

PLAN OF CONSERVATION
AND
DEVELOPMENT

September 1999

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WHY PLAN?

The Connecticut General Statutes mandate the preparation and adoption of a Plan of Conservation and Development at least every ten years.

Woodbury has made its Town Plan a part of local government operations. This commitment was made following the adoption of the 1988 Plan, when an Implementation Committee composed of the chairs of all Town commissions and the Board of Selectmen discussed and prioritized all of the Plan's recommendations to assure that the Plan became "a reality for the Town of Woodbury." The actions recommended in the Plan were placed into three major categories: those that could be implemented by amendments to regulations, those that would require further study and/or major expenditures by the Town, and those that were not directly under the Town's jurisdiction but could be encouraged by Town action.

Over the last ten years those charged with implementing the provisions of the Plan – the chairs of town boards, commissions and ad hoc committees assigned specific tasks – were convened by the Board of Selectmen to discuss the status and accomplishments toward implementing the Plan. The level of successful implementation of recommended actions has varied depending on the amount of control the Town had over the action, and the commitment of funds required. More of the actions involving revisions to regulations have been accomplished than those requiring coordination with other individuals or organizations, often because in the latter case it was cost prohibitive or not permitted by a regulatory agency. Several of the studies recommended in the 1988 Plan were undertaken (and in the case of the Town Office Space Needs study was not only done but updated) in the last ten years. Several community facility improvement/expansion proposals were brought forward but not implemented due to budgetary considerations or lack of voter support. These needs remain to be addressed.

The document that follows presents recommendations that are part of an on-going process to accommodate change. It is based on the same physical characteristics and goals and objectives described in the 1988 Plan. These factors continue to be the basis for the Town's land use planning and are included in this document as Appendix A and B respectively.

The amendment process actually began with the preparation in 1997 of a Cultural Resource/Open Space Plan focusing on Woodbury's dominant feature – its landscape. Through conscientious planning and faithfulness to implementation, Woodbury has maintained its historic and rural character. Much of the land remains undeveloped but growth pressures are increasing. More than any statute, maintaining its rural character in the face of its development path as a dormitory suburb is Woodbury's reason to plan.

IDENTIFYING ISSUES AND DETERMINING NEEDS

Woodbury's tradition of community planning encourages an informed and committed citizenry accustomed to expressing its views and sharing its ideas. Though coming from a variety of backgrounds, all share the desire of generations of antecedents: to create patterns of development that reinforce the character of the community. Each generation faces its own issues and needs, however, and it is incumbent upon residents to focus on its priorities. A five-pronged approach was used to gauge sentiment and identify issues:

1. Public Opinion Survey Distributed by mail to all households in Woodbury, the community survey had a return rate of 30% and a margin of error of $\pm 3\%$. The results indicated that the quality of life in Woodbury is the most important reason why residents moved to Town – and they want to protect that quality of life. They like the rural character, local tax rates and open space, and gave positive ratings to Town services. Questions relating to non-residential development were unfortunately worded in terms of needing or encouraging “more” of this kind of development. Rather than elicit resident ideas on the tax base, the phraseology led to negative responses, with the exception of tourism and home-based businesses.
2. Public Agency Questionnaire Used to determine public facility improvements since 1988 and perceived facilities needs for the next 10-year planning horizon. The only facilities constructed were the transfer station/recycling center and ball fields at Hollow Park. All other improvements involved renovations and occurred at the Town Hall, the Senior Center, the Library, the fire station and the schools.
3. Targeted Outreach Meetings Held with service and business groups or at the request of individual boards or commissions, these meetings allowed focused discussion of particular issues.
4. Open Forums Advertised public meetings to encourage public discussion of development issues. These meetings allowed forthright discussion and exchange of ideas.
5. Steering Committee Throughout the planning process a steering committee composed of representatives of all the local boards and commissions, the business community, service agencies and interested citizens met regularly to discuss issues and exchange ideas on needs and implementation. These meetings and discussions allowed participants to understand trends and focus on issues beyond their own commission or association's area of concern.

