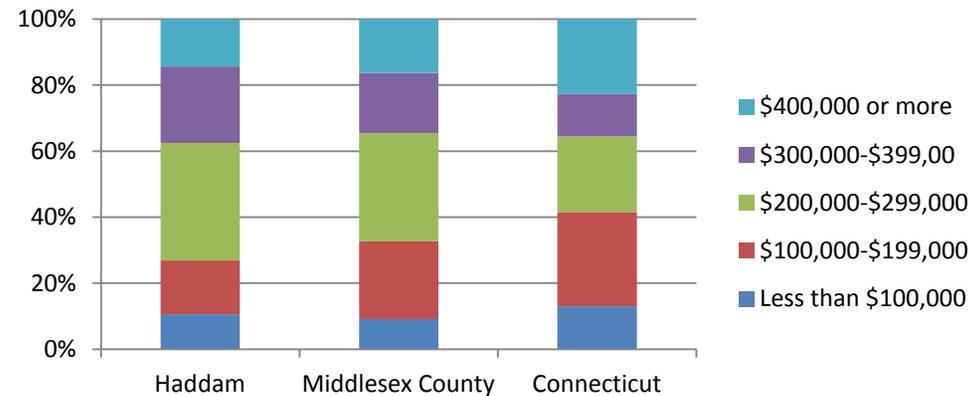
Given the very high proportion of owner occupied single family homes, opportunities for households wanting or needing to rent are few and far between. Further, the percent of the town’s housing stock that is subsidized is among the lowest in the state, and mostly only available to senior citizens.

Average Sales Price		Median Sales Price		# of Sales		Days on Market		Dollar Volume	
Price	% Change '15 - '16	Price	% Change '15 - '16	Number	% Change '15 - '16	Days	% Change '15 - '16	Price	% Change '15 - '16
\$273,000	-11.9%	\$253,000	-13.8%	35	29.6%	154	46.3%	\$9,554,000	14.2%

Source: Berkshire Hathaway, Second Quarter 2016 Housing Market Report, Middlesex County, CT

Haddam’s housing prices are more evenly distributed than Connecticut as a whole, as seen in Figure 5. While the town has fewer homes for under \$200,000, it also has fewer for over \$400,000. A larger percentage of homes are priced in between. This makes Haddam a more difficult place for lower income households to live, but provides greater opportunity for middle income households.

**Figure 5: Distribution of House Sales (2013)**

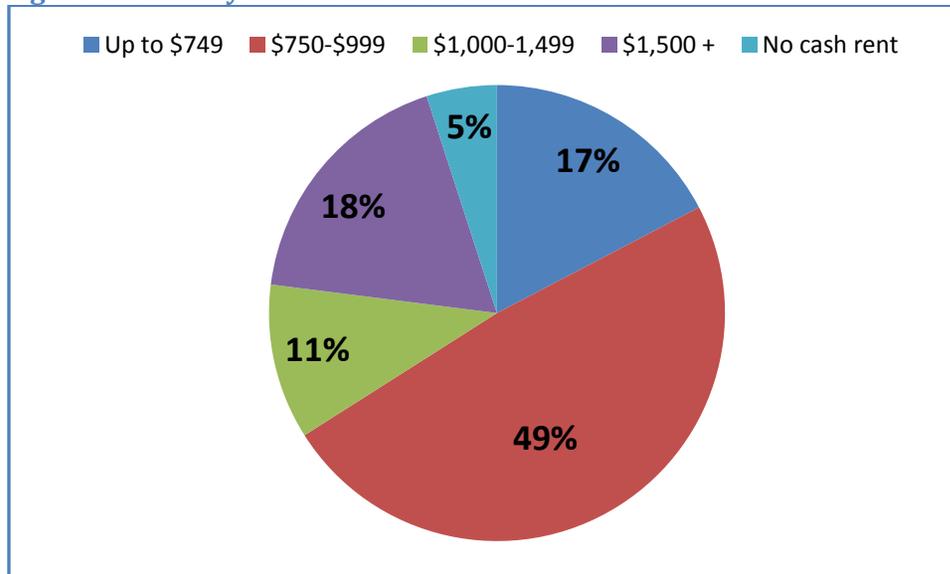


Source: CT Economic Resource Center, Town Profile 2016

### Rental Prices

According to the 2014 5-Year American Community Survey, there are only 300 renter households in Haddam. As seen in Figure 6 below, of these renter households, two thirds pay a monthly rental rate of less than \$1,000 a month. Of those who pay the highest rents of \$1,500 per month or greater, none pay over \$2,000 a month. As a comparison, nearly 53% of renter households in neighboring Middletown pay over \$1,000 a month in rent. This suggests that while rental opportunities are limited in Haddam, rental prices are reasonable compared with neighboring towns and the incomes of Haddam residents. It should be noted that households listed under “No cash rent” generally live in subsidized or other housing where rent is entirely covered by a voucher or some other form of subsidy.

**Figure 6: Monthly Rents of Renter Households**



Source: U.S. Census, 2010-2014 5-Year American Community Survey

### Housing Start Trends

Changes in residential development have been minimal since the last POCD update in 2008. New residential construction has slowed down significantly since the start of the Great Recession. Approval of new subdivisions plummeted after 2008, and new housing starts have been on average only 12 per year since 2010 (building permit data is not available for 2008 and 2009). According to interviews with town stakeholders, this drop off in residential construction has been the most obvious change in Haddam since 2008. Some stakeholders fear the town won't be ready if and when construction starts to reach pre-recession levels again. In the meantime, town staff and commissions have been able to give thoughtful consideration to all recently proposed subdivisions.

### Housing Problems and Cost Burdens

The standard method for determining whether a household is “cost burdened” is calculating whether it spends more than 30% of its income on housing-related expenses (generally rent or mortgage payments plus utilities, condo fees, homeowners insurance, real estate taxes, etc. as relevant). Tables 9 and 10 below show the cost burdened households of Haddam, both for homeowners and for renters.

**Table 9: Cost Burdened Homeowners in Haddam**

Income Group	Total Households	Cost Burdened Households	% of Income Group Cost Burdened
Less than \$20,000	118	118	100.0%
\$20,000 to \$34,999	159	96	60.4%
\$35,000 to \$49,999	271	96	35.4%
\$50,000 to \$74,999	316	185	58.5%
\$75,000 or more	2,014	276	13.7%
Zero or negative income	14	-	-

Source: U.S. Census, 2010-2014 5-Year American Community Survey

**Table 10: Cost Burdened Renters in Haddam**

Income Group	Total Households	Cost Burdened Households	% of Income Group Cost Burdened
Less than \$20,000	100	87	87.0%
\$20,000 to \$34,999	28	0	0.0%
\$35,000 to \$49,999	0	0	0.0%
\$50,000 to \$74,999	113	0	0.0%
\$75,000 or more	44	0	0.0%
Zero or negative income	0	-	-
No cash rent	15	-	-

Source: U.S. Census, 2010-2014 5-Year American Community Survey

It should come as no surprise that all homeowners making less than \$20,000 per year and 87% of all renters making less than \$20,000 per year are cost burdened. It is somewhat surprising to see that no renter households making \$20,000 per year or greater are cost burdened. This suggests that rental prices are generally affordable given resident incomes. For many middle and lower income households in Haddam, homeownership can be a cost burden. This may indicate that cost burden is a problem for working class households, while moderate cost burden might be a tradeoff for middle and upper-middle income households who choose to live in Haddam.

### Housing Types in Haddam

While housing in Haddam largely consists of single-family homes, there is a variety of housing types including historic 18<sup>th</sup> and 19<sup>th</sup> century homes, small post-war capes, summer cottages renovated for year-round living, larger, more modern suburban homes, and multi-family senior housing. Below are some examples of the housing types and styles in town.



## Economic Development

Table 11 provides an economic snapshot of Haddam. There are only approximately 1,400 jobs in town, giving it a job-to-local-worker ratio of approximately 1:4. By comparison, the ratio for Middlesex County is closer to 3:4. Of Haddam’s jobs, only a handful include manufacturing. While Haddam has a history of industrial businesses from the early 20<sup>th</sup> century, that economic era is more of a legacy.

Despite the limited amount of local commercial and industrial activity, the town’s average annual growth rate has been approximately 20%. While this is lower than Connecticut as a whole, it is healthy for a largely residential community. Further, the local unemployment rate remains well below that of both the state and the county.

<b>Table 11: Quick Facts: Economic Development (2014)</b>			
	<b>Haddam</b>	<b>Middlesex County</b>	<b>Connecticut</b>
<b>Labor Force</b>	5,010	92,018	1,885,100
<b>Employed</b>	4,771	86,839	1,760,400
<b>Unemployed</b>	239	5,179	124,700
<b>Unemployment Rate</b>	4.8%	5.6%	6.6%
<b>Number of Employers</b>	191	5,092	114,608
<b>Total Employment</b>	1,396	67,677	1,653,545
<b>Ratio of Employment to Labor Force*</b>	0.28	0.74	0.88
<b>Average Annual Growth Rate (2011-2014)</b>	19.6%	21.8%	29.5%
<b>Manufacturing Employment</b>	25	9,218	159,607
<b>Percent Manufacturing of Total Employment</b>	1.7%	13.6%	9.6%

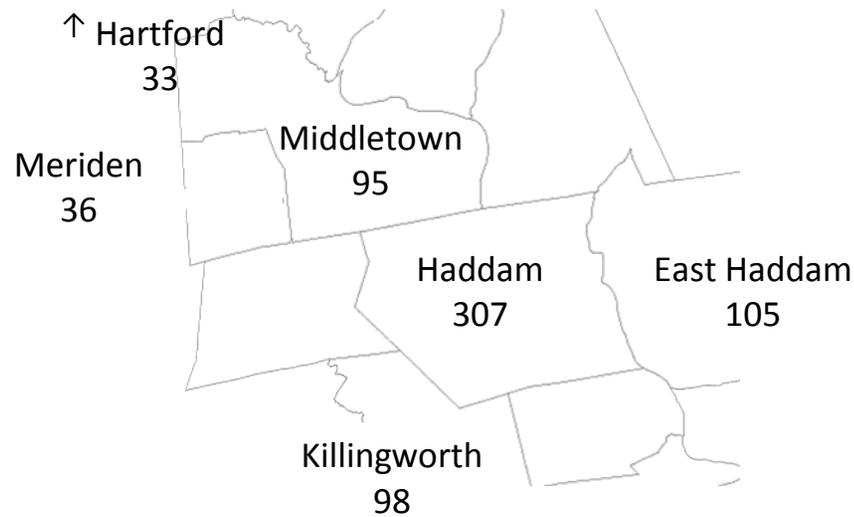
Source: CT Economic Resource Center, Town Profile 2016

\*Total Employment divided by Labor Force. In other words, the number of jobs in a place divided by the number of residents of that place in the labor force. The lower the number, the fewer jobs there are in that place for each resident in the labor force.

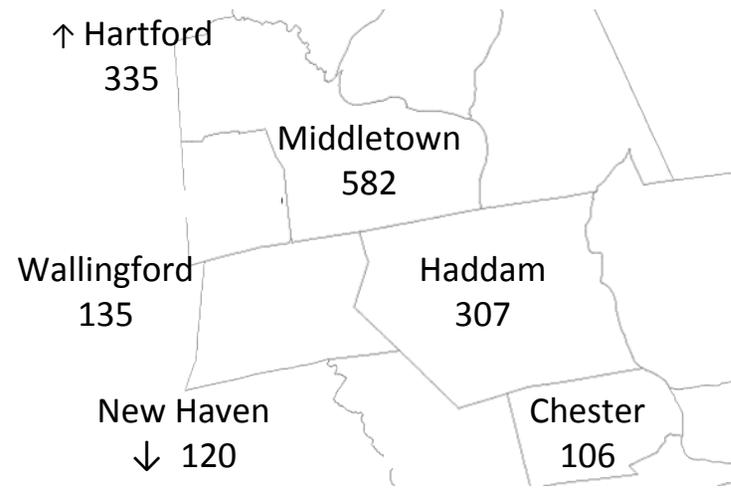
### Haddam Commuters

Starting with the advent of the automobile and escalating after World War II, Haddam has largely been a bedroom community. Residents commute to larger cities and towns such as Middletown, Hartford, Wallingford, and New Haven. As of 2014, only about 6% of all Haddam residents in the work force worked in Haddam, representing about 22% of the jobs in town (Figure 7). The remaining 78% commute into Haddam from all over the region, including East Haddam, Killingworth, and Middletown (Figure 8).

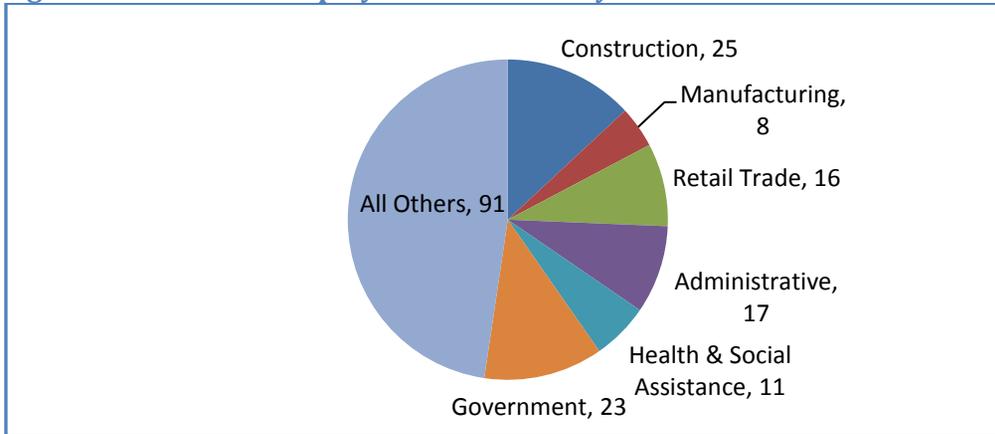
**Figure 8: Commuters Into Haddam**



**Figure 7: Haddam Residents Commuting Outside the Town**

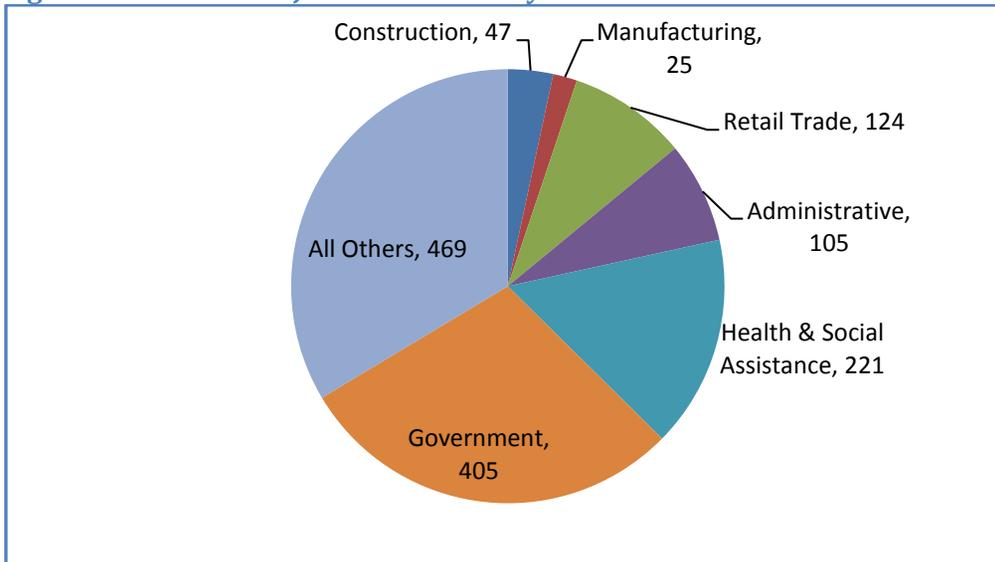


**Figure 9: Number of Employers in Haddam by Sector**



Source: CT Economic Resource Center, Town Profile 2016

**Figure 10: Number of Jobs in Haddam by Sectors**



Source: CT Economic Resource Center, Town Profile 2016

**Major Employers**

While there are relatively few employers in Haddam, the sectors they represent are quite diverse, and no one sector dominates, as seen in Figure 9. The two largest sectors, Construction and Government, together make up only about 25% of the town’s employers. This diversity in sectors is often an indicator of a more sustainable economy that can weather changes better than an economy dominated by one or two sectors.

However, in terms of the number of jobs per sector, the figures are more lopsided, as seen in Figure 10. Most notably, government jobs make up the largest sector, accounting for nearly 30%, with Health & Social Assistance making up another 16%. In total, those two sectors represent nearly half of the jobs in town. A reduction of jobs in either field would have a significant impact on the town’s employment base. Of the largest private sectors, the Health & Social Assistance sector represents the most jobs per employer, at an average of about 20. Any disruption to a for-profit business in this sector could have a noticeable impact on the town’s revenues.

Construction businesses, while the largest employer sector in town, employ only 47 people, suggesting the field is dominated by small one and two person firms and is not a large source of full-time jobs.

<b>Table 12: Quick Facts: Haddam Government Finances (2014)</b>	
<b>Per Capita Tax</b>	\$3,180
<b>As % of CT State Average</b>	117.8%
<b>% of Expenditures on Education</b>	78.1%
<b>Total Indebtedness</b>	\$10,297,383
<b>As % of Expenditures</b>	37.6%
<b>Total Indebtedness Per Capita</b>	\$1,236
<b>As % of CT State Average</b>	53.3%
<b>Annual Debt Service</b>	\$260,586
<b>As % of Expenditures</b>	1.0%
<b>Property Tax Revenue as % of Total Revenue</b>	91.3%

Source: CT Economic Resource Center, Town Profile 2016



Haddam Town Offices

### Government Finances

One common theme heard from many of the town stakeholders interviewed to date is that the Connecticut Yankee nuclear power plant, now decommissioned, created artificially low taxes for town residents for many years. Since that revenue is now much smaller than when the plant was operational (though the plant is still the top tax payer in town), taxes have increased. The town needs to think about its long term budget direction. Should the town reduce its expenditures in order to keep the tax rates lower, or attempt to attract more commercial and/or industrial businesses in order to diversify and expand its tax base to support town services?

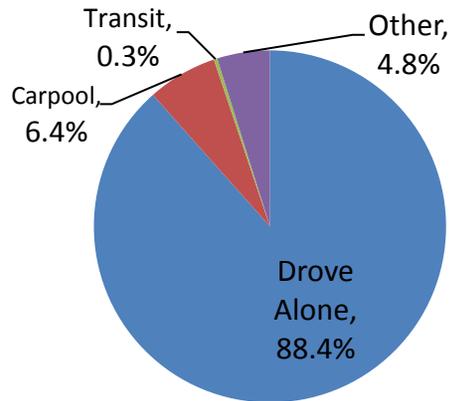
Haddam's per capita tax is indeed higher than the state average, though not outrageously so (Table 12). Statically, however, there are many positive indicators related to the town's fiscal health. The town's debt is a reasonable percentage of total expenditures at 37.6%. Only three communities in Middlesex County have lower percentages. Further, the total indebtedness per capita is only roughly half of the Connecticut state average, and only four communities in Middlesex County have lower numbers. Finally, annual debt service is a very healthy 1% of total expenditures.

One area of concern is the percent that property tax revenue composes of total revenue and transfers into the general fund. At 91.3%, this represents the highest dependence on property taxes of any city or town in Middlesex County. In comparison, the average Middlesex County municipality has a rate of 80.3%, and neighboring East Haddam has a rate of 72.3%.

Haddam has many legitimate options for structuring its revenues and expenditures. However, it would seem that based on the experience of its neighbors, the town has room to expand its commercial and/or industrial base a bit to raise revenues without harming the character of the town.