The issues and needs that have been identified throughout this outreach effort can be generally categorized as follows:

1. Town Character - The overriding issue expressed by all participants was the preservation of Woodbury's rural and scenic character. Related issues include resource management, mineral

extraction, and traffic. Many residents voiced concern about the value of subdivision set-aside lands in preserving open space since these parcels tend to be small and isolated. Strong support for Town acquisition of open space was expressed throughout the discussions.

2. Main Street - Dating from the period when Native Americans traveled the land along the flat plains of the Pomperaug River, Main Street has been at the center of life in Woodbury. It always has and will continue to be the primary travel route, civic center and commercial center of the Town. Associated with these functions are issues such as adequate parking, pedestrian safety and traffic congestion, and the need to accommodate the demand for public space and facilities such as the library and senior center.
3. Economic Development - Woodbury's tax base is overwhelmingly residential. Less than 10% of the Real Property Grand List is commercial or industrial property. For the most part these are small retail and industrial properties, several of which are nonconforming (not currently allowed by zoning) or home-based business. Working within the boundaries of existing non-residential uses and encouraging new non-residential uses without compromising the Town's character were often the focus of discussion.
4. Community Facilities - Community facilities were not a point of focus of implementation of the 1988 Plan. Though committees and studies were undertaken in the last ten years, the issues of improvements at the Senior Center and Town Offices remain unresolved. Although improvements were made at the Library, growth and emerging technologies have again placed pressure on the physical plant. In addition, police and fire services anticipate the need for expanded or additional facilities, as does the Park and Recreation Department. Recently approved school improvements have been deemed adequate for the next ten years.
5. Regional Pressures Woodbury finds itself at the northern edge of a rapidly "urbanizing" I-84 corridor. Development will continue to radiate from I-84, following the existing road network into all of the towns that are reasonably accessible. As an inner ring town, Woodbury will not only have to deal with development pressures and related issues within its borders, it will continue to feel the growing presence of traffic from neighboring towns, to which Woodbury serves as a connector to I-84. Dealing with regional pressures will require comprehensive strategies.

With these five areas of focus defined, a clear frame of reference emerged:

Protect Woodbury's rural character and provide for wise use of its natural and cultural resources.

WOODBURY'S ROLE IN THE REGION

On paper, Woodbury exists in a variety of planning, political, public service and geographic "regions," each compiled to meet some specific directive or objective, but not necessarily relating to Woodbury's daily routine or planning for its future. For the purposes of the Plan of Conservation and Development, we shall deal with Woodbury's physical region: the Pomperaug River and its tributaries, its traprock ridges, the Route 6 corridor and adjacent State routes, and its location at the gateway to the northwestern and Litchfield Hills. In this context, Woodbury has a role in water supply to its residents and those of adjoining communities; it supplies construction materials for the economic well-being of the State; it funnels residential, commercial and tourist traffic from the interstate system to the rural communities to the north and northwest.

Playing these regional roles has not been Woodbury's choice and has required careful regulation to be sure that these imposed functions are not achieved at the expense of residents' quality of life. These roles will not change in the next ten-year period. The traffic-related roles can be expected to expand as residential development and the tourism industry within the State continue to grow.

Woodbury, which is bordered by six towns, needs to be acutely aware of the regional development pressures that will become more evident in the next 10 years. Southbury, Middlebury and Watertown, because of direct access to I-84 and Route 8, are developing more intense commercial and industrial uses, making them destination locations for local and regional traffic. Southbury and Middlebury share Woodbury's traffic funneling functions for both commuter and tourist traffic. Roxbury, Washington and Bethlehem are rural communities which will develop primarily for residential purposes. All rely on State routes through Woodbury to connect their residents with the retail and job development activities in the more urbanized areas. Woodbury has managed to maintain a character more like the rural type of its neighbor's development patterns. Keeping a balance is the objective of this Plan.