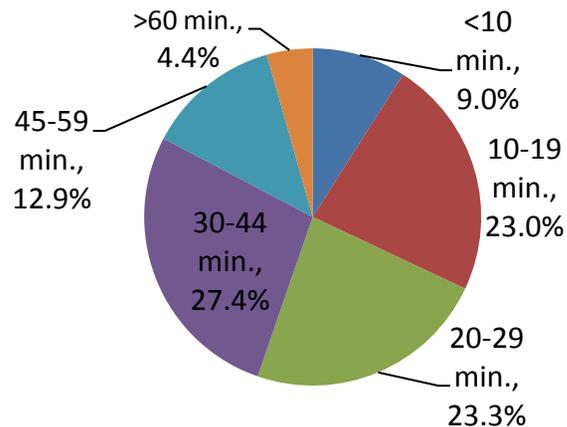
## Transportation and Mobility

**Figure 11: Means of Transportation to Work (2014 Est.)**



Source: CT Economic Resource Center, Town Profile 2016

**Figure 12: Travel Time to Work (2014 Est.)**



Source: CT Economic Resource Center, Town Profile 2016

It should come as no surprise that most people in Haddam’s labor force drive to work alone (see Figure 11). This is generally common for small towns with few local jobs and little public transit. However, Haddam’s rate, at 88.4%, is even higher than similar neighbors such as Killingworth (85.0%), East Haddam (82.4%), and Chester (81.5%). This biggest difference between Haddam versus East Haddam and Chester appears to be in the number of people who are able to walk to work. In Haddam, that rate is 0.6%, while in East Haddam it is 2.4% and in Chester 3.6%. Between Haddam and Killingworth, the biggest difference is between those who work at home – 10.4% in Killingworth versus 4.2% in Haddam.

Travel time to work is also what would be expected (see Figure 12). The mean travel time to work for Haddam is 26.8 minutes, which is only a little higher than the state mean of 25.1 minutes. Regionally, Middletown has the lowest commute time of 22.4 minutes, given its status as a major job center for the area.

Transit ridership is low throughout Middlesex County, at only 1.7%, and much of these riders are located in Middletown. Haddam’s rate of 0.3% is quite low, but also understandable given the limited transit options in town. 9 Town Transit, actually now serving 12 communities in the Lower Connecticut River Valley, operates the Mid-Shore line that runs between Old Saybrook and Middletown, with a stop in Higganum. This bus runs once every two hours during business days. Haddam residents also have access to Dial-a-Ride, an on-call transit service that can take people to any spot within the service area.

Traffic counts in the town are relatively low. The latest analysis from ConnDOT from 2013 shows that the intersection of Routes 82 and 154 has the highest volume point in town, followed closely by the swing bridge on Route 82 and the intersection of Route 9 and Killingworth Road.

## Facilities & Infrastructure

For a rural town, the community services and facilities maintained and provided by the Town are diverse. Some are regional and the Town contributes funding and resources for their maintenance, including the school system.

Map 5 shows the locations of the various facilities throughout town.

### Emergency Response

Police services are provided by the Haddam Resident State Troopers office, which is currently staffed by two State Troopers from Troop "F", Westbrook barracks. The Connecticut State Police, Resident State Trooper program began in 1947 and has become one of the most effective programs in law enforcement for smaller, community policing. Several other State Police departments around the country have used the Connecticut State Police, Resident State Trooper program as a model for designing their own programs.

The program is cost effective for towns in which the individual town has highly trained, professional State Troopers assigned strictly to the town. The Resident State Troopers are employed by the State Police and the town enters into a contract with the State Police Department for the services of the State Troopers.

Emergency response services are provided by the Haddam Volunteer Fire Company and the Haddam Neck Fire Company. The Haddam Volunteer Fire Company serves Haddam west of the Connecticut River, approximately 46 square miles and 7,300 residents. It has 60 volunteers (2016) working out of three stations. In 2015, volunteers responded to 446 calls. Of those, 237 were medical; 120 were fire-related; 59 were motor vehicle accidents, and two were marine-related.

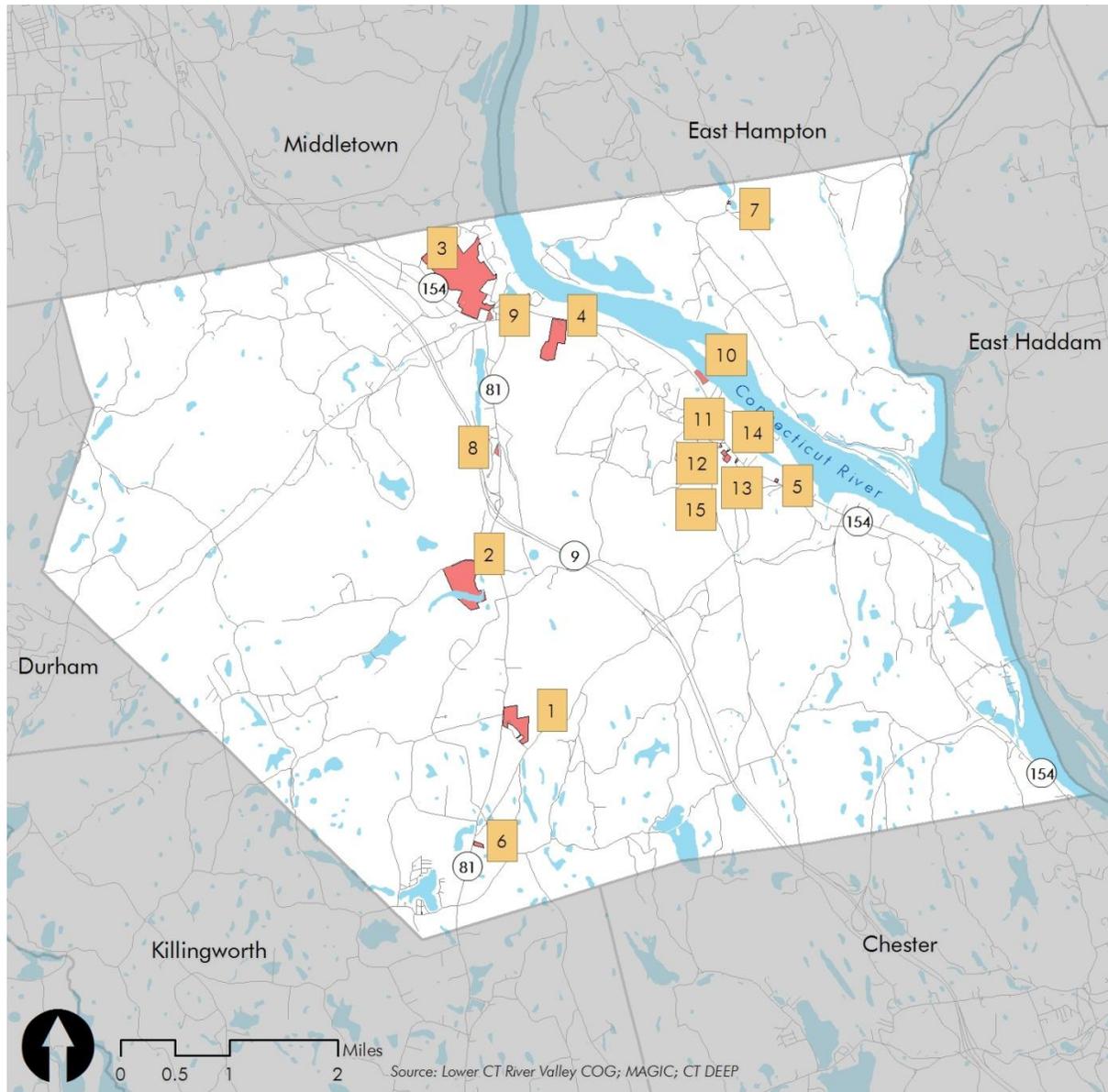
The Haddam Neck Fire Company serves approximately 24 square miles and serves about 600 people.

The Haddam Volunteer Ambulance provides essential medical services to Haddam residents and visitors. The volunteer corps numbers 20 highly trained EMS personnel who take duty hours 365 days a year including holidays and weekends. Corps members train monthly and attend special re-certification courses. Haddam Ambulance transports over 600 patients from town each year and also serves as back up for adjacent towns including East Haddam, Chester, and Killingworth.

### Senior Services

The Town, through its Municipal Agent for the Elderly, manages a senior center for residents 60 years and older. Resources are available to help local seniors navigate assistance programs for heating bills, rent, and nutrition.





### Community Facilities

#### Legend

- Roads
- Surface Water
- Community Facilities

#### Schools

- 1 - Burr Elementary School
- 2 - Haddam Killingworth Middle & High Schools
- 3 - Haddam Elementary School

#### Fire & Emergency Response

- 4 - Company 1
- 5 - Company 2
- 6 - Company 3
- 7 - Haddam Neck Company
- 8 - Volunteer Ambulance Service

#### Other Municipal Buildings

- 9 - Public Works
- 10 - Transfer Station
- 11 - Senior Center
- 12 - Brainerd Mem. Library
- 13 - Town Hall
- 14 - Town Offices
- 15 - Historical Society

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**Map 4. Community Facilities**

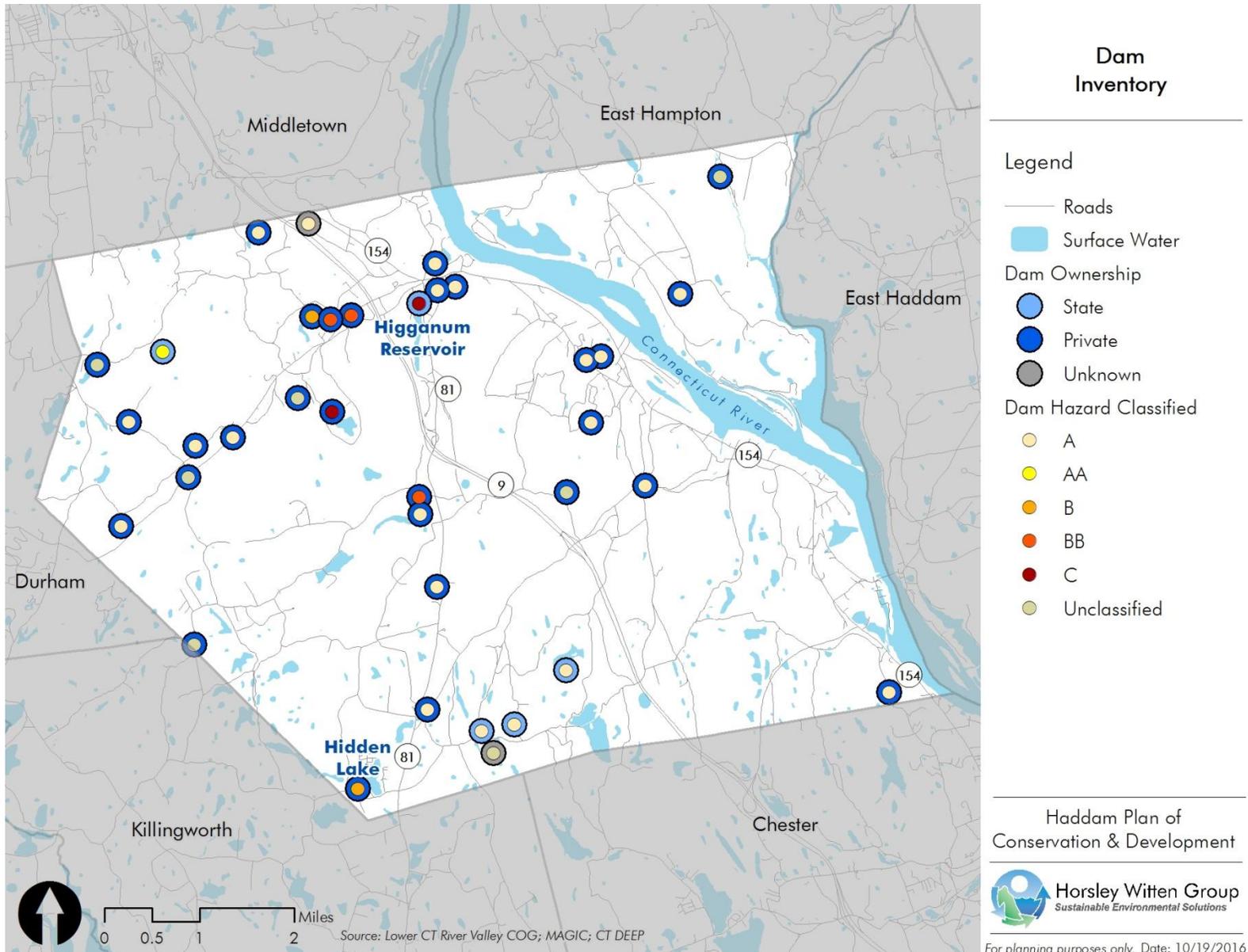
### Roads, Bridges and Dams

According to data published by the State of Connecticut Department of Transportation, the road system of Haddam consists of 118.6 miles of paved roadway of which 25.7 miles are maintained by the State of Connecticut and 92.9 miles are a local responsibility. Due to the number of waterways that pass through the Town, Haddam has a number of bridge maintenance responsibilities. Currently the Town is responsible for 13 bridges on local roadways. Another 30 bridges in Town fall under the jurisdiction of the State of Connecticut Department of Transportation. These state bridges are located along Routes 9, 81, 82, 151 and 154.

According to the Connecticut Department of Environmental Protection (DEP), Bureau of Water Management's Inland Water Resources Division computerized inventory, there are 36 dams in Haddam (Map 4), of which five are owned by DEP. All registered dams are inspected and classified based on their potential hazard to fail. As shown in Table 13, seven dams pose a moderate to high hazard for failure. Higganum Reservoir Dam is the only state-owned dam that falls within these classifications (C - high hazard potential).

<b>Classification</b>	<b>Definition</b>	<b>Number of Dams</b>
AA	Negligible hazard potential	1
A	Low hazard potential	21
BB	Moderate hazard potential	3
B	Significant hazard potential	2
C	High hazard potential	2
Unknown	-	5

*Source: Connecticut Department of Environmental Protection (as of January 21, 2016)*

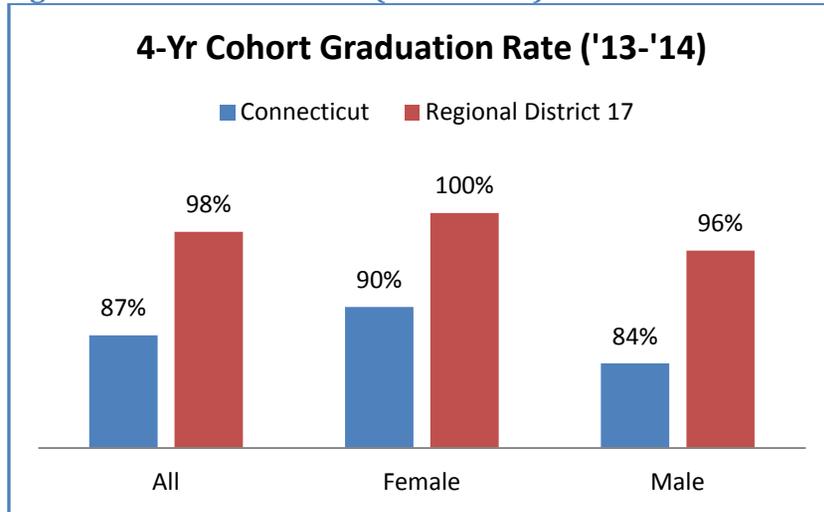


**Map 5. Dam Inventory**

### Public Schools

Haddam belongs to Regional School District 17, which also includes the Town of Killingworth. The district had a total enrollment of 2,135 in grades Pre-K to 12 in the 2016-2017 school year. Pre-K enrollment has been small at just 40 students in the 2011-2012 school year.

**Figure 13: Graduation Rate (2013-2014)**



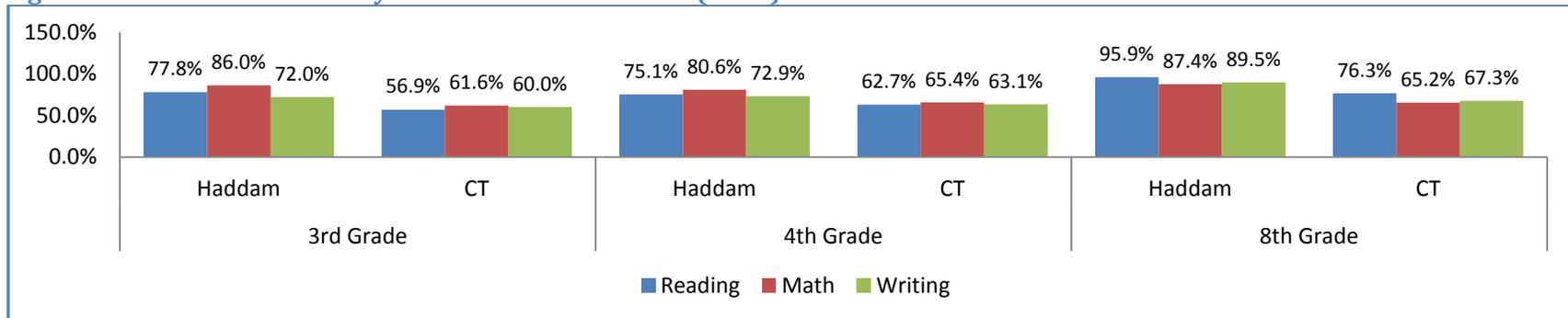
Source: CT Economic Resource Center, Town Profile 2016

Graduation rates in Regional District 17 are nothing short of stellar (see Figure 13). In a county with high graduation rates within a state with high graduation rates, Haddam and Killingworth really stand out. No other school district in the county has a higher graduation rate.

Haddam students also score very well on the Connecticut Mastery Tests, often 10 or 20 percentage points higher than their peers elsewhere in the state (see Figure 14). What's more, 8<sup>th</sup> graders in Regional School District 17 score higher in reading, math, and writing than their peers in any other school district in the county (with the exception of Portland students, who score slightly higher in math).

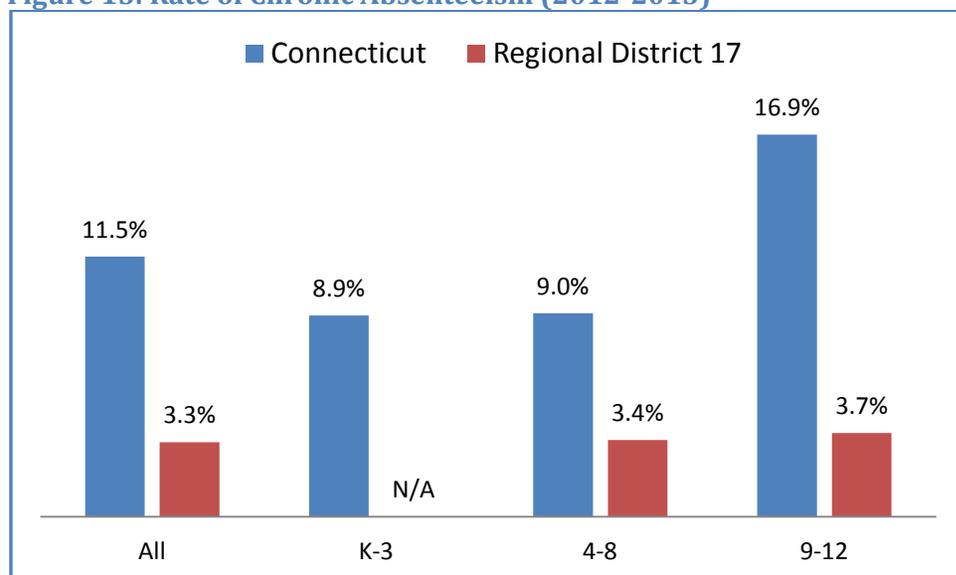
By these two counts, at least, the local school district is grooming students who are good learners dedicated to finishing their educations. Public schools are a major strength for the town.