WOODBURY PROFILE

Woodbury's settlement pattern has been linear, with roads replacing footpaths along river valleys, creating settlement corridors and associated development clusters. Though the Town has a diversity of architectural styles, the scale of development is relatively constant in height and bulk, unified through the use of wood building materials. The setting for the built environment is a diverse natural landscape providing a rural character that belies the Town's location in relation to I-84 and the City of Waterbury. All these things make Woodbury a desirable place to live.

Population Trends

Woodbury's 1996 population is estimated as 8,700 persons, a 7% increase over the 1990 Census population of 8,131. This increase made Woodbury the third fastest growth leader in the region behind Bethlehem (11%±) and Oxford (8%). Woodbury's population increase is the result of in-migration (newcomers) as opposed to natural increase (births) by a 2:1 ratio. In 1997, Woodbury was the third highest per capita income community in the region at \$34,156. Middlebury was number one at \$39,941 and Cheshire second at \$36,640.00.

The age composition of Woodbury's population in 1990 (Census data) was generally comparable (excluding Waterbury) to the other towns in its planning region, the Central Naugatuck Valley Region, with the exception of the 5 to 17 years and the 45 to 64 years categories where Woodbury had fewer and more, respectively.

Age Distribution 1990	Regional % of Total (Excl. Waterbury)	Woodbury % of Total
Under 5 years	6.8	6.6
5 to 17 years	17.1	14.6
18 to 24 years	9.0	8.4
25 to 34 years	16.2	16.1
35 to 44 years	17.3	18.9
45 to 64 years	19.9	23.3
65 years and over	13.8	12.0

The State's planning branch, the Office of Policy and Management, has projected that Woodbury's population will grow to 9,400 in the year 2000, to 10,000 by the year 2010, and to 10,400 by the year 2020, indicating a slow but steady growth pattern.

Housing Trends

Building permit data indicates that there has been a 10% increase in housing units in Woodbury since the 1990 Census, all single family detached dwellings. There are now approximately 3,800 housing units in Town, nearly one-quarter of which are renter-occupied. The median residential sales price in 1996 in Woodbury was \$174,500.00. Average household size has continued to decline to an estimated 2.3 persons per household in 1997.

Land Use Trends

Residential building permit records and the locations of subdivisions were reviewed for the years 1975-1998, based on the July 1 to June 30 fiscal year timeframe. Table 1 shows the annual number of residential building permits issued for each of these years. For the purposes of examining the distribution of residential subdivision activity, the locations of approved subdivisions were grouped in 5-year timeframes. The following is a summary of residential building permits based on these timeframes.

<u>Timeframe</u>	<u>Total Number of Building Permits</u>	<u>Average Number Per Year</u>
1975 – 1979	241	48
1980 – 1984	117	23
1985 – 1989	319	64
1990 – 1994	172	34
1995 – 1998	221	55

The data indicates fluctuating levels of residential development activities generally coinciding with statewide development trends and national economic cycles. Not surprisingly, the economic recovery now being experienced throughout Connecticut is appearing in the number of building permits issued in the '97-'98 fiscal year: 82 permits.

The geographic distribution of the residential growth since 1975 shows some interesting trends. The 1975-1979 subdivision activity tended to be in the Route 6 corridor and its feeder roads, and in OS-60 zones (60,000 s.f. minimum lot area). In the early 1980s (1980-1984), development activity shifted out from the Route 6 corridor and generally to the northern two-thirds of Town.

The 1985-1989 period saw the construction of larger scale developments along local roadways and new subdivision roads. Examining historic subdivision activity indicates that during this five-year timeframe the highest incidence of subdivision construction occurred in areas with limited development potential.

Smaller subdivisions located on existing streets adjacent to earlier subdivisions and not involving new road construction were typical of the 1990-1994 period. This is reflective of the changing economics of residential development in terms of land and construction costs as well as the general economic downturn experienced during the early 1990s.

The pattern of subdivision activity in the current period (1995-1998) seems to be following a classically suburban trend: construction for the commuter market. Subdivisions since 1995 have tended to be constructed on or just off of the Town's arterial, major and minor collector streets, especially Route 317 and Flanders Road. In several instances clearing and subsequent development have disrupted integrated landscapes, viewsheds and edge of forest screening along the public right-of-way, important elements of the Town's cultural landscape that should be preserved if the character of the Town is to remain intact. If the current trend continues, and there is evidence indicating it will, the Town is at risk of irreversibly impacting its cultural landscape.