**Figure 14: Connecticut Mastery Test Percent above Goal (2013)**



Source: CT Economic Resource Center, Town Profile 2016

**Figure 15: Rate of Chronic Absenteeism (2012-2013)**



Source: CT Economic Resource Center, Town Profile 2016

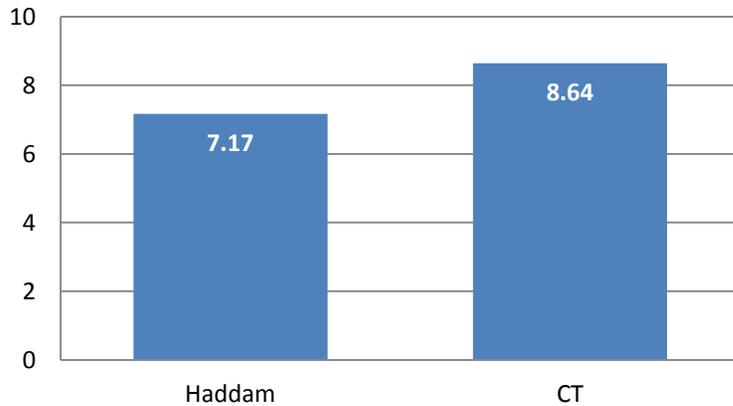
**Table 14: School Enrollment Trends, Regional School District 17**

	October 2009	October 2010	October 2011	October 2012	October 2013	October 2014	October 2015	October 2016
<b>Haddam</b>	1,368	1,349	1,333	1,335	1,328	1,281	1,287	1,248
<b>Killingworth</b>	1,139	1,132	1,059	986	949	895	901	887
<b>Total</b>	2,507	2,481	2,392	2,321	2,277	2,176	2,188	2,135
<b>Year to year decrease</b>		-26	-89	-71	-44	-101	+12	-53

Source: Regional School District 17

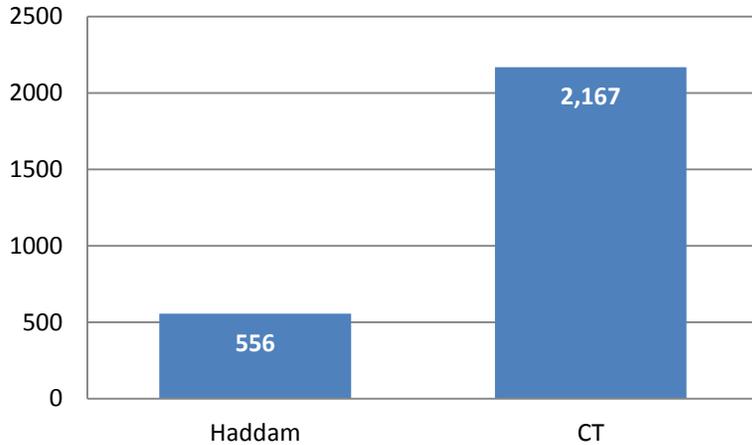
School enrollment has been on a slow but steady decline over the last several years. With the exception of 2015, which saw an increase of 12 students over 2014, the district has seen a decline in enrollment each year, with a total loss of 384 students since 2009 (Table 14). This represents a more than 15% loss in just seven years. However, this loss has been more heavily felt in neighboring Killingworth, which has seen a decline in students of over 22% during this time, while Haddam has lost just under 9%. If this trend continues, facilities will become more expensive to operate per student, which can put a strain on other aspects of the school budget.

**Figure 16: Library Circulation per Capita (2014)**



Source: CT Economic Resource Center, Town Profile 2016 and Public Libraries in the United States Survey, Institute of Museum and Library Services, 2014

**Figure 17: Crime Rate per 100,000 Residents (2014)**



Source: CT Economic Resource Center, Town Profile 2016

### Public Library

Library circulation is a little lower in Haddam than in Connecticut as a whole, and about average for towns in Middlesex County. The Brainerd Library is still an important asset identified by the community, and the participation in its programs and activities is probably a better indicator of its value to Haddam residents.

The rate of internet use per library visit is particularly low at 0.042. In fact, it is the lowest rate in Middlesex County. This could indicate that most Haddam residents have internet access at home, and do not need the library for this purpose.

### Crime

Crime in Middlesex County is quite low compared with the state as a whole. In fact, Cromwell is the only town in the county with a higher crime rate than the state average.

Haddam's crime rate is roughly one quarter of the Connecticut average, and while it is higher than other communities in Middlesex County (Durham is the lowest at 357.7), it is certainly among the lower crime areas of the state.

## Natural Resources

The Plan of Conservation and Development is used to identify and protect those elements of Haddam's natural environment that contribute to the Town's character and quality of life. The process of natural resource conservation and open space planning first begins with documentation of the town's natural attributes, as described below.

### Land Characteristics

#### Surficial Materials

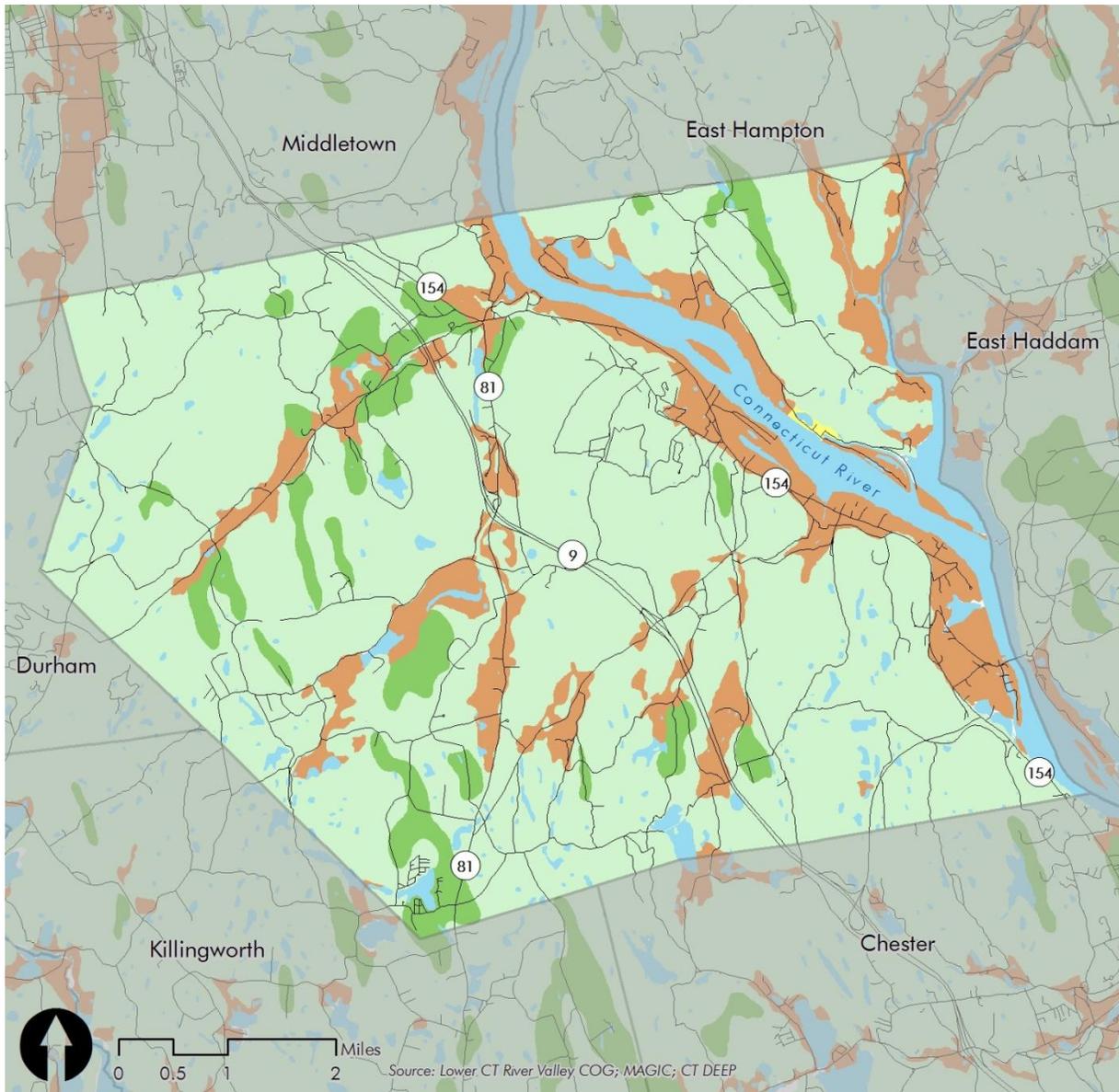
Sand, gravel, clay, and other unconsolidated materials that overlie bedrock are known as surficial deposits. The surficial geology in Haddam is largely a product of the Wisconsin Glaciation that occurred more than 13,000 years ago. Glaciation results in a variable earth surface with numerous hills, stream valleys, wetlands, steep slopes, bedrock outcrops, shallow-depth-to-bedrock soils, and level areas with good soils for agriculture and building sites.

Glacial drift, the rock and sediment left behind when the glaciers receded, is estimated to blanket 90% of Connecticut. This glacial drift comprises the majority of Haddam's surficial geology in the form of till and stratified drift. Stratified drift is unconsolidated, highly sorted sediment that consists primarily of gravels, sands, silts, clays, and large boulders. In contrast, till is predominately non-sorted and non-stratified sediment that is a mixture of materials in varying proportions ranging from large coarse boulders to fine grained deposits. The distribution of the town's surficial geology is illustrated on the Map 6.

Till transmits water very slowly due to its low hydraulic conductivity and tends to be poorly drained. The difference in the composition of till and stratified drift is important in that water, particularly subsurface water, travels very well through stratified drift, but not very well through till. Therefore, for purposes of identifying potential sources of ground water for public consumption, geologists look to areas that have large deposits of stratified drift. These potential aquifer areas are important natural resources to protect and have been the focus of aquifer protection regulations in recent years. Locations of the town's stratified drift deposits are illustrated on the Map 6.

#### Wetlands and Wetland Soils

In Connecticut, wetlands are defined by soil type, specifically saturated or hydric soils, which are classified by the NRCS as either: Drained, Very Poorly Drained or Alluvial/Floodplain. Any combination of these categories is classified as a wetland soil and protected under the town's inland wetland regulations under 22a-36 through 22a-45 of the General Statutes. In Haddam, 14.3% of the Town's land consists of wetland designated soils. The map titled *Wetlands* illustrates the locations of major wetlands throughout Haddam (Map 7).



**Surficial Materials  
& Stratified  
Drift Deposits**

**Legend**

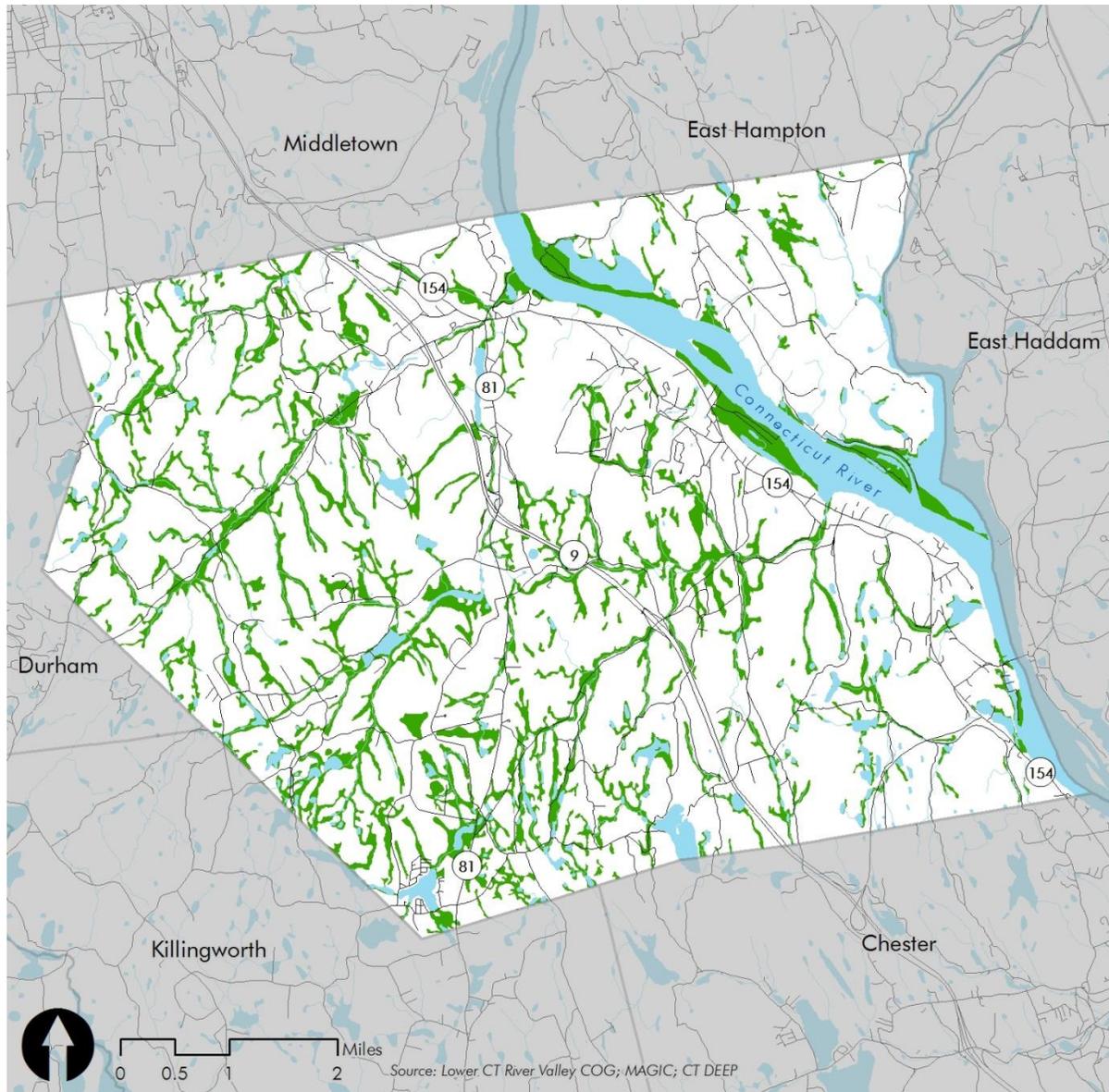
- Roads
- Surface Water
- Surficial Materials**
- Artificial Fill
- Till
- Thick Till
- Stratified Drift

Haddam Plan of  
Conservation & Development



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**Map 6. Surficial Materials and Stratified Drift Deposits**



**Wetlands**

**Legend**

- Roads
- Surface Water
- Alluvial/Floodplain & Poorly Drained/ Very Poorly Drained Soils (Wetlands)

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**Map 7. Wetlands**

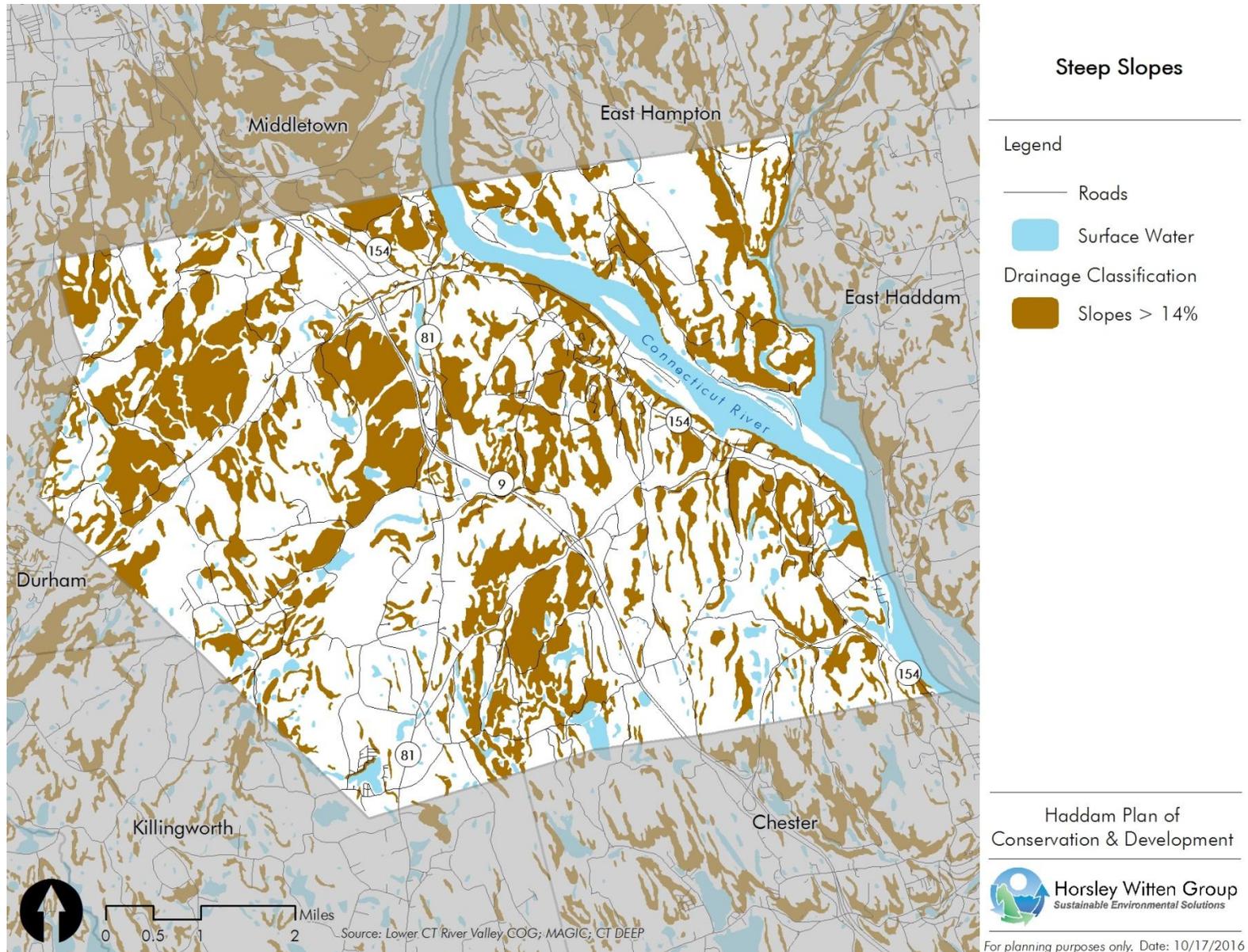
Wetlands are important for a variety of reasons including they:

- Are among the most biologically productive natural ecosystems in the world;
- Provide habitat that is critical to a variety of plant and animal species, including threatened and endangered species;
- Often function like natural sponges, storing water (floodwater or surface water) and slowly releasing it, thus reducing the likelihood of flood damage to personal property or agriculture by controlling the rate and volume of runoff;
- Help improve water quality by intercepting surface runoff and removing or retaining its nutrients, processing organic wastes and reducing sediment before it reaches open water;
- Provide outdoor recreational opportunities (e.g. photography, nature study).

Pollution infiltration can have devastating effects on groundwater drinking supplies. Alluvial and floodplain soils are very susceptible to rapid infiltration of pollutants due to the excessive permeability of the soil. In addition, these areas are dense with nutrient-rich sediments, which produce some of the most productive farmlands. Salmon Cove, located at the mouth of the Salmon River, is part of an internationally recognized complex of tidal wetlands on the lower Connecticut River System.

### **Steep Slope Soils**

Areas of steep slopes are important to identify due to the effect they have on development and their role in the hydrologic cycle. While the stability of a slope is dependent on many variables including vegetative cover and the underlying geology, as a general rule soils with slopes of 15% or greater may pose significant constraints to development due to the difficulty of building foundations and for the siting of septic systems. In addition, these areas are subject to additional development concerns and problems. Therefore, identifying areas of steeply sloped soils is an important component to the natural resource inventory. The areas identified as steeply sloped soils account for 30% of the town's land and are illustrated on Map 8.



**Map 8. Steep Slopes**

## Water Resources

Water resources include major watercourses, watersheds, and groundwater aquifers. The Connecticut River, which divides Haddam and Higganum from Haddam Neck, is the primary water resource. Also significant is the Salmon River, which separates Haddam Neck from East Haddam. Many brooks and creeks also flow throughout Haddam. Hidden Lake, Turkey Hill Reservoir, Higganum Reservoir, and Scovil Reservoir are major water bodies within town.

## Flood Zones/Flood Hazard Areas

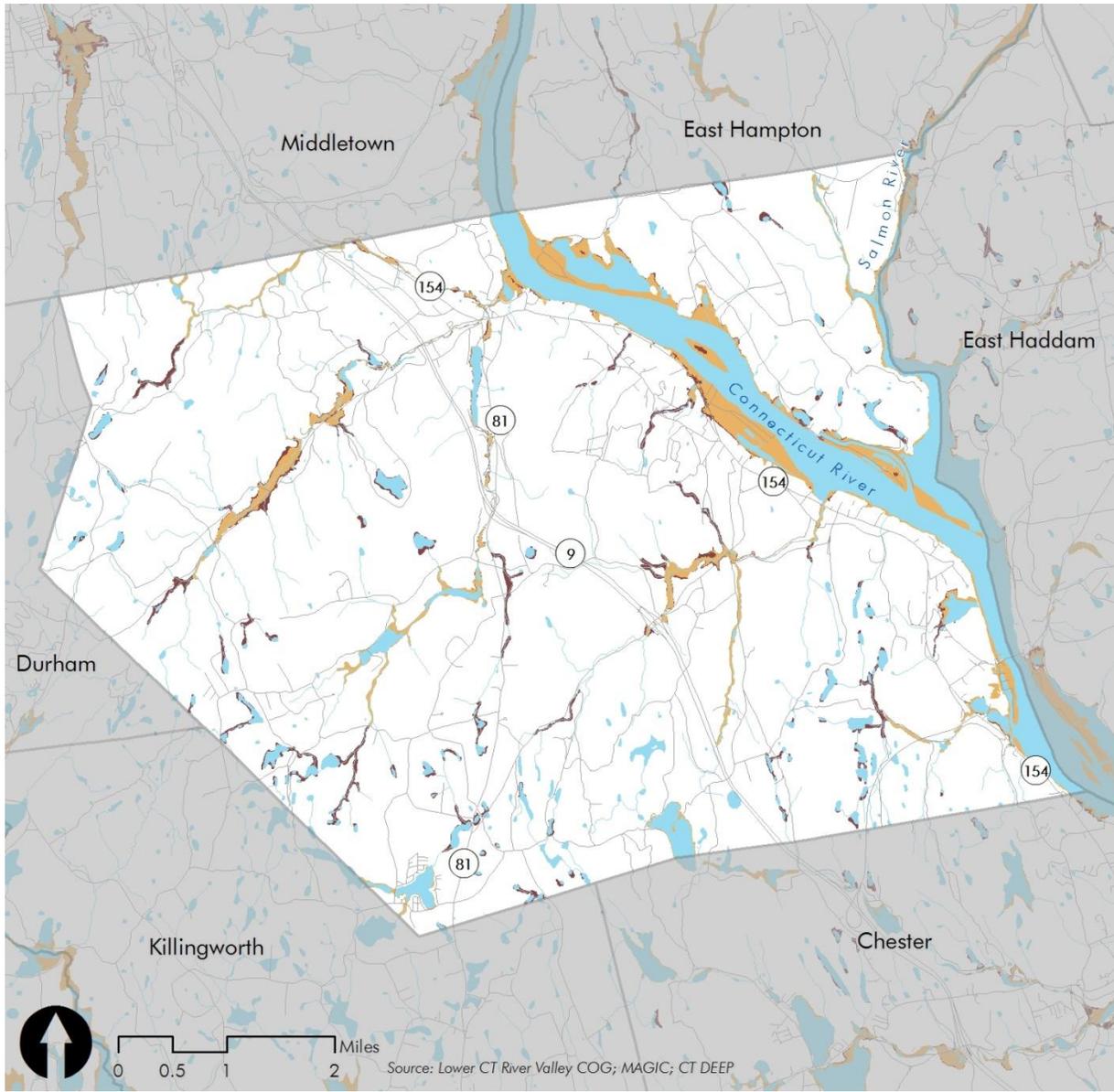
The Federal Emergency Management Agency (FEMA) administers the National Flood Insurance Program (NFIP) designed to encourage communities to adopt and enforce a floodplain management program that will regulate activities in flood hazard areas. The objective of the program is to reduce flood loss by ensuring activities will not increase the potential for flooding and that new buildings will be protected from future flood damage.

FEMA produces a series of flood maps for communities to utilize in enforcing regulatory standards, which are the basis for floodplain management. These maps delineate flood hazard areas and include information such as the water elevation during a base flood. As shown in FEMA 100-year flood plain areas account for approximately 2,745 acres or nine percent of Haddam's land area. Map 8 illustrates the FEMA designated 100-year and 500-year flood zones.

## Watersheds

A watershed is defined as all the land and waterways that drain into the same body of water. Map 10 shows the delineations of Haddam's watersheds. Haddam contains parts of ten hydrologic basins. These watersheds all eventually drain to the Connecticut River with the exception of the extreme southwestern part of town, which drains through the Hammonasset and Menunketesuck Rivers and Chatfield Hollow Brook to Long Island Sound. Two-thirds of Haddam is contained within the Connecticut River and Higganum Creek watersheds. Managing watersheds is critical to ensure the scenic, water quality, flood control, and habitat benefits they provide will endure into the future.

The purity of water in a stream to a great extent correlates with the overall level of development and activity that exists upstream in the drainage basin. Activities that contaminate water supplies are divided into two categories: point and non-point sources. Point sources of pollution are those that are confined to a single, identifiable source. Nonpoint sources are diffuse, indefinite, and general sources of pollution. Potential types of nonpoint source pollution include contaminated surface water runoff from roadways, parking lots, agricultural fields, and lawns. Pursuant to Section 22a-426 of the General Statutes, the Connecticut Department of Energy and Environmental Protection has adopted water quality classifications for all of Connecticut's surface and ground waters. This system established water quality goals and general criteria limits for the control of the Connecticut's water resources. The standards provide clear and objective statements for existing and projected water use and the general program to improve water resources. They also serve to qualify the State and its municipalities for available federal grants for water pollution control. Table 15 presents surface waters classification of designated uses in Haddam.



**FEMA Flood Hazard Areas**

**Legend**

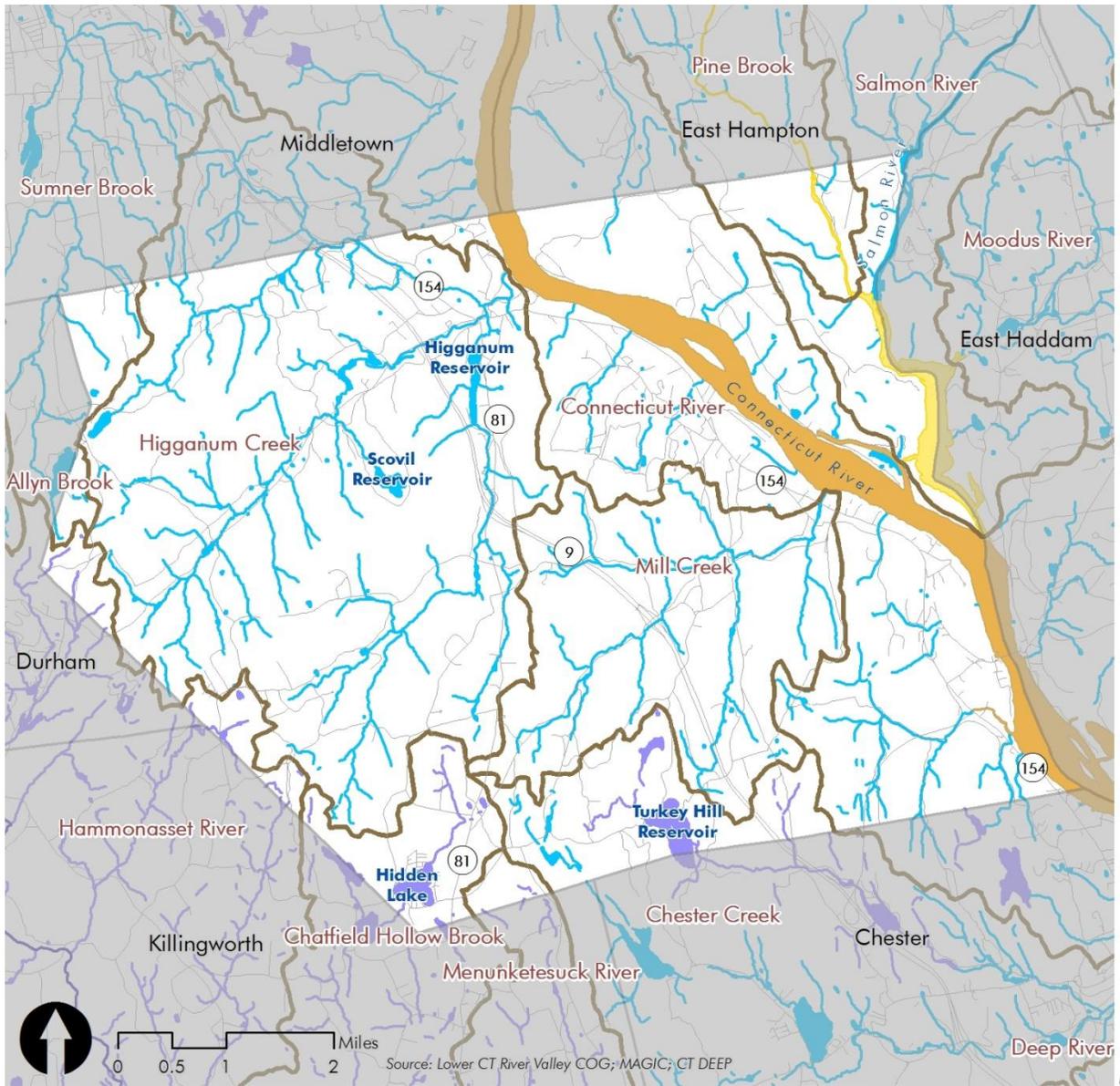
- Roads
- Surface Water
- 100-Year Floodplain
- 500-Year Floodplain

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**Map 9. FEMA Flood Hazard Areas**



**Water Resources & Water Quality**

- Legend**
- Roads
  - Subregional Watersheds
- Surface Water Quality Classification**
- A
  - AA
  - B
  - SB

Haddam Plan of Conservation & Development

 **Horsley Witten Group**  
Sustainable Environmental Solutions

*For planning purposes only. Date: 10/19/2016*

**Map 10. Water Resources and Water Quality**

Table 15. Surface Water Classification Present in Haddam	
Classification	Definition
<b>A</b>	Potential drinking water supply, fish and wildlife habitat, recreational use, agricultural and industrial supply and other legitimate uses including navigation.
<b>AA</b>	Existing or potential public drinking water supply, fish and wildlife habitat, recreational use, agricultural and industrial supply and other purposes. Recreational uses may be restricted.
<b>B</b>	Recreational use, fish and wildlife habitat, agricultural and industrial supply and other legitimate uses including navigation.
<b>SB</b>	Designated uses: marine fish, shellfish and wildlife habitat, shellfish harvesting for transfer to approved areas for purification prior to human consumption, recreation, industrial and other legitimate uses including navigation.

Source: Connecticut Water Quality Standards

### **Higganum Creek Watershed**

The Higganum Creek Watershed is the largest subregional watershed in town, draining 37.6% of the town’s land. Higganum Creek originates at the confluence of Bible Rock Brook, Candlewood Hill Brook, and Ponset Brook and terminates at the Connecticut River east of Route 154 and the Village of Higganum. The water quality of Higganum Creek and Ponset Brook below the Higganum Reservoir are classified as “A,” after recent environmental remediation improved the area from a class “B.” Ponset Brook upstream of the Higganum Reservoir, Candlewood Hill Brook, and Bible Rock Brook remain classified as “A”.

### **Connecticut River Watershed**

The Connecticut River is New England’s longest river traversing 410 miles from its headwaters at the Canadian Border in Northern New Hampshire to its terminus at Long Island Sound. The watershed encompasses an area of over 11,000 square miles and includes parts of four states - Connecticut, Massachusetts, New Hampshire and Vermont. The Connecticut River Watershed in Haddam drains 8,120 acres or 27.4% of the town’s land area. Water quality of the tributaries in this watershed is predominately class “A” except for Clark Creek, which is classified as “SB.” The Connecticut River is a major regional recreational outlet for a variety of activities. The river’s water quality has been classified as “SB.” In addition to Haddam regulations, the Connecticut River lies in the jurisdiction of the Connecticut Gateway Commission, which must also be considered in land use decisions.

### **Salmon River Watershed**

The Salmon River originates in Colchester and flows through the Haddam Neck section of Town, forming the eastern border with East Haddam. The watershed drains approximately 1,184 acres or 3.9% of Haddam’s land area. The water quality of the Salmon River is classified as “B” with an attainable goal of class “A” downstream to Salmon River Cove, which is classified as “B.” The Connecticut Department of Environmental Protection uses the water quality of this river as a reference for all other streams statewide within the Connecticut River Watershed. The Salmon River is a federal restoration site for the endangered Atlantic Salmon. One of the tributaries to the Salmon River is Pine Brook.

### **Mill Creek Watershed**

Mill Creek originates at the confluence of Pole Bridge Brook and Beaver Meadow Brook east of Route 9 and flows east to the Connecticut River just south of Haddam Meadows State Park. This watershed drains approximately 4,530 acres or 15.3% of Haddam’s land area. Mill Creek, along with its major tributaries, has a water quality classification of “A.”

### **Municipal Stormwater**

The *General Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems (MS4 General Permit)* is the product of a mandate by the U.S. Environmental Protection Agency (USEPA) as part of its Stormwater Phase II rules in 1999. This general permit requires each municipality to take steps to keep the stormwater entering its storm sewer systems clean before that stormwater enters water bodies. One important element of this permit is the requirement that towns implement public education programs to make residents aware that stormwater pollutants emanate from many of their everyday living activities, and to inform them of steps they can take to reduce pollutants in stormwater runoff.

The MS4 General Permit has been phased in since the 1990s, first with municipalities with populations over 100,000 and then for those under 100,000. Until now, Haddam has not been among the municipalities required to comply with these mandates. However, starting in July 2017, Haddam will be one of eight small municipalities added to the list, based on the 2010 U.S. Census. Implementing MS4 will be a significant task for Haddam, including much retrofitting of existing infrastructure, such as stormwater outfalls, where pollution is a problem. Installation of green infrastructure will be a priority for many years to come.

### **Aquifers**

While groundwater can be thought of as water lying below the surface of the ground, an aquifer is more specifically described as a geologic formation that allows for the withdrawal of useable amounts of water. Haddam is mainly comprised of two types of aquifers: bedrock-till formations and stratified drift formations. Bedrock-till aquifers, found throughout town, are comprised of diverse rock types (including till) and can yield as much as 10 gallons of water per minute. Stratified drift aquifers, in contrast, are comprised of layered deposits of surficial materials (sand, gravel, silt and clay) and are located primarily in river and streambeds. Stratified drift aquifers can yield millions of gallons per day wherever deep saturated deposits of porous materials are located. These high-yield conditions have the potential to be developed into municipal water supplies. While it is difficult to pinpoint the exact location of aquifers within the town, knowing where bedrock/till and stratified drift formations are located can provide an indication where specific types of aquifers may exist.

Major stratified drift deposits occur in Tylerville, Haddam Meadows, the northwest shore of Haddam Neck, and in the southwest region of Haddam Neck. These areas were sites of the first settlers and are also the location of present day commercial development and waste disposal areas. This poses a potential hazard of contamination to these possible sources of future drinking water. The inventory of these deposits is provided on the map titled *Surficial Materials Protecting Connecticut’s Groundwater: A Guide For Local Officials*, Connecticut Department of Environmental Protection. Haddam residents depend totally on wells for potable water sources, so conservation of water resources and preservation of land aiding in water resource conservation are of utmost importance. Water, particularly subsurface water, travels very easily

through stratified drift, but not very easily through glacial till. For purposes of identifying potential sources of ground water for public consumption, geologists look to areas that have large deposits of stratified drift. These potential aquifer areas are important natural resources to protect and have been the focus of aquifer protection regulations in recent years. Locations of the town's stratified drift deposits are illustrated on Map 6.

## Significant Habitat

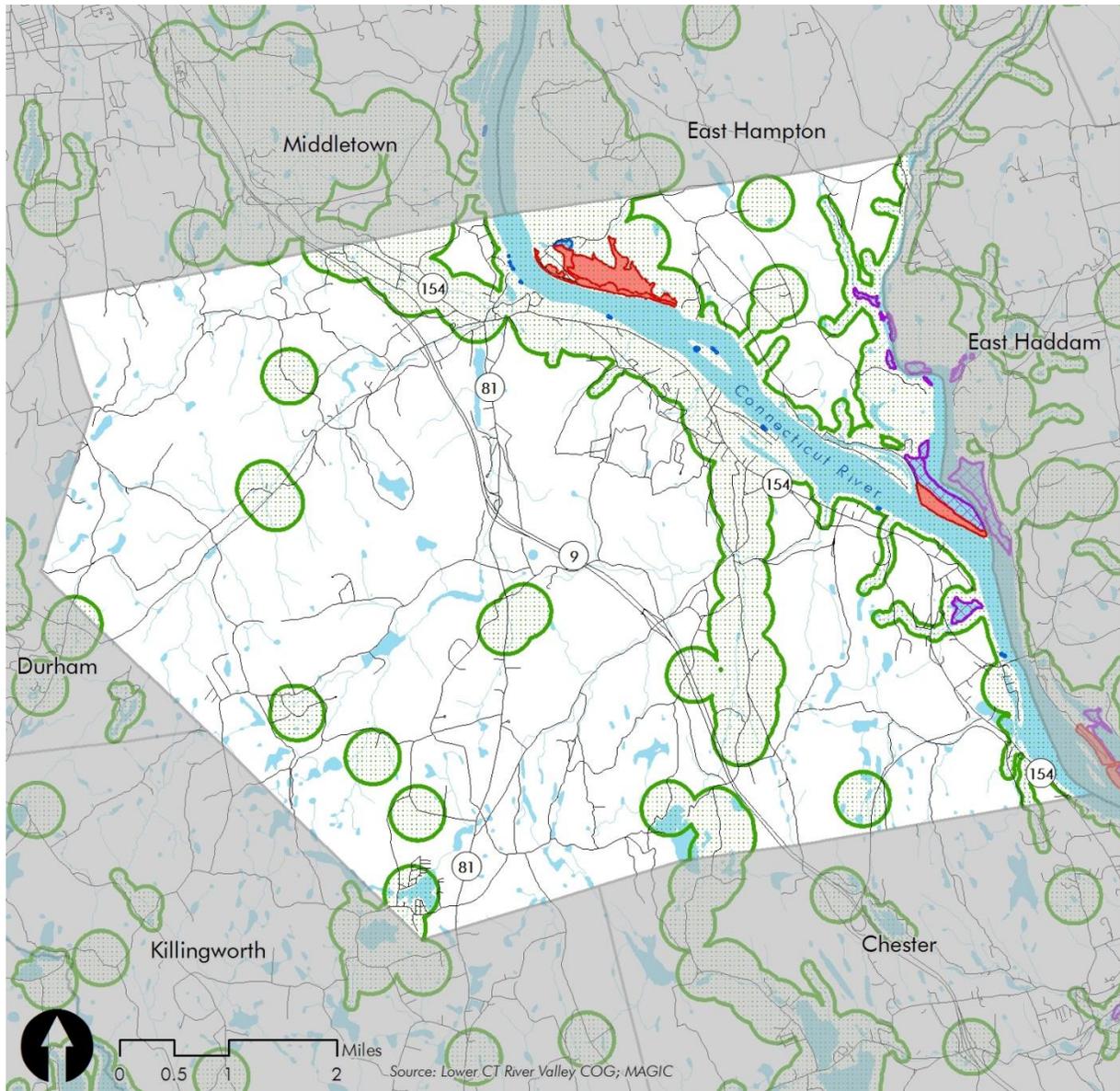
### Riparian Corridors

Riparian corridors, or riparian buffers, are undisturbed, naturally vegetated areas contiguous with and parallel to river and stream networks. The benefits of riparian buffers are well documented. In summary, riparian buffers protect water resources by improving water quality through the filtration of pollutants and sediments, stabilization of stream bank slopes and riverbeds, and improvement in abundance and diversity of wildlife habitat by providing travel corridors and improved aquatic habitat. Currently, the Town's Wetlands regulations require a 50 foot setback from all wetlands and watercourses plus an additional 50 foot upland review area. In essence, any development within 100 feet of a water course or wetlands requires a permit for disturbance. This area can serve a dual purpose of providing wildlife habitat. However, the recommended buffer width of riparian corridors varies depending on the purpose of the buffer. There is not one generic buffer width that will keep the water clean, stabilize the bank, protect fish and wildlife habitat, and satisfy human demands on the land. For buffer widths, the minimum acceptable width is the one that provides acceptable levels of all needed benefits at an acceptable cost. While wider buffers are not feasible everywhere in town, there are some areas, particularly in undeveloped portions of town, where Haddam may explore establishing buffers wider than 50 feet to support habitat.

### Significant Habitats

The combination of Haddam's rolling terrain, large tracts of deciduous and coniferous forests, wetlands, bedrock outcroppings, and abundant water features (including the Connecticut River) provides exceptional habitat for a variety of wildlife. The Nature Conservancy, a global non-profit organization dedicated to protecting biodiversity, has identified the Connecticut River, the Salmon River (including Salmon Cove), and Pine Brook as three of Haddam's natural resources important to the biological diversity of the Northeast United States. The Haddam landscape supports diverse wildlife species, including songbirds, birds of prey, game animals (e.g., deer, wild turkeys), furbearers, small mammals (e.g., raccoons, skunks, foxes), insects, butterflies, fish, reptiles, and amphibians. Many suburban and urban animals, such as squirrels, also thrive. Resident pest species include gypsy moths and Asian ladybugs. The DEEP Natural Diversity Database entries for Haddam include rare and endangered species such as the bald eagle.