Table 1
Residential Development Trends

<u>Year</u>	<u>Building Permits Issued</u>
1975	23
1976	50
1977	67
1978	67
1979	34
1980	28
1981*	22
1981-1982	16
1982-1983	19
1983-1984	32
1984-1985	71
1985-1986	103
1986-1987	68
1987-1988	43
1988-1989	34
1989-1990	33
1990-1991	21
1991-1992	34
1992-1993	41
1993-1994	43
1994-1995	34
1995-1996	50
1996-1997	55
1997-1998	82

*Number represents January to June period; starting in July 1981 Town went from calendar year to July through June reporting period.

Source: Woodbury Building Department

There has been virtually no new non-residential development since the 1988 Plan. The changes that have occurred are due to expansions at previously existing businesses or renovations converting existing structures. The Middle Quarter area currently encompasses 288,753 s.f. of non-residential uses, which represents a 6% increase in square footage (16,750 sf±) since 1990. In addition, the Main Street Design District contains 229,764 s.f. of commercial development, primarily retail.

These land use trends are reflected in the Town's Grand List, which represents the total assessed value of all taxable property, real estate and personal, in the Town. The taxes derived are used to provide the services required by residents to maintain a desired quality of life.

Tax Base Analysis

Table 2 shows a comparison of Woodbury's Grand List data for major real property categories and sub-categories for the ten-year period between 1987 and 1996. A revaluation occurred in 1988 and the Real Property Grand List assessments increased 163% as a result of this revaluation. Actual growth is reflected in numbers, which generally have not changed significantly. Between 1988 and 1996, the Grand List has grown approximately 12%. Woodbury is currently doing a revaluation which will be reflected in the October 1, 1999 Grand List.

Comparing the major real property categories (analogous to land use) indicates several trends in the Town's tax base.

1. The residential category showed the second highest percentage increase based on revaluation but showed the largest (and virtually the only) increase as a percentage of the total Real Property segment of the Grand List.
2. All other categories, except for industrial, showed a decrease as a percent of the Real Property Grand List.
3. The industrial category, though experiencing the largest assessment increase of all categories, only increased approximately 0.5% as a percent of the total Real Property Grand List. The large assessment value increase in 1988 in this category may be reflective of undervaluation prior to 1988.
4. Increases in the number of accounts (as opposed to assessment) in the last ten years occurred in the residential land, dwellings, residential condominium, apartment, commercial condominium, commercial outbuildings, industrial land, and industrial buildings groups, and in all categories under "Use Assessment."
5. The "Use Assessment" category includes land that is allowed to be assessed at its use rather than market value. This method has been employed by the Town in an effort to conserve natural resources by preventing conversion of farm, forest or open space land to intensive use as a result of economic pressure to develop to offset taxes. This Grand List category represents approximately 57% of the Town's total land area.

This tax base review indicates that the Town is facing several issues. Residential property owners are increasingly bearing the burden of providing Town services. Indications are that the tax burden will continue to be borne primarily by residential property owners.