The sites within the town identified by the Connecticut Natural Diversity Database are illustrated on the map titled *Significant Natural Habitat*. In addition to generalizing the exact location of these sites, the category in which the sites are located has also been removed. This is to further ensure the protection of these unique resources. Additional sites have been identified since the 2008 POCD. In particular, the latest data shows the Turkey Hill Brook corridor, which runs from the Connecticut River down into Chester, as an important habitat and pathway for wildlife.



**Significant Natural Habitat**

- Legend
- Roads
  - Surface Water
  - Natural Diversity Area
  - Critical Habitat
  - Estuarine
    - Intertidal Marsh
    - Palustrine Forested
    - Palustrine Non-Forested
  - Beachshore
  - Floodplain Forest

Haddam Plan of Conservation & Development



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**Map 11. Significant Natural Habitat**

**Table 17. Critical Habitats in Haddam**

<b>Estuarine</b>	
Intertidal Marsh	Regularly and irregularly flooded marshes influenced by water with varying salinity. Subtypes - Freshwater marsh has salinity less than 0.5 ppt (parts per thousand), and includes tidal woodlands. Brackish marsh has a salinity range of 0.5 to 18 ppt. Salt marsh has a salinity range greater than 18 ppt.
<b>Palustrine Forested</b>	
Floodplain Forest	Mesic forests and associated open, alluvial wetlands influenced by seasonal inundation, with flood deposited sandy or nutrient-rich silty soils. Subtypes high floodplain, low floodplain forest, alluvial swamp, undifferentiated, and other/unique are included in the Palustrine Forested category.
<b>Palustrine Non-Forested</b>	
Beachshore	Windswept and wave washed sandy beaches and their associated sand dunes.
Floodplain Forest	Open alluvial wetlands influenced by seasonal inundation, with flood deposited sandy or nutrient-rich silty soils.

*Source: Connecticut Environmental Conditions Online Complete Resource Guide: Connecticut Critical Habitats (March 2011)*

### **Forested Land**

Haddam is generally forested with deciduous mixed hardwoods. Oaks (red, white, black, scarlet, chestnut) populate the drier uplands, with other species such as hickories as more minor components. Moister sites support maples (red and sugar), ash, birches (black and yellow), beech, black cherry, and tulip poplar. Coniferous areas of hemlock and white pine also are found in Haddam. Non-timber species represented include hornbeam, hophornbeam, red cedar, and flowering dogwood. Mountain laurel is by far the dominant shrub in Haddam. Other common shrub layer species include witch hazel, spicebush, sweet pepperbush, various viburnums, and high bush blueberry. Herbaceous species vary. Several invasive species (primarily Japanese barberry, Oriental bittersweet, Japanese honeysuckle, Norway maple, garlic mustard, Japanese knotweed, and pasture rose) are quite common throughout town.

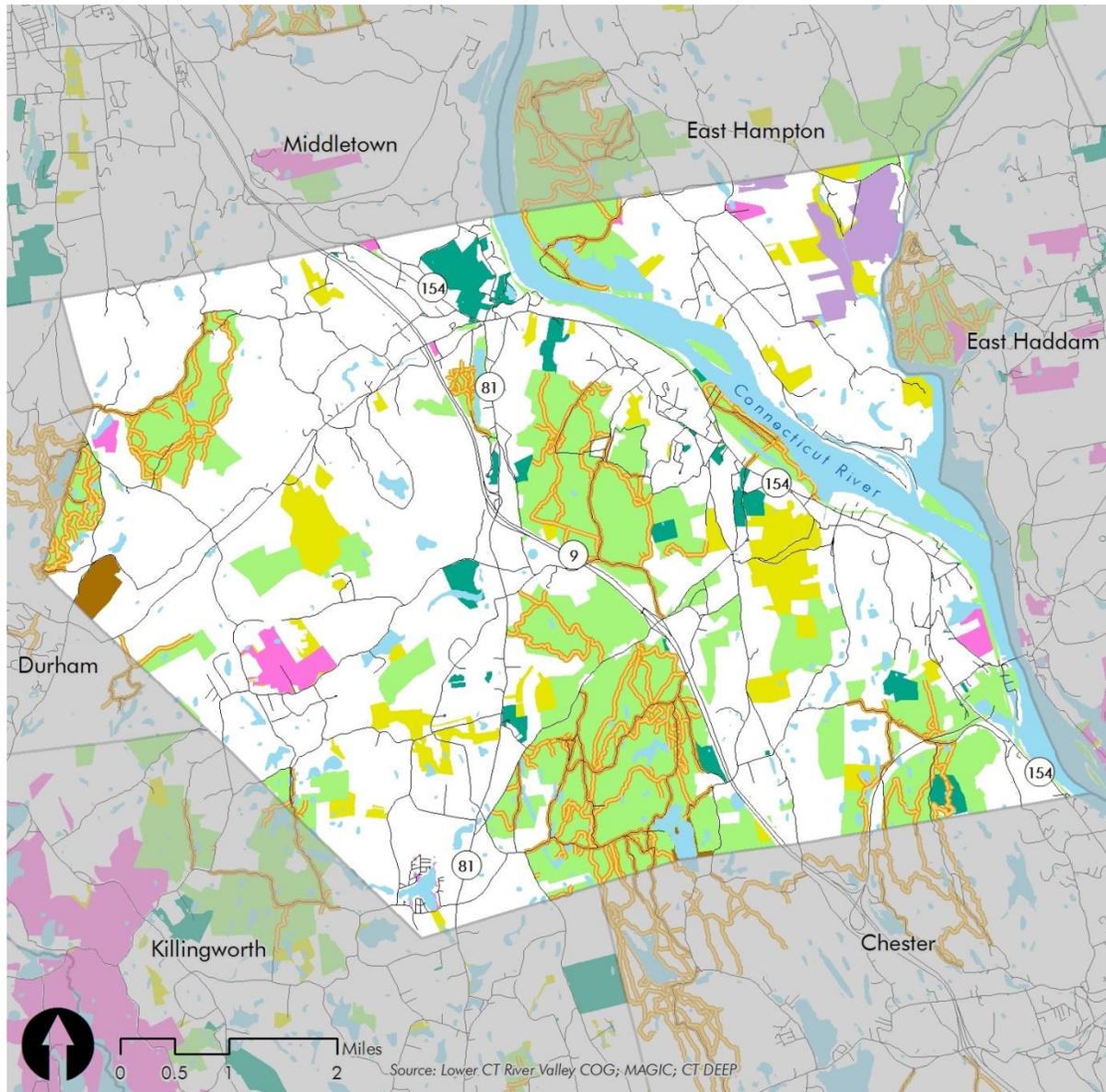
## Parks, Recreation and Open Space

Haddam’s parks, recreation, and open space are primarily state-owned and maintained properties. The land in this inventory is based on a broad definition of open space to include: state parks/forests; town parks and open space lands; land trust properties; cemeteries; major utility land holdings; and privately owned and protected open space lands. Maintaining these areas of open space can help to protect and improve water quality; support rural activities such as farming, animal pastures, forest products, hunting and fishing, and wildlife habitat management; provide areas for recreation; and positively contribute to the town’s quality of life and property values. Map 13 shows the location of recreation and protected open space within Haddam. Table 18 provides an overview of ownership of recreation and open space lands with acreage.

It is very important to note that all land included in the open space inventory is not necessarily permanently protected. While it is reasonable to expect that land owned and maintained by the State of Connecticut will remain open space well into the future, open spaces that do not have a deed restriction are not guaranteed to be protected in perpetuity.

Table 18. Ownership and Acreage of Recreation and Open Space Resources							
Ownership	Acres	Ownership	Acres	Ownership	Acres	Ownership	Acres
<b>Private/Land Trusts</b>		<b>State Lands</b>		<b>Cemeteries</b>		<b>Town Lands</b>	
Audubon Society	5.1	CT State Municipal Division	237.7	Beaver Meadow Cemetery	0.8	Athletic Fields	4.7
Gilkinson Land Trust	375.9	CTDEP	218.6	BSA Troop 44	26.9	Conservation Area	5.9
Haddam Land Trust Inc.	643.7	CTDOT	4.8	Burr District Cemetery	3.3	Green	0.2
Middlesex Land Trust Inc.	0.7	CT Fish and Game Dept.	416.3	Haddam Cemetery	3.2	Haddam Neck Fair Association	40.9
Red Wing Foundation	140.8	Haddam Meadows State Park	153.6	Haddam Neck Cemetery Assn Inc.	2.0	Nature Conservancy/Town	315.2
Village Park Association	10.1	Higganum Reservoir	94.3	Higganum Cemetery	4.3	Burr District Elementary	27.8
<b>Subtotal</b>	<b>1,176.4</b>	State Forests	5,229.2	Old Ponssett Cemetery	0.3	Junior/Senior High Schools (Reg. 17)	67.3
		State Parks	54.1	Rock Landing Cemetery	5.0	Elementary School	157.6
		<b>Subtotal</b>	<b>6,774.83</b>	Thirty Mile Island Cemetery	1.4	Other Open Space	45.4
<b>Federal Lands</b>				Turkey Hill Cemetery	0.2	<b>Subtotal</b>	<b>664.9</b>
US Fish & Wildlife Service	378.0			Tylerville Cemetery	2.4		
<b>Subtotal</b>	<b>378.0</b>			<b>Subtotal</b>	<b>49.8</b>		
						<b>Total Acres</b>	<b>9,043.9</b>

# Open Space & Recreation Resources



## Legend

- Roads
- Trails
- Surface Water
- Ownership
- Land Trust
- State
- Town
- Water Company
- Federal
- Private

## Haddam Plan of Conservation & Development

Date: 7/25/2017

For planning purposes only.



**Map 12. Open Space and Recreation Resources**

## Active Recreation

Active recreational facilities are defined as areas that accommodate organized sporting activities such as baseball, basketball, football, soccer, tennis, or school playgrounds. These facilities may also provide playscapes for younger children. Existing park and recreation facilities offer Haddam residents a variety of active recreational opportunities. In Haddam, active recreation areas total approximately 274 acres. The organized active recreation component of the parks system centers on school-associated recreational facilities and town-owned facilities (Table 19). Athletic fields and basketball courts not associated with Regional District 17 facilities are limited. In addition to the recreation facility owned and maintained by Regional District 17 and the Town, several State and privately owned facilities also exist within Haddam’s boundaries. Cockaponset Forest, Haddam Meadows State Park, George D. Seymour State Park, and Higganum Meadows State Parks provide streams, water bodies, woods roads, and trails used for walking, jogging, hiking, fishing, boating, kayaking, canoeing, hunting, and cross-country skiing.

The Connecticut River provides unique potential for canoeing/kayaking, boating, fishing, and other water-related activities along the river. Haddam Meadows and George D. Seymour State Parks provide public access to the Connecticut River.

**Table 19. Matrix of Active Recreational Facilities**

School	Parcel Acreage	Baseball Fields	Football/Soccer Fields	Softball Fields	Basketball Courts	Tennis Courts	Play Equipment	Tracks	Multi-Use Fields
Burr Elementary	26.9			X	X		X		
Haddam Elementary	157.9				X		X		X
Haddam-Killingworth Middle	75	X	X	X	X				X
Haddam-Killingworth High	66.9	X	X	X	X	X		X	X

## Open Space

In Haddam, open space areas, or areas for more passive recreation, total approximately 8,400 acres or 28% of the Town’s land area. The Town of Haddam owns little of this property. The State of Connecticut controls approximately 6,700 acres. Generally, passive recreation activities, such as hiking, wildlife observation, and picnicking, help the town meet its goal of preserving natural resource functions while still providing for low-impact recreation opportunities. Passive recreational facilities typically consist of minimal development or improvements to a site, sometimes including little more than park benches or picnic areas.

Some of the open space areas in town most extensively used for recreational are Cockaponset State Forest, Haddam Meadows, and Haddam Island State Park. Cockaponset State Forest is one of 32 state forests and is the state's second largest forest totaling nearly 16,000 acres across seven towns, with 5,585 of those acres located in Haddam. Cockaponset provides state residents opportunities for camping, bird watching, hiking, fishing, cross-country skiing, hunting, snowmobiling and mountain biking. The main tract of forest extends from the center of Haddam south into Chester.

Haddam Meadows is a 163-acre state park located along the western shore of the Connecticut River and is accessible from Route 154 just north of the historic village of Haddam. In Colonial times this area played an important role in the town's agricultural economy. The park features a public boat launch, grassy fields, and scenic views of the river. Haddam Meadows also serves as the site for many town activities and events, including little league games, Haddam Fall River Days, Connecticut River Raft Race, car shows, and small engine shows.

Visible from the northern section of Haddam Meadows is Haddam Island, also known as Thirty Mile Island. Haddam Island State Park, covering 22 acres, once hosted operations of two successful fishing companies and a dance hall. Recreational boaters favor the island's sandy beaches to camp, sunbathe, and picnic.

Haddam Land Trust protects over 600 acres in Haddam. The Margaret Bigelow Dunham Wildlife Preserve and the Ponsett Ridge Preserve are its largest land holdings, at 164 acres and 135 acres respectively.

### **Public Act 490**

In 1963, the Connecticut General Assembly passed "Public Act 490." This program allows qualifying parcels containing farms, forests, or open space to receive favorable local property taxation based on the land's current use and not on its market value (See Conn. Gen. Stat., §§12-107a to 12-107e, inclusive (1999)). Approval for the beneficial tax assessments follows different paths:

- Farm land designation is obtained by written application to the municipality's assessor;
- Forest land designation is obtained by written application to the State Forester;
- Open space land is designated by the planning commission as part of preparing a POCD.

In all cases, the taxable value of such land decreases, thereby decreasing the property tax burden. A similar provision grants tax abatement to tax-exempt organizations that preserve open space land in perpetuity for educational, scientific, aesthetic, or other equivalent passive uses.

This program does not guarantee that this land will remain as open space as the owner maintains the right to sell the property, albeit with a conveyance tax requirement. It does, however, provide incentive to preserve the farm and forestlands of the State. P.A. 490 lands are inventoried separately from other open space because they could be sold at any time and generally do not provide public access. These lands do, however, contribute significantly to the overall open space network by protecting natural resources and contributing to the Town's overall community character.

# **Appendix B**

## Public Participation Summary



# Haddam POCD Open House & Workshop

## December 1, 2016

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### Public Input Details: Mapping Exercise – Preserve, Strengthen, Transform

#### Table 1

##### Preserve

- Historic character of Tylerville
- CT River shoreline: Protect as much as possible (x3)
- Preserve public access to Valley Railroad State Park (and its Right of Way) (x4)
- Jail House (x2)
- Keep CT Yankee property undeveloped
- Haddam Neck – especially CT Yankee property
- Large, unfragmented forest areas, including Cockaponset State Forest (x3)
- Preserve wetland area due west of the intersection of Rte 9 and Rte 81.
- Protect the east side of the Sawmill Brook watershed – the source of water for Higganum Center.
- Higganum Cove
- Rural character with small village centers
- Rural residential
- Open space/green space (x2)
- Good school system
- Preserve house sale minimum value and property size
- Historic sites, including Bridge Road houses (x2)
- Haddam Meadows
- State buildings in the center of town
- Commercial uses in village centers

##### Strengthen

- Village Districts: Function, Identity, “Promotion,” Historic Character
- Access to natural beauty, river, parks, bridge, etc. via sidewalks connected to local bed and breakfasts, restaurants, etc.
- Pedestrian access in Tylerville – a plan is needed
- Zoning enforcement
- Housing diversity and housing options for empty nesters
- “Targeted” residential development – Identify and zone accordingly
- Cultural attractions for people to come to Haddam

- Develop aggressive policies to retain and attract seniors to stay in and move to Haddam. Create amenities for active seniors (tennis courts, biking and walking trails, sidewalks). Resorts. 55+ facilities. Assisted living.
- Affordable senior housing.
- Small business opportunities in commercial areas
- Strengthen Higganum and Tylerville – not economically viable
- Higganum Center (specifically pedestrian access) (x5)
- Availability of railroad land for rail-trail
- Strengthen train tracks
- Higganum Reservoir State Park
- Higganum Cove
- CT River Area
- Haddam Meadows
- Reuse of historic buildings in Higganum and Tylerville
- Civic center
- Haddam/East Haddam relationship (symbiosis)
- Swing Bridge

### Transform

- Tylerville. No “there” there. Needs a sense of place. Update the streetscape, zoning controls, signage, buildings, sidewalks, etc. Develop a “village of beauty.” (x4)
- State park (Eagle Landing) and its parking lot
- Wayfinding and Signage
- Rte 81 Commercial Zone (near Burr Road)
- Transform CT Yankee site into mixed-use residential
- Transform CT Yankee site into a low-impact, taxable, invisible use, such as [???]. Could use as a solar farm. Mindset that the only way to lower taxes is through commercial development.
- Transform Jail into retail, commercial
- Rules related to septic issues in Higganum
- Make a physical connection between Higganum Reservoir State Park and Higganum Cove
- Transform the north and west sections of Higganum Center – particularly the Rossi property
- Higganum Center – make more attractive for businesses and affordable housing (like apartments). Add sidewalks. (x2)
- Turn Valley Railroad State Park into a world class hike-bike trail
- Decrease traffic speeds in commercial areas
- Fit the reservoir to generate electricity
- CT riverfront access (x2)
- Change Haddam Elementary School to Senior Housing
- Transform Brookes property

## Flip Chart Notes

### *Transforming Higganum Reservoir*

- Turn the reservoir into a Town park
- Use for swimming and kayaking
- Open to residents only
- Challenges/Barriers
  - Currently state-owned
  - Potential dam maintenance
  - Cost of stewardship

### *Transforming the State Garage (Scovill Hoe)*

- Attract mixed use (restaurants and shops)
- Venue for meetings
- Yoga
- Art studio/live-work space
- Theater/music venue
- Challenges/Barriers
  - Environmental
  - Hazardous materials
  - Infrastructure
  - Demonstrated need – market analysis
  - Need zoning incentives
  - Costs

### *Improving Connectivity*

- Sidewalks
- Boat launch
- Bikepath
- Trails
- Challenges/Barriers
  - Land ownership
  - Maintenance/stewardship
  - Safety/speed control
  - Costs

### *Transforming Connecticut Yankee*

- Adaptive reuse
- Productive/usable
- Protected open space
- Challenges/Barriers
  - Access

- Hazardous materials
- Costs
- Need for public/private partnership

### ***Transforming Haddam Jail***

- Feasibility study ongoing
- Challenges/Barriers
  - Clean-up/contamination

### ***Transforming Higganum/Tylerville***

- Traditional village “feel”
- Challenges/Barriers
  - Infrastructure
  - Land ownership
  - Costs

### ***Transforming Rails/Trails***

- Challenges/Barriers
  - Eminent Domain/Land ownership
  - Reversion/Conversion (rail bed)
  - Cost to repair bridges
  - Other costs

### ***Transforming Infrastructure***

- Developing public water and sewer
- Challenges/Barriers
  - Costs

### ***Transforming the Gravel/Sand Pit***

- Residential development (affordable housing)
- Diversity of housing stock
- Challenges/Barriers
  - Neighborhood support for anything non-residential
  - Follow through on closure by owner

## **Table 2**

### **Preserve**

- Eagle Landing State Park
- Historic buildings (including Shailor Banning House)
- Bring back operations at CT Yankee – No-carbon energy and more tax dollars
- All of the “town greens” in Haddam, including in Higganum and Haddam Center (x2)
- Prioritize the CT River
- Haddam Meadows (keep it clean!) (x4)

- Traffic control along Rte 154 – people treat it like a highway
- Higganum Reservoir access
- Maintain the educational corridor on Rte 81 (all Town schools are located on that road)
- Keep Haddam-Killingworth High School in Haddam
- Maintain farms in town (particularly in Little City)
- Higganum Cove – the “focus” of Higganum
- Keep villages – visual and status