Table 2
TOWN OF
WOODBURY
TAX BASE
ANALYSIS

	Number	1987 Assessment Mill Rate 31.8	% Total Grand List	Number	1996 Assessment Mill Rate 19.1
<u>Residential (accounts)</u>					
Land	2558	36,634,200		2885 (4,062 ac)	165,424,4
Excess Acreage	1891	3,658,000		1279 (2,180 ac)	18,692,7
Dwellings (4 units or less	2403	100,737,200		2676	278,439,3
Outbuildings	1939	5,451,010		1873	11,814,9
Condominiums	676	30,523,090		718	63,518,3
Mobile Mfg. Homes	10	80,700		7	85,0
Condominium Options	0	0		16	95,3
Mixed Use	0	0		0	
Total		177,084,200	84.0%		538,070,3
<u>Commercial (accounts)</u>					
Land (except Apt. bldg.)	147	4,504,770		117 (103 ac)	9,554,4
Buildings	186	11,053,175		157	25,720,7
Apartments	43	4,773,295		332	10,568,6
Condominiums	57	1,021,715		83	6,176,1
Outbuildings	39	219,560		94	1,219,2
Land (Apt. Bldgs.)	29	741,540		19 (38 ac)	2,820,2
Condominium Options	0	0		0	
Total		22,314,055	10.6%		56,059,5
<u>Industrial (accounts)</u>					
Land	3	58,800		9 (100 ac)	2,027,5
Buildings	5	435,750		11	2,018,4
Improvements	0	0		1	37,5
Condominiums	0	0		0	
Total		494,550	0.2%		4,083,5
<u>Public Utilities (accounts)</u>					
Land	5	135,650		4 (12 ac)	369,9
Buildings	7	624,985		4	845,9
Outbuildings	2	5,970		2	662,9
Total		766,605	0.4%		1,878,8
<u>Vacant Land (acres)</u>					
Residential	2567	4,938,310		1141	8,309,0
Commercial	525	2,038,035		337	5,471,0
Industrial	50	408,130		31	370,8
Wetlands	0	0		2	1,4
Outbuildings (accounts)	22	86,715		24	201,8
Total		7,471,190	3.6%		14,354,2

Use Assessment (acres)

Farm	2578	431,575	2977	518,7
Forest	2862	112,275	3340	327,1
Open Space	7230	1,136,220	6897	2,423,8
Outbuildings (accounts)	51	247,745	55	508,2
Total		1,927,815	0.9%	3,777,9
Grand Total		210,058,415		618,224,3

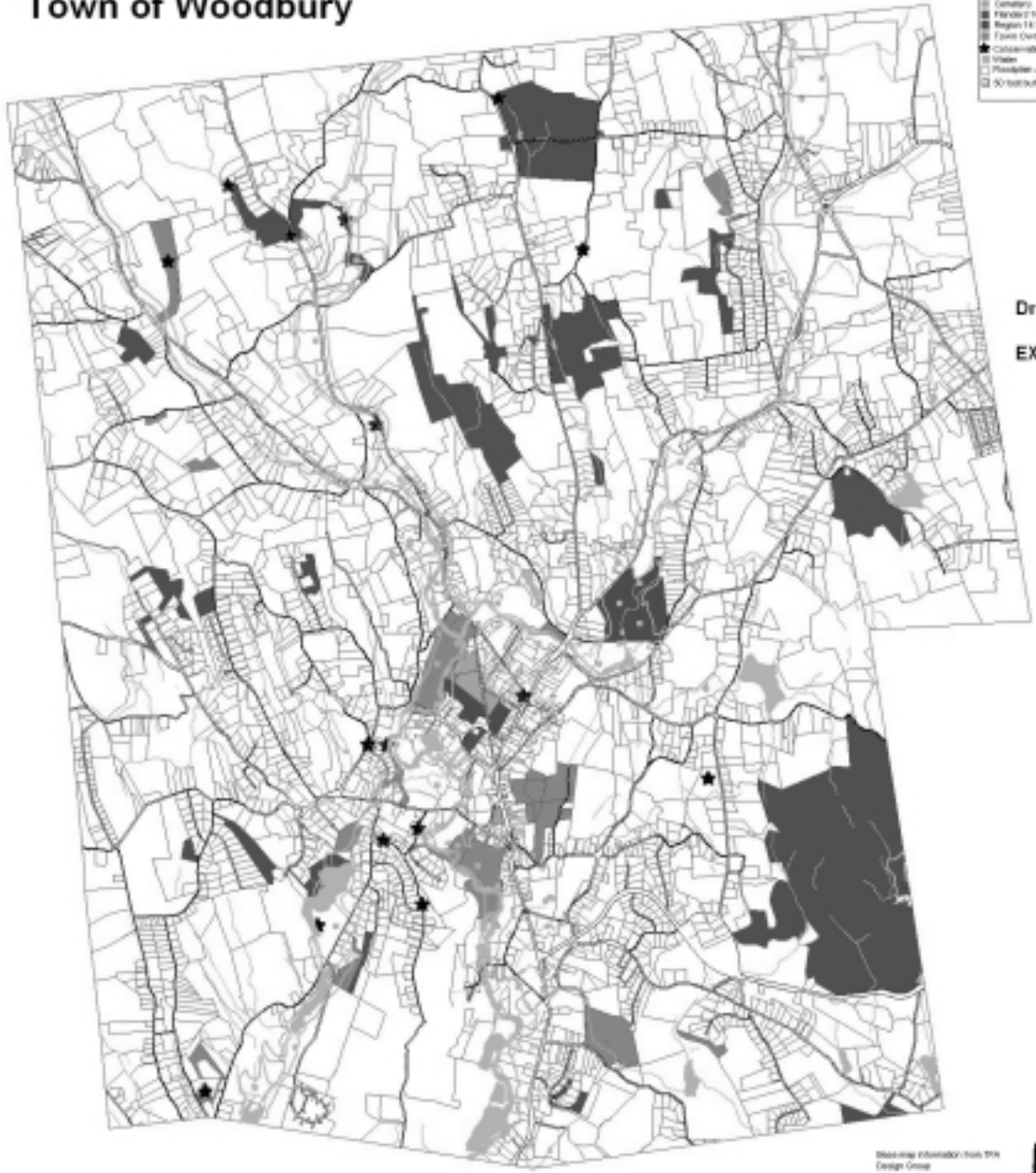
Source: Connecticut
Office of Policy and
Management,
Intergovernmental Policy
Division:
Real Estate
Abstract Data, Woodbury
Real Property 1987-1996
Grand Lists and Office of
Tax Assessor, Woodbury,
CT.
Compiled by TPA
Design Group