### Strengthen

- Strengthen the maintenance and promotion of Haddam’s hiking trails
- Strengthen Higganum Center by improving walkability, marketing commercial vacancies, and having a cohesive appearance of buildings and signs (x4)
- Strengthen the old state garage in Higganum. Consider turning it into a shared work and storage space for contractors.
- Accessibility to Higganum Cove – make it more user friendly
- Brainerd Library
- Maintenance of and traffic calming on roads
- Make a public water supply connection for Tylerville for adequate water supply and fire protection
- Redevelop Tylerville as a “commercial” center while maintaining as many historic buildings as possible
- Eagle Landing State Park
- Haddam Meadows – clean up garbage and invasive species (x2)

### Transform

- Make a walkable connection between Tylerville and East Haddam
- Eagle Landing State Park
- More housing for the elderly and young couples/families, with smaller yards and within walking distance of the villages (x2)
- Traffic calming along Rte 154 and Rte 81
- Develop an alternative energy generator on the CT Yankee site
- Create a more walkable and aesthetically pleasing Higganum Center, including a pedestrian connection from the Higganum Reservoir, through the village, and on to Higganum Cove. This could include both sidewalks and trails. (x5)
- Open up CT River access behind the landfill
- Install public sewers

### Flip Chart Notes

#### *Top Ideas*

- More affordable housing

- Create a vibrant downtown in Higganum, connected to a corridor running from the Reservoir to the River
- Create more opportunities for community residents to come together – build community pride by supporting local businesses and events

### *Transforming the Greater Higganum Corridor*

- Need public sewers
  - Doesn't have to be a big, elaborate system
  - A sewer will help attract new buildings and uses that will improve the village's character
  - But sewers are expensive – will they really make a return on investment?
- Need an area in town where people can walk to services – Higganum is the most likely place
- Need to identify and define the corridor – from the Higganum Reservoir to Higganum Village to Higganum Cove to the CT River.
- It's possible to gain a line of site from the gazebo at the Higganum Green straight down to the river (and in general, the town can do a better job of improving vistas.
- Improve walkability
  - Need for more sidewalks and crosswalks
  - Make sidewalk and/or path connections all along the corridor, including along the new bridge
- Need to better market the commercial opportunities in Higganum (and Tylerville)
- Need more housing in Higganum, which will attract and support more businesses

### *Transforming Tylerville*

- Preserve remaining historic buildings and adaptively reuse them
- Need public water at a minimum, and possibly public sewer
- Need village regulations (like Higganum)
- Need a third lane on Bridge Street from 154 to the bridge, to accommodate left turns in and out of commercial businesses
- Need better ways to make left turns throughout Tylerville
- Encourage commercial property owners to connect their parking lots
- Also need to generally redesign traffic in and getting to Tylerville, particularly from Exit 7 (Rte 9)
- Better advertise Tylerville businesses and attractions at highway exits
- Need sidewalks and other streetscape improvements (trees, lights, etc.)
- Perhaps make Tylerville a more commercial (as opposed to residential) center for Haddam

### *Transforming Connecticut River Access*

- Landfill currently blocks river access. How can this be overcome?
- Eagle Landing needs to be better utilized for public access
- Better signage and wayfinding is needed for existing public access points
- Better marketing and promotion is needed of existing trails

### *Transforming Hidden Lake*

- The area near Hidden lake could serve as a new village center
- The commercial area on Rte 81 at Burr Road could expand
- Additional housing might be appropriate between the lake and the commercial area

### *Other Ideas*

- Traffic calming is needed on all major country roads
- Shailerville should not be considered a village

## **Table 3**

### **Preserve**

- Eagle Landing State Park
- East Haddam Bridge
- CT River (viewscape) (x4)
- Connecticut Yankee site
- Railroad/railroad trails (x2)
- Haddam Meadows
- Haddam Neck (x4)
- Open space
- Cockaponset State Park
- Farms
- Historic Buildings (particularly in Higganum, commercial buildings like the Pub)
- Swan Hill
- Library
- Haddam Center

### **Strengthen**

- Tylerville (x2)
- Merchant House/Lodging
- Tourism/Economic Development with East Haddam
- Historic preservation of buildings along Bridge Street from the Dunkin' Donuts to the Bridge.
- Haddam Jail
- Higganum Center (streetscape improvements) (x4)
- Scovill Hoe Buildings (x2)
- Higganum Reservoir
- River access
- More lodging
- Better restaurants
- More rental housing

## Transform

- Tylerville Center (x2)
- Improve Tylerville's water quality and pedestrian access, and create village zoning for the area
- Make a walkable connection between Tylerville and East Haddam (x2)
- Higganum Center (x2)
- Higganum Cove (x2)
- Higganum Hydropower (x2)
- Connect Higganum to surrounding brooks by building trails along them
- More paths and sidewalks through Higganum and to surrounding resources
- Public water and septic for Higganum village
- Redevelop the Rossi property in Higganum
- Better waste water treatment in Higganum
- Housing: More affordable, more rentals, more smaller units
- Railroad tracks from Haddam to Middletown need bicycle and hiking trails
- Move the Town Garage and Transfer Station elsewhere
- Improve walkability to schools
- Improve access to streams for fishing
- Need a golf course/club
- Need more/better marina facilities

## Flip Chart

### Tylerville

- Restaurants
- More rental opportunities
- Lodging
- Do more with rail station
- Connection with East Haddam – walkability, sidewalks
- Challenges
  - Drinking water
  - Losing historic structures
  - Zoning needs to change

### Housing

- Haddam needs more rentals and affordable housing opportunities (Affordable vs affordable)
- Focus on the villages of Tylerville and Higganum
- Smaller units for those who want to downsize and stay in town
- Have access to amenities without a car

### Higganum

- Providing sewer or package wastewater treatment for new development/redevelopment is key
- Needs to be more walkable

- Rossi and Scovil#4 are the biggest challenges (environmental clean up) and biggest opportunities; would benefit the whole village. At Rossi property a black box system (wastewater) was proposed.
- Move town garage (for black box system?) – possibly behind firehouse in Higganum?
- Opportunity for hydropower
- Open connections to brooks, Higganum Cove and reservoir.
- Make it look nice
- Design to attract demographics of Haddam residents, not necessarily higher end housing
- Would like to attract younger and/or more active people
  - Restaurants, cafes
  - Places to socialize
  - Connections to trails to be more active

### *Railroad*

- Provides connection to river
- Can be multi-use for both the Essex Steam Trail and walking/biking trails (parallel trails)
- Need to have access on a regular basis
- Barrier – ownership
- Preserve views across river to Haddam Neck

### *Haddam's Identity*

- Needs an identity
- There is a great connection to “water”
  - Connecticut River
  - Brooks
  - Higganum Cove
  - Reservoir
  - Drinking water
- Natural resources are not necessarily connected and should be

## **Table 4**

### **Preserve**

#### *Top Ideas*

- Preserve historic character
- Services that people can use (pharmacy, grocery store)
- Fix up and reuse the Scovill Hoe buildings (like Velvet Mill in Stonington)
- CT Yankee land needs to be preserved

#### *Other Ideas*

- Property along the CT River
- CT River – Meaningful development and public access (x5)

- Maintain existing open space and add more (x2)
- Preserve all buildings identified as historically, architecturally, and culturally significant (x4)
- Preservation of the CT Yankee site is of the utmost importance
- Haddam Jail (x3)
- Scenic Roads
- Brainerd Library
- Open fields and grassy areas (i.e. more mowing, open fields) (x5)
- Historic village character
- Strong wetlands preservation
- Valley Railroad right of way
- Haddam Meadows (x3)
- Higganum Cove (x6)
- Haddam Elementary School (x3)

## Strengthen

### Top Ideas

- Outdoor recreation – hiking, biking, kayaking, boating
- Higganum Center needs to be improved
  - More dining options
  - Sidewalks leading to elementary school and downtown Higganum
  - Improved landscaping and appropriate plantings

### Other Ideas

- Retail environment in Tylerville and Higganum
- Tylerville – improved infrastructure and bridge access to East Haddam (x4)
- Riverfront and park use and access (x2)
- Tourism and relationship to area attractions
- Noise ordinance
- Traffic control
- Pedestrian access/Sidewalks – ability to traverse area safely, including to East Haddam
- Sports fields and outdoor recreation activities for all
- Brainerd Library
- Higganum Cove – build a kayak/canoe put-in
- Strengthen policies, programs, and ordinances to protect open space, historic assets, and scenic assets
- Railroad access, with walking trails
- Water infrastructure improvements
- Public restrooms in public spaces/parks (like Eagle Landing)
- Update the Community Center
- Regulations on signage, including short term/pop-up signage and entryways into Town
- Haddam Jail

- Regulations for unoccupied properties
- Programming/stewardship of parks, and more amenities
- Public sewer and water for Higganum (x2)
- Higganum Center – Economic Development Committee needs a plan (x4)

## Transform

### *Top Ideas*

- Transform Tylerville
  - Preserve historic structures
  - Improve signage
  - Improve walkability/sidewalks
  - Coherent architecture
  - Fewer gas stations/Dunkin' Donuts
- Preserve old houses and historic buildings

### *Other Ideas*

- Develop better infrastructure for Higganum and Tylerville
- Develop better walkability and connectivity (for pedestrians, bikers, boaters, etc.) to all of Haddam's assets, especially in and around Higganum Center.
- Create a master plan to transform commercial area of Tylerville, including issues related to historic preservation, walkability, traffic management, the riverfront, the Bridge, and East Haddam (x5)
- Create an industrial/business park
- Haddam Jail
- Preserve and adaptively reuse the Scovill Hoe buildings (x6)
- Rails to trails on the northern end of the existing railroad line (x3)
- Transform Higganum Village into a village, with better infrastructure, redevelopment of the Rossi property, etc. (x4)
- Have State of CT give Haddam the Higganum Reservoir – the Town can turn it into a residents-only park with swimming, kayaking, etc.
- Update the Community Center
- Transform blighted properties
- Sand pit
- Connecticut Yankee

## Flip Chart Notes

### *Transforming Tylerville*

- Market
- Historic sites
- Clean water
- No regional draw

- Traffic speeds
- Boundaries
- Pedestrian/sidewalks
- Ties to East Haddam
- Sewer
- No comprehensive plan
- Cell phone
- Signage (advertising)
- Mixed uses
- Infrastructure
- Village plan
- Zoning
- More residential?
- Fewer gas stations, no more Dunkin' Donuts
- Preserve historic structures
- Cohesive architecture
- Property/Saybrook and Haddam

### *Transforming Higganum*

- Redevelop the Rossi property
- Rules on package septic
- Make a connection between the Higganum Reservoir to Higganum Cove via Higganum
- Hydropower at the Higganum Reservoir

### *Transforming the Valley Railroad*

- 10 mile biking trail
- State investment required
- Abutters
- Alternative: Trolley instead of tracks

### *Transforming Connecticut Yankee*

- Residential/Mixed-Use Space
- Solar farm

### *Transforming the Connecticut Riverfront*

- Location of public/town roads
- Acquire CT DOT property – develop or bypass
- Improve physical access
  - But access for what?
  - Plan for what's appropriate
  - Access isn't "organized"
- Ownership

### *Others*

- Transform Haddam Jail into commercial space
- Sand pit (WFS)
- State parking lot (at Eagle Landing?) – control
- Nothing to capitalize on (bass fishing)

# Points of Discussion: Haddam POCD Draft

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This document includes the draft Goals and Strategies that received mixed reviews at the open house on June 8, and should be given particular attention by the POCD committee. It also includes ideas shared by people on June 8 that have policy implications to discuss.

## The Places of Haddam

### Higganum

#### *Goals*

3. Improve mobility within Higganum and its connections to nearby destinations.

Green: 7      Yellow: 3      Red: 0

Yellow Comments:

- Concern that this goal would mean bringing back train. Train will not meet this goal. Just looking for clarity on this topic.

### Tylerville

#### *Strategies*

4. Encourage new commercial and higher density residential development to occur in Tylerville in order to reinforce this area as a significant town center.

Green: 6      Yellow: 5      Red: 1

Yellow Comments:

- Caution should be used when considering high density residential housing. What would be considered (condos, apartments, ¼ acre zoning)?

#### *Ideas for Discussion*

- Concentration of Village Style Development
  - Development of Tylerville should be focused in an area less than 1,000 feet. To build off of East Haddam village a “mirroring” community should be developed as close to the bridge as possible to be walkable. The intersection of Bridge and 154 might remain auto-centric.
  - Chester Village is 800 feet long. Essex Village is 1,200 feet long. Bridge Street is 4,000 feet long. There is no way you can create an active village spanning that distance. Think nodes.
  - What part of Tylerville is development to be directed toward?
- Can Haddam support two commercial village centers?

- A town as small as Haddam cannot support two villages. The only hope is that Higganum and Tylerville are developed to support two different needs/uses. Have two different characteristics. (x2)
- Do we want the center of Haddam to be Higganum or Tylerville? Can we do both? (x2)
- Is developing two villages in a town the size of Haddam viable? How are Higganum and Tylerville to be differentiated?

## Haddam Center

### *Strategies*

1. Encourage a limited amount of new commercial and residential development to occur in Haddam Center in order to reinforce this village as the center of civic activity in Haddam.

Green: 0      Yellow: 1      Red: 6

Yellow Comments:

- Okay limited commercial, but NO new residential

2. Encourage new buildings and redevelopment of existing buildings to respect the historic architecture, landscapes, and viewsheds of Haddam Center.

Green: 2      Yellow: 6      Red: 0

Yellow Comments:

- No new buildings, but do redevelop existing buildings

### *Ideas for Discussion*

- Add to the map of this area: Haddam Green, Meeting House Green, and Field Park
- Have an illuminatron show

## Haddam Neck

### *Ideas for Discussion*

- Make sure Yankee nuclear property is properly zoned.
- Reevaluate cluster subdivision regulations for Haddam Neck – Design.
- Senior services for those that live in Haddam Neck?
- Develop CT Yankee property riverside
- Develop CT Yankee property and remove all nuclear waste
- Find ways to improve the fairgrounds

## Smaller Commercial Areas

### *Strategies*

1. Encourage property owners to maximize commercial development in these areas within the current bounds of zoning, and infrastructure and environmental constraints. These commercial zones should not be expanded.

Green: 5      Yellow: 3      Red: 3

Red Comments:

- These are areas that should be discouraged – more uses to town center.

2. Encourage more mixed-use development in these areas, such as apartments over ground floor retail.

Green: 5      Yellow: 1      Red: 1

Red Comments:

- That would increase school population without adding taxes to pay for them.

3. Wherever possible, make it easier for people to access these areas on foot or by bicycle from their homes and from neighboring public open spaces.

Green: 5      Yellow: 0      Red: 2

Red Comments:

These are areas that should be discouraged – more uses to town center.

4. As these areas develop or redevelop, encourage buildings that front the street with the majority of parking located to the rear and/or side.

Green: 10      Yellow: 0      Red: 1

Red Comments:

These are areas that should be discouraged – more uses to town center.

### *Ideas for Discussion*

- Designated industrial park

## Rural Residential

### *Goals*

2. Ensure that new development and subdivisions follow development standards that preserve the most sensitive lands on the site, connect them with other neighboring sensitive lands, minimize conflicts with any neighboring agricultural uses, and respect the natural contours and viewsheds of the town.

Green: 4      Yellow: 2      Red: 2

Red Comments:

- We have enough subdivisions. Save it, don't pave it. (x2)

- There is enough open space so that development of new ones is unnecessary.
- Utilize existing developments that are currently empty.
- We don't need more subdivisions.

Yellow Comments:

- There is enough open space so that development of new ones is unnecessary.

### *Strategies*

2. Design and situate development fronting on local and state roads so that a natural buffer area between the development and the roadway can be provided and maintained.

Green: 4      Yellow: 0      Red: 3

6. Plan and designate areas for industrial uses. These areas should be convenient to the highway and designed to maintain compatibility between industrial and neighboring residential uses.

Green: 7      Yellow: 1      Red: 7

Red Comments:

- Industrial uses for land should not be listed on a residential heading. Industrial areas should not be considered in residential areas.
- Industrial development is not a topic that should be listed within rural residential areas. This suggests that upcoming industrial development will be located in these areas exclusively.
- Haddam does not need industrial areas. We are a bedroom community. We will never attract important, consequential industrial outfits – they are in China. All we would be doing is destroying our town's character for negligible tax gains, if any.
- Industrial discussion/designation should not be included on the residential area board. It should be independent.
- Rural should not include industrial. If the town wants more industrial it should find a location and zone it.

### *Ideas for Discussion*

- Preserve conservation subdivisions.
- There is little desire for expanded sidewalks. An ordinance is needed to regulate privately owned sidewalks in Haddam (154) area.

## Connections

### Where We Live (Housing)

#### *Goals*

2. This infusion of new housing will help revitalize our village centers, contribute to the long term sustainability of Haddam’s economy, and decrease the pressure to develop new homes on undeveloped land or farms.

Green: 2      Yellow: 2      Red: 0

#### *Strategies*

4. Consider a variety of housing design and subdivision options that will enhance the character of the Town.

Green: 1      Yellow: 2      Red: 0

5. Encourage a variety of housing types, both ownership and rental, that can meet the market demand for alternatives to large-lot, single-family homes and focus these in our village centers.

Green: 1      Yellow: 2      Red: 0

8. Encourage the use of various federal and state housing programs.

Green: 2      Yellow: 2      Red: 0

## Energy

#### *Strategies*

5. Explore the possibilities for hydropower in Haddam.

Green: 0      Yellow: 0      Red: 1

6. Explore opportunities to extend natural gas service into Haddam.

Green: 0      Yellow: 0      Red: 3

7. Explore a lighting ordinance that requires energy efficient and “dark sky” friendly lighting, where lighting is pointed downward towards the ground rather than up into the sky, particularly for street lights and commercial signage.

Green: 1      Yellow: 0      Red: 0

Comments:

- Town can have a dark-sky plan, but don’t impose this on individuals by ordinance.

## Community Support

### *Goal*

Provide a high level of public and governmental services in a coordinated, efficient, and cost-effective manner.

Green: 0      Yellow: 2      Red: 0

### *Strategies*

5. Evaluate the changing needs of Haddam's population and the impact of these changes on the provision of general governmental services.

Green: 0      Yellow: 2      Red: 0

6. Assess options to expand and improve the library facility and programs.

- *Renovate and upgrade the Library interior to allow more efficient use of the space.*
- *Grow community partnerships.*
- *Re-allocate the Library lot for increased use of outdoor space and improved access to lower level.*
- *Participate in initiatives for local transportation alternatives to make the Library a more reachable destination.*

Green: 0      Yellow: 2      Red: 0

7. Continue to seek to improve and/or expand the educational opportunities for town students.

Green: 0      Yellow: 2      Red: 0

## Governance

### *Goal*

Develop a process for POCD implementation that ensures the POCD is referred to in all town decision making and that lead implementers are held accountable for furthering the action they are responsible for.

Green: 0      Yellow: 0      Red: 1

Comments:

- All boards and commissions should consider the POCD in the actions they take. However, POCD should not direct town officials. Town officials should not be accountable to the POCD.

### *Strategies*

1. Encourage the Board of Selectmen to develop protocols for all government-related lead implementers to review the Action Agenda annually and report on the status of action items assigned.

Green: 0      Yellow: 0      Red: 1

Comments:

- This already happens as part of the budget process.

2. Encourage town boards and commissions to evaluate and report how each decision or determination aligns with the POCD.

*This one did not make it on the board.*

3. Explore non-cash incentives for encouraging non-governmental lead implementers (if any) to review the Action Agenda annually and report on the status of action items assigned.

Green: 0      Yellow: 0      Red: 1

4. Discuss with the Board of Selectman potential mechanisms for coordinating implementation, such as imbuing the Town's Planning staff and the Planning and Zoning Commission with the authority to coordinate the collection of these status reports, and compile them into a publicly accessible document each year.

Green: 0      Yellow: 0      Red: 1

Comments:

- We already have a document of department reports – it is called Annual Report.
- Board of Selectmen does not direct Planning & Zoning.

# **Appendix C**

## Affordable Housing Plan



# **HADDAM INCENTIVE HOUSING ZONE STUDY REPORT**

May 2015

*Prepared for:*

Haddam Planning and Zoning Commission

*Prepared by:*



## Introduction

The Haddam Planning and Zoning Commission obtained a Technical Assistance grant from the Connecticut Department of Housing to study the feasibility of establishing Incentive Housing Zone(s) (IHZ) in Haddam. The Commission engaged Milone & MacBroom, Inc. to assist in technical analysis of the need for affordable housing in the community, identifying potential locations for incentive housing zones, and exploring the potential for those locations to accommodate incentive housing developments. This report summarizes the feasibility analysis process and results.

## Report Summary

The State established the Housing for Economic Growth program in 2007 to encourage municipalities to make progress towards the State's goal of at least 10% of housing units in each community being designated affordable through proper planning and zoning. Affordable, according to the Statute, means generally affordable to 80% of median income. An examination of Haddam's current housing stock revealed that less than 1.5% of units are designated affordable. Furthermore, less than 10% of the Town's housing stock is renter-occupied, indicating a lack in diversity of housing type. This lack in diversity and price points has important negative implications for Haddam's ability to meet the housing needs of families who want to locate in town, but cannot afford to. Also, as Haddam's population continues to age, more households seeking to downsize will be forced to leave town due to a dearth of appropriate housing stock.

While the need for affordable units is strong in Haddam, this study shows that the densities required to meet the standards of an IHZ, per the Housing for Economic Growth program, are very difficult to achieve in Haddam due to a lack of public water and sewer, and limited suitable siting options. Therefore, the Commission decided to pursue other means of adding diversity to the Town's housing stock. This study offers several examples of such housing and the Planning & Zoning Commission is continuing to work on a floating or overlay zoning regulation to enable such housing where it is suitable, around village centers and major transportation corridors, without affecting landowners' ability to develop their properties as currently zoned.

## Affordable Housing

The 2013 Housing Data Profile for Haddam prepared by the Partnership for Strong Communities is on the following pages. The profile provides a detailed look at Haddam's current housing stock: by type, tenure household and other characteristics. Following is a summary of the key points (with data supplementation as noted).

### *Why Affordable Housing in Haddam?*

1.26% of Haddam's housing stock meets the statutory definition of affordable (2013 numbers). The town ranks 117<sup>th</sup> out of 138 municipalities not exempt from *Connecticut General Statutes* §8-30g. The statute established the affordable housing land use appeals decision law that enables developers to challenge denials of proposed affordable housing development in municipalities with less than 10% affordable housing in their communities in Superior Court, and place the onus on the municipality to prove the negative impacts on the health, safety and welfare of the community that the development would pose.

90.7% of Haddam's housing stock is owner-occupied. The 2014 median sales price for a home in Haddam is \$277,000 (Warren Group). This means that more than half of all housing sales in 2014 were

out of reach for those earning less than \$64,000 per year-assuming 20% down-payments and conventional loans. Moreover, the ability to save \$55,000 to make a 20% down-payment on a median sales price home can be difficult for those earning less than \$64,000 per year.

While there are few rental units available (approximately 300), they tend to be relatively affordable. The median gross rent for Haddam's approximate 300 rental units was \$905. The median selected monthly owner cost for housing units with a mortgage was \$2,315. By contrast, the median gross rent for Middlesex County was \$1,005, and the median selected monthly owner cost for mortgaged units was \$2,132. Very few rental units appear to carry the burden of providing readily affordable housing in Haddam.

### *Affordable Housing for Whom?*

Younger professionals seeking to live in Haddam have limited rental choices, if they are not ready to purchase a home due to student loan burden, insufficient savings for down payments and/or not desirous of homeownership and the lifestyle it entails.

Haddam also has an aging population (median age is 42.1 compared to 40.0 for the State and 43.0 for Middlesex County – ACS 2008-12). 55% of occupied housing units in Haddam have been occupied by the same householder for at least 15 years. Older householders on fixed incomes may be preparing to downsize but have limited options to downsize within Haddam.

### *What Does Affordable Mean in Haddam?*

According to the parameters of the IHZ program, affordability is based on an adjusted median income that ranges from \$44,750 for a single person to \$63,900 for a family of four. Assuming 20% down, \$900 to \$1,000 annual insurance and a 30-year fixed mortgage at 4% interest, these incomes translate to affordable house prices of \$187,000 for a single person to \$270,000 for a family of four. For Haddam renters, monthly rents ranging from \$1,200 to \$1,600 for one-to-four person households are affordable under the parameters of the IHZ law

# Housing Data Profile

## Haddam

2013

### Population & Households

**About Haddam**

8,267 people live in 3,221 households.  
 Median age is 43.5. CT median age is 39.8.  
 Average household size is 2.55 people.

88% of residents live in families.  
 Average family size is 3 people.

22% of householders live alone.

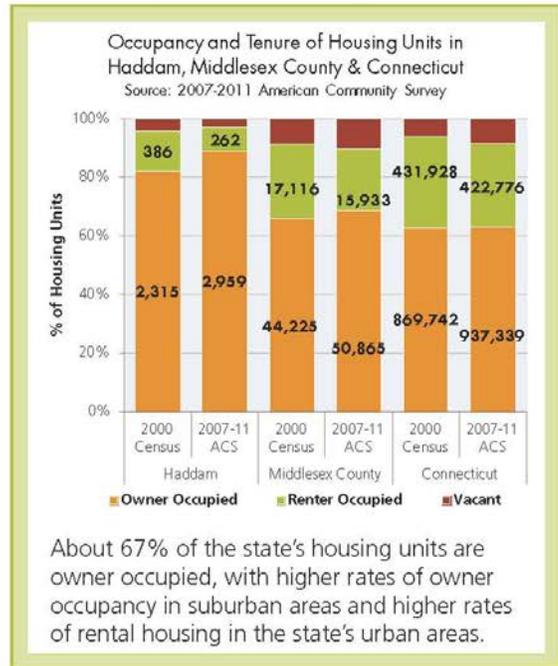
38% of households had someone under 18 in 2011, compared to 37% in 2000.

22% of households had someone over 65 in 2011, compared to 19% in 2000.

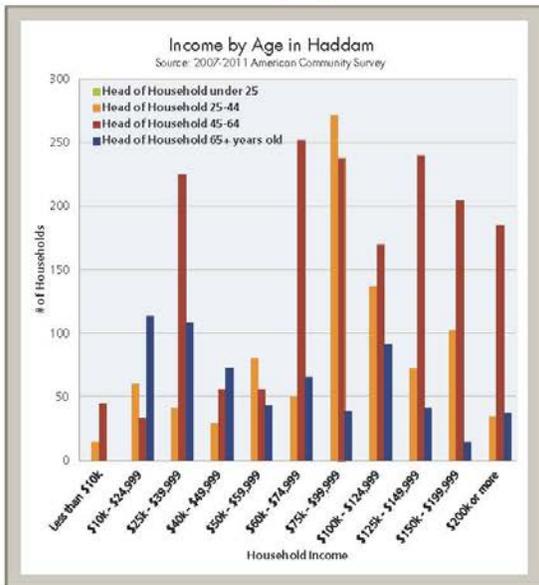
Source: 2007-11 American Community Survey, 2000 Census

### Housing Units

Owner Occupied, Renter Occupied and Vacant



### Household Income by Age



### Median Household Income

Source:	Haddam	Middlesex County	CT
2007-11 ACS			
100% of Median	\$87,883	\$77,095	\$69,243
80% of Median	\$70,306	\$61,676	\$55,394
50% of Median	\$43,942	\$38,548	\$34,622
30% of Median	\$26,365	\$23,129	\$20,773

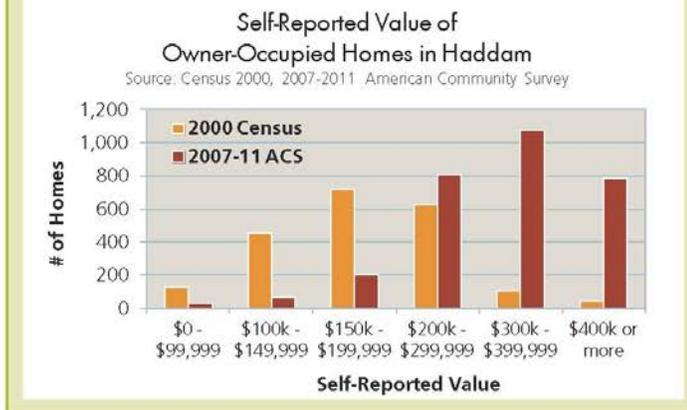
### Median Home Values

Change from 2000 Census to 2007-11 American Community Survey



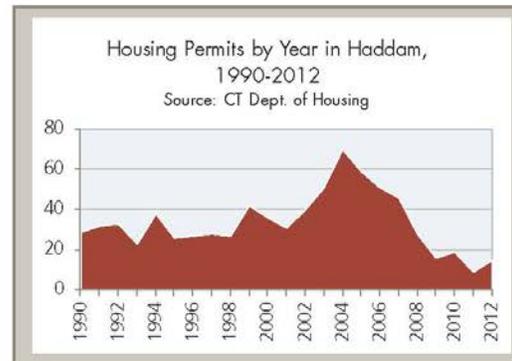
### Changing Home Values

By comparing home values as reported in the 2000 Census to home values in the 2007-2011 ACS, one can see that homes under \$200,000 are becoming scarce.



### Housing Permits

The number of housing permits issued each year indicates the level of housing construction. Connecticut has consistently ranked near the bottom in housing permits per capita when compared to other states, averaging 50th from 2003-2012 out of the 50 states and Washington D.C.



### Housing Costs



### The Housing Wage

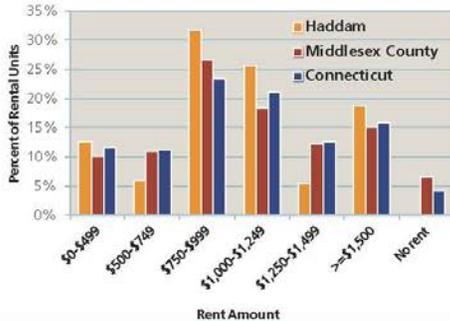
**\$21.17**

for the Hartford-West Hartford-East Hartford Metro Area

Each year, the National Low Income Housing Coalition calculates the "housing wage," the amount needed for a household to afford a typical 2-bedroom apartment in metro areas throughout the United States. Connecticut's housing costs are typically high, ranking #8 in 2013 with a housing wage of \$23.22.

### Rental Units by Gross Rent

50% Haddam's 262 rental units have a gross rent over \$1,000 per month, according to 2007-11 American Community Survey data. 19% have a gross rent under \$750 per month.



### Population Density in Haddam

Land Area: 44 square miles  
Population Density: 190 persons/sq mile

Source: Census Bureau

### United Way 2-1-1 Top 5 Housing-Related Requests for Service for Haddam

Calls into the United Way's 2-1-1 Infoline are one indication of the housing needs in Connecticut's communities. CT residents call 2-1-1 to get connected to various services, as seen in this table:

Type of Request	2012	2011
1. Housing Search and Information	11	8
2. Homeless Shelter	4	3
3. Mortgage Delinquency and Default Counseling	2	3
4. Section 8 Housing Choice Vouchers	2	0
5. Rent Payment Assistance	1	1

### Affordable Units in Haddam

Each year the CT Department Of Housing surveys municipalities in the state to determine the number of affordable units each has. The data is compiled for the Affordable Housing Appeals List. The following housing units are counted as affordable for Haddam in 2012:

	22	Governmentally Assisted Units
	1	Tenant Rental Assistance
	15	CHFA/USDA Mortgages
+	0	Deed Restricted Units
<hr/>		
	38	Total Assisted Units
÷	3,504	Total Units, 2010 Census
=	1.1%	Units Assisted

### Renter Households in Haddam

Renter Median Income = Median Gross Rent =

\$34,769

\$899

60%

less than the median income of all households.

69% of income for all other expenses.

31% of income for rent.

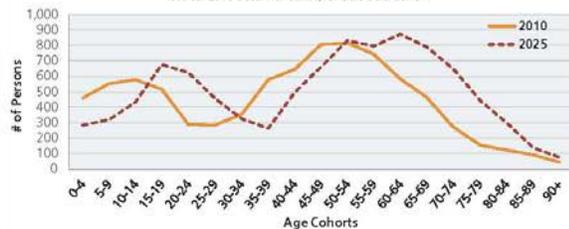
Source: 2007-11 American Community Survey

### An Aging Population

Connecticut's population is older than the rest of the nation, with a median age of 40.4 compared to 37.4 for the nation. Many of CT's town also have an aging population, which, if trends continue as they are, will translate into fewer children in 2015, 2020 and 2025.

In particular, the population of school aged children is projected to drop significantly in many towns over the next two decades, while the 65+ population will rise.

### Age Cohorts - Haddam

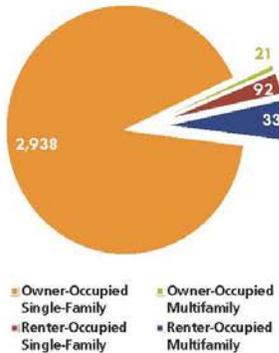


### Haddam's Housing Supply

Overall, 66% of Connecticut's housing stock is comprised of single-family housing, while 33% is comprised of multifamily housing.

In Haddam, 94% of homes are single-family and 6% are multifamily. Renters occupy 89% of Haddam's multifamily homes, and owners occupy 97% of its single-family housing.

Source: 2007-11 American Community Survey



### Homeowner Costs

Source: 2007-11 American Community Survey

The average homeowner household in Haddam has a median income of

**\$93,248**

Households with a Mortgage

Median Income: **\$94,252**

Median Monthly Owner Costs:

**\$2,271**

Households without a Mortgage

Median Income: **\$87,303**

Median Monthly Owner Costs:

**\$850**

### Age of Housing Stock

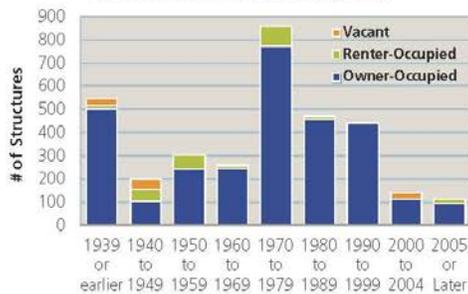
Connecticut's housing stock varies in age, with 23% built before 1939, half built from 1940 to 1979 and 27% built in 1980 and later.

In Haddam, 16% of the housing stock was built prior to 1939, 49% was built between 1940 and 1979 and the remaining 35% was built after 1979.

Source: 2007-11 American Community Survey

#### Year Structure Built by Tenure - Haddam

Source: 2007-2011 American Community Survey



### Foreclosure Activity

Foreclosure activity in Connecticut is heavily concentrated in more urban areas, with eight communities (Bridgeport, Bristol, Hartford, Meriden, New Britain, New Haven, Norwich, Waterbury) accounting for 39% of foreclosure deed filings and 32% of lis pendens.

#### Lis Pendens and Foreclosure Deed Filings From 2008-2012 - Haddam

Source: CT Housing Finance Authority



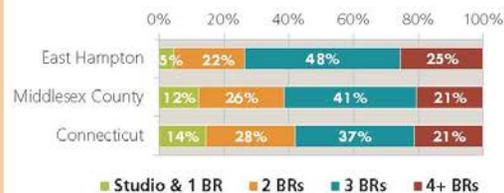
### How Many Bedrooms?

A majority of homes in Connecticut have 3 or more bedrooms, with 37% having 3 bedrooms and 21% having 4 or more. 42% of the homes in the state have 2 or fewer bedrooms.

Over 74% of homes in Haddam have 3 or more bedrooms, while 26% have 2 or fewer bedrooms. Towns and cities that have larger homes with more bedrooms offer fewer housing options for younger workers or downsizing Baby Boomers.

#### Housing Units by Number of Bedrooms

Source: 2007-11 American Community Survey



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## IHZ Program Overview

Incentive Housing Zones (IHZ) are overlay zones that enable Incentive Housing Developments (IHD) by right. IHZs must be approved by the Connecticut Department of Housing and meet several statutory requirements in order to be eligible for financial incentive payments to the municipality. An IHD is a residential or mixed-use development in which at least 20% of the dwelling units are guaranteed affordable to households earning 80% or less of the Area Median Income (adjusted for household size) for at least 30 years.

The incentives are payments from the State for municipalities that create IHZs in appropriate locations: near transit facilities, an area of concentrated development or an area because of existing, planned or proposed infrastructure that is suitable for an IHD.

### 2014 Area Median Income for Haddam

FY 2014 Income Limit Area	Median Income	FY 2014 Income Limit Category	Persons in Family							
			1	2	3	4	5	6	7	8
Haddam town	\$85,700	Very Low (50%) Income Limits (\$)	30,000	34,300	38,600	<b>42,850</b>	46,300	49,750	53,150	56,600
		Extremely Low (30%) Income Limits (\$)*	18,000	20,600	23,150	<b>25,700</b>	27,910	31,970	36,030	40,090
		Low (80%) Income Limits (\$)	44,750	51,150	57,550	<b>63,900</b>	69,050	74,150	79,250	84,350

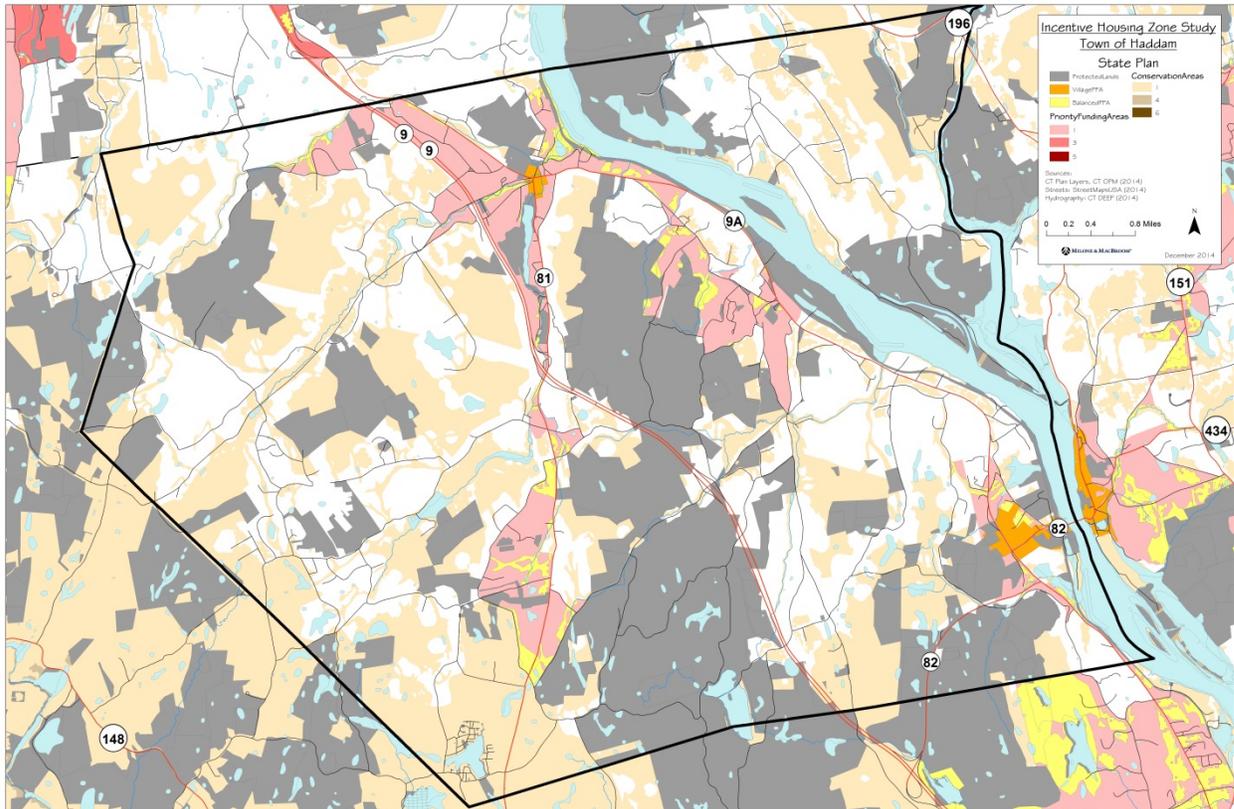
Source: HUD (huduser.org)

The targeted affordable mortgage or monthly rental costs for singles and couples in Haddam, per the IHZ program, would need to be \$1,119 to \$1,279 (30% of income for low income one- and two-person family households). Affordable mortgages and/ or rental rates for families of 3 or 4 would need to be \$1,439 to \$1,598 per month (30% of income for low-income three- and four-person households). Other affordable rentals and ownership costs can be calculated from the above income limits table.

### IHZ Requirements

Following are requirements of the Connecticut Incentive Housing Zone program for IHZs with commentary on the applicability to Haddam:

- I. Be consistent with the State Plan of Conservation and Development (eligible growth location)



*IHZs should be located in priority funding or balanced growth areas. These areas in Haddam are shown in pink, yellow and orange in the map above. They are concentrated along the Routes 81 and 154 corridors, along Walkley Hill Rd, and in Higganum Village and Tylerville.*

2. Regulations of the zone shall permit, as of right, incentive housing development
3. Zone must comply with minimum allowable density requirements
  - 6 units/acre for single-family housing
  - 10 units/acre for duplex or townhouse housing
  - 20 units/acre for multifamily housing
  - DOH may waive density requirements for land "owned or controlled" by a municipality, land trust, housing trust fund, or non-profit housing agency, provided development will be 100% set aside at 80% of AMI
4. Minimum as of right density allowed by the zone must increase the density allowed by the underlying zone by at least 25%

*The majority of Haddam is zoned residential one or two acre. Commercial and Village districts allow 10 multi-family units per acre as part of mixed-use developments. To meet the minimum densities outlined above will require at least a 25% increase in underlying zoning (assuming multi-family style housing in commercial and village zones).*

5. Minimum densities prescribed above shall be subject only to site plan or subdivision procedures, and shall not be subject to special permit or special exception procedures, requirements or standards

6. IHZ may consist of one or more sub-zones
7. IHZ land area may not exceed 10% of the total land area or aggregate area comprised of IHZ and sub-zones in a municipality may not exceed 25%

#### Other Zone Considerations

- In order to support the requirements of the IHZ, the zoning commission may modify, waive or delete dimensional standards contained in the zones that underlie the IHZ
- The regulations of an IHZ may allow for a mix of business, commercial or other nonresidential uses provided that these uses comply with the requirements of the Statute, and are consistent with the density requirements
- An IHZ may overlay all or any part of an existing historic district or districts
- An applicant for site plan or subdivision approval may exceed the minimum requirements of the IHZ
- A zoning commission, at the time of its adoption of regulations for an IHZ, may adopt design standards for the IHD
- In determining buildable area, wetlands or watercourses and areas exceeding one-half or more acres of contiguous land where steep slopes or other topographic features make it unsuitable for development should be excluded.

#### Additional Funding Available

Phase II Pre-Development Funding of up to \$50,000 is available through a grant application process. These funds are intended to further a specific incentive housing development project and can be used for things such as planning and design costs, costs associated with land purchases, permitting, etc. This funding is available to municipalities, but may be passed through to a developer who has entered into an agreement with a municipality to construct an incentive housing development.

Zone Adoption Grant – the Department of Housing may make a payment of up to \$50,000 for adoption of an IHZ, subject to the availability of funds.

Building Permit Grants – The Department of Housing may make payments of up to \$2,000 for each multi-family, duplex or townhouse unit permitted, and up to \$5,000 for each single-family unit permitted in an approved IHZ, subject to availability of funds.

*Source: CT Dept. of Housing*  
<http://www.ct.gov/doh/cwpl>

## Preliminary Site Selection

Initial site selection criteria targeted properties identified by the Planning & Zoning Commission and/ or Town Planner due to site disposition, previous approvals, and other known issues. The consultant expanded the initial list based on the purpose, intent and parameters of the IHZ program and a field survey. Following is a map and matrix of the sites initially considered. The matrix facilitated discussion with the Planning & Zoning Commission. The rankings are those of the consultant alone, and may be altered.

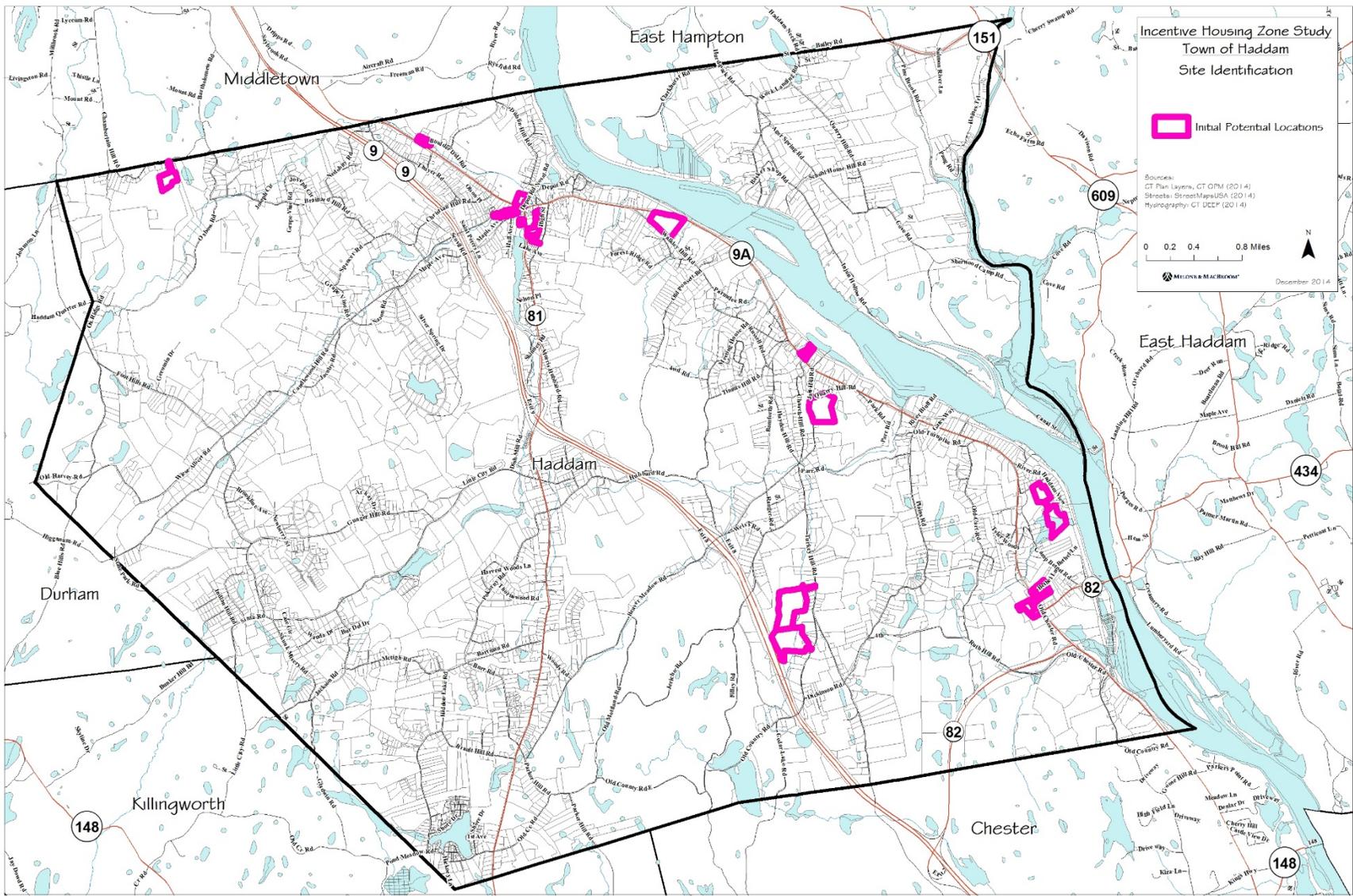
Factors the Commission considered:

- Bearing in mind the minimum densities required, how many overall new dwelling units does the Commission, community and potential affordable housing developers think the Town can absorb in one development? Some of the initial potential sites were quite large and would therefore have to yield significant units under IHZ requirements.
- What style of IHZ housing? The Town already has a large stock of single-family detached, and 73% of all housing units have three or more bedrooms. Is the IHZ also an opportunity to add diversity to the market-rate housing stock? Some of the potential sites would only make sense as single-family detached style developments.
- The purpose and intent of the program would steer IHZs towards Village Centers as areas with existing concentrated development, good transportation access, and the best potential for future public infrastructure (water and sewer). IHZs can be mixed-use and therefore be economic development generators as well.

The Commission discussed the merits and potential of each property at a meeting in January 2015, and narrowed the initial list down to five potential IHZ sites for further investigation. Those sites were:

- 48 Killingworth Rd.
- Brookes Court
- 23/ 27 Killingworth Rd.
- 82/ 92 Saybrook Rd.
- 300/ 305 Saybrook Rd.

Due to a variety of factors, including location, current zoning, and the willingness of current property owners among others, the Commission asked the consultant to prepare conceptual development plans for 48 Killingworth Rd and 300/ 305 Saybrook Rd. Following review of initial conceptual plans, the Commission discussed other means to encourage more dense, diverse and affordable housing units, such as overlay or floating zones that are similar to an IHZ, but with less density required. Additional conceptual plans were prepared, including for an additional site, to better understand the potential for such alternative regulations.



Potential Site	Acres	Current Zoning	Ownership	Current Land Use	Adjacent Land Uses	Physical Features	State Plan Designation	Proximity to Concentrated Development	Proximity to Transportation Facilities	Potential Public Facilities	Potential Unit Yield	Other Notes	Overall Ranking
300/ 305 Saybrook Rd	4.67	C-I Village District	Private	Former industrial	School, commercial	Prominent village center site, previously built out site	Village Priority Funding Area	Good	Good - State road access	Potential village sewer service area	Moderate (multi-family as part of mixed-use)		Good
48 Killingworth Rd and adjacent parcel	9.70	R-1	Private (common ownership)	Single-family residential	Commercial and residential/ adjacent to Higganum Village	Rolling meadow and woodland	Priority Funding	Fair	Good - State road access	Adjacent to potential village sewer service area	Moderate (could be sub-zoned for both single-family detached and multi-family as part of mixed-use and/or single-family attached)		Good
1583 Saybrook Rd	4.27	C-1	Private	Commercial in historic structure	Commercial, vacant	Steep slopes to rear of property, adjacent 6 acre vacant parcel also limited by slopes	Village Priority Funding Area	Good	Good - State road access	Potential for public water	Moderate (multi-family part of mixed use, or single-family attached)		Good
23/27 Killingworth Rd	1.14	C-1 Village District	Private (common ownership)	Vacant and vacant commercial	Commercial, cemetery and protected land	Previously developed	Village Priority Funding Area	Good	Good - State road access	Potential village sewer service area	Low (multi-family as part of mixed-use)		Good
Brookes Ct/ 1572/1564 Saybrook Rd	8.66	Ind/ C-1	Private (common ownership)	Vacant, residential and industrial/ Commercial	Industrial/ Assisted Living	Approved industrial subdivision with existing cul de sac	Village Priority Funding Area	Good	Good - State road access	Potential water	Moderate to High (multi-family as part of mixed-use and/or single-family attached - potential for subzones)	May prefer industrial use	Good
Rutty Ferry Rd	25.24	R-2A	Private	Former sand mine	Residential, public utility	Back portion wet, flat former mining site	Conservation on much of the back piece due to water, undesignated on the front piece	Fair	Poor - rural road	None	Moderate (single-family detached)		Fair

Potential Site	Acres	Current Zoning	Ownership	Current Land Use	Adjacent Land Uses	Physical Features	State Plan Designation	Proximity to Concentrated Development	Proximity to Transportation Facilities	Potential Public Facilities	Potential Unit Yield	Other Notes	Overall Ranking
916/ 920 Saybrook Rd	4.03	R-2A	Public	Library and single-family	Low density residential, highway	Library use along frontage	Priority Funding Area	Poor	Good - State road access	None	Low (single-family attached or detached)	Site control potential benefit	Fair
565 Saybrook Rd	21.50	R-2A	Private	Single-family residential	Low-density residential	Some topography	Priority Funding or Balanced Growth	Poor	Good - State road access	None	Moderate ( single-family detached)		Fair
11 Candlewood Hill Rd	4.00	R-1	Public (State of CT)	Garage/Office/ Warehouse	Low density residential, firehouse, Town Green	Prominent village center site, current CT DOT use	Priority Funding or Balanced Growth	Good	Good - State road access	Potential village sewer service area	Moderate (multi-family as part of overall mixed-use development)	Historic Scovil structures not conducive to residential, may have potential for residential infill	Fair
82/92 Saybrook Rd	6.03	C-1	Private	Veterinary Clinic, Union Hall	Low density residential, commercial	Previously developed, level	Undesignated, Conservation along 154	Poor	Good - State road access	None	Moderate (single-family detached)		Fair
215 Chamberlain Hill Rd	10.58	R-2A	Private	Cul de sac in for approved elderly housing development	Low density residential	Level, cul de sac in	Undesignated, some Conservation	Poor	Poor - rural road accessed through Middletown	None	Moderate (single-family detached)		Poor
61 Cedar Lake Rd	72.06	R-2A	Private	Sand Mine	Low density residential, highway	Remains of mining operations, watercourse	Undesignated, Conservation area around watercourse	Poor	Poor - rural road	None	High (single-family detached)		Poor

## Conceptual Plans

Each property under consideration faced its own set of challenges; however, the overarching difficulty with attempting to site an Incentive Housing Development that meets the densities required by the Housing for Economic Growth program is the lack of public water and sewer service in Haddam. Having to site septic and well fields, with required separation distances, and achieve a suitable layout of dwelling units is very challenging. Moreover, the densities required by the IHZ program on parcels of any size require a community septic system of greater than 5,000 gallons per day, which requires a more complicated and expensive permitting process that most developers try to avoid. The following summarizes the conceptual plans developed as part of this study process.

### *48 Killingworth Rd.*



Property: 9.1 acres

Current Zoning: R-1

Buildable Area: 4.6 acres

Development Concept A: 26 Townhome style units

Considerations: Would require DEEP permit for community septic; does not achieve required density for buildable area per IHZ program; difficult to site sufficient septic and well areas, parking and circulation and units.

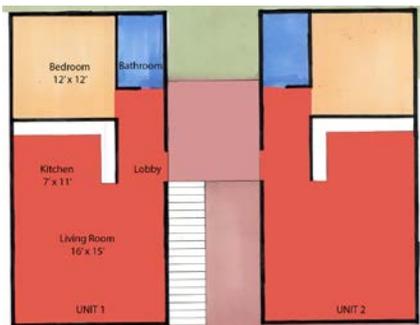


Development Concept B: 28 – 50 Units (dependent upon unit configuration of buildings)

Parking: 72 spaces shown

Considerations: Would require DEEP permit for community septic; could achieve required density for buildable area per IHZ program if all one bedroom units; difficult to site sufficient septic and well areas, parking and circulation and units.

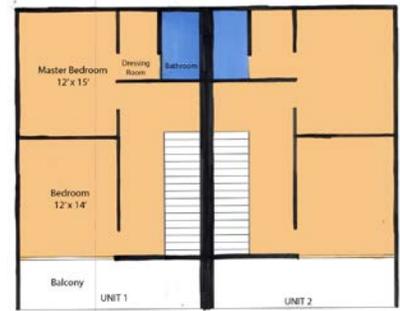
**Flexible Building Block Design**



Stackable One-Bedroom Units – 4 per Building Block



Three-Bedroom Units – 2 per Building Block



**300/305 Saybrook Rd.**



Property: 5.2 acres

Buildable Area: 4 acres

Current Zoning: Higganum Village

Development Concept: 80 residential units, 20,000 sq ft commercial

Parking: 200 spaces

Considerations: Insufficient room for well and septic areas; Sewer and water service required to achieve this development

**323 Saybrook Rd.**



Property: 1.5 acres

Buildable Area: 1 acre

Current Zoning: Higganum Village

Development Concept: One mixed-use building (2,700 sq ft commercial with 3 residential units above), 9-19 total residential units, depending on the building configuration

Parking: 28 spaces

Considerations: Due to the stream along western property line, septic and well locations may deduct further from the buildable area

The process of working up conceptual development plans highlighted that the constraints to achieving greater housing density, and therefore more diversity in Haddam’s housing stock, are the lack of public sewer and water. Developers will be limited by this physical constraint, in addition to the fiscal constraint of DEEP-permitted septic systems, regardless of the regulatory approach the Planning & Zoning Commission may take to encourage greater density and more affordable housing. A maximum allowable density of 10 units per acre for multi-family or townhome/duplex appears to be reasonably flexible to enable greater density and is consistent with the greater density the Commission has already enabled in the Higganum Village District.

In order to understand the different regulatory techniques to encourage more affordable housing and diversity in housing stock available to the Commission and their potential results, the Planning & Zoning Commission reviewed the following examples of built projects and the regulations that enabled them.

**Olde Oak Village – Wallingford, CT**

- Mixed-income, 80 units, single-family detached
- 6 Units per acre
- Typical Unit – 3 bedrooms, 1,450 sq ft
- Housing Opportunity District



6 units per acre – single family detached

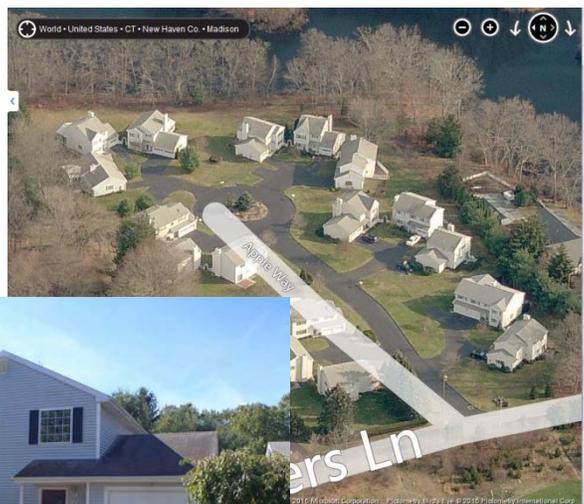
Olde Oak Village, Wallingford  
80 units on 12.98 acres = 6.16 units per acre



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860.244.0066  
WWW.PSCHHOUSING.ORG

**Apple Way – Madison, CT**

- Mixed-income, 17 units, single-family detached
- 6 Units per acre
- Typical Unit – 2 bedrooms, ranging from 1,130 to 1,500 sq ft
- Affordable Housing District Floating Zone



## Old Farms Crossing – Avon, CT

- Low-income, 45 units, attached townhomes
- 10 Units per acre
- Typical unit: 2 Bedroom; 1,080 sq ft
- Multiple Dwelling Development District

10 units per acre – townhouses or duplexes



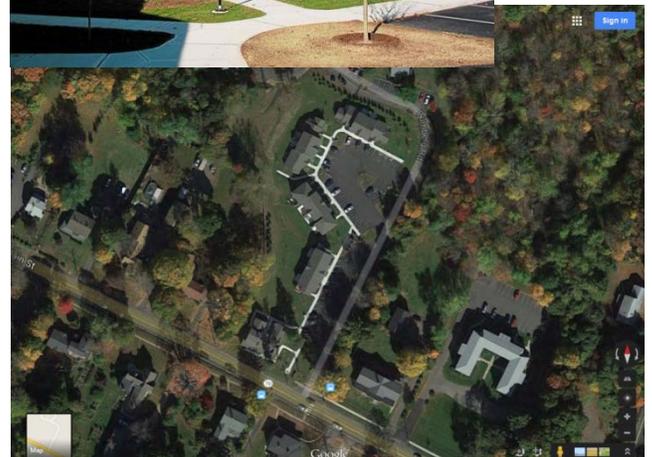
Old Farms Crossing, Avon

45 units on 4.49 acres = 10.02 units per acre



## Foote Commons – Cheshire, CT

- Low-income, 20 units, multi-family
- 7 Units per acre
- Studio and 1 bedrooms ranging from 800 to 1,200 sq ft
- Affordable Housing District Floating Zone



## Westwood II – Farmington, CT

- Low-income, 34 units, multi-family
- 20 Units per acre
- Typical unit: 2 bedroom; 1,050 sq ft
- Affordable Housing District Floating Zone

### Westwood II, Farmington

34 units on 1.68 acres = 20.24 units per acre



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## Regulations

As a result of this study and analysis, the Planning & Zoning Commission is working with its land use attorney to develop a floating or overlay zone to encourage affordable and more dense housing in these locations in and around Higganum Village.

## Conclusion

The Planning and Zoning Commission identified a need for greater diversity in its housing stock, which primarily consists of single-family detached units, and limited opportunities for younger householders who frequently have student loan debt and minimal savings, as well as older householders on fixed incomes. Several potential sites for Incentive Housing Zones were identified and explored. A team of planners, civil engineers and landscape architects analyzed three sites for development potential, and found the densities required by the IHZ program difficult to achieve without public water and sewer service. However, in keeping with the spirit of the IHZ program, the Commission continues to pursue regulatory approaches to encouraging greater housing density, more attached and/or multi-family as well as affordable units in appropriate locations.