Town of Woodbury

- Legend
- Contour
 - Private or Public Office Open Space
 - ▨ Region 14 School District
 - ▩ Town Owned or Document
 - ★ Collaborator/Investment
 - Water
 - Plowable Area
 - 50 foot buffer around tree



Draft August 2001
EXISTING OPEN SPACE



Map made in collaboration with WPA
Design Group



STRATEGIES FOR THE FUTURE

A. Town Character

Woodbury's essence and charm are a composite of its natural features and the physical development that has evolved. Yet, the Town is nestled at the center of a crescent of urbanization occurring along the I-84/Route 8 corridors. It is a gateway to neighboring towns and southern Litchfield County. This location makes growth pressures inevitable, the timing only affected by broader economic conditions. But this has been true for more than 300 years of Woodbury's evolution as a community. How has the Town managed to retain its character and cultural landscape through these pressures to change? The key has been the ability to work together to balance private property interests with a respect for heritage and traditional quality of life.

The Town's character is particularly vulnerable because its river valleys are surrounded by wooded hills and this mosaic is juxtaposed with historic structures, town greens, cemeteries, and incredible vistas. Woodbury's topography particularly is almost always providing a foreground, mid-ground, and background to a viewshed.

Topography has also determined the major travel routes with development, of course, occurring along these routes for 300 years. Options for road widening or creating alternative routes is difficult if not impossible given the close proximity of physical and cultural resources to Route 6, other state routes and town arterial roadways. In some instances character-defining features such as mature trees and front yards are actually located within the State right-of-way. Improvements or widening beyond the existing travelway must be undertaken only if it will not irreversibly alter the Town's character.

Woodbury's development pattern is established now. There will be no significant changes in the balance of residential/non-residential uses. Residents do not support such changes and physical conditions limit the potential to accommodate them. The goal is to focus commercial development in currently designated areas and allow appropriate improvements and expansion within these areas.

The most serious threat to the Town's character in the future, however, will be from the changes that will result if residential subdivisions are allowed to continue to sprawl across the landscape. The juxtaposition of the man-made and natural environment is most appealing when the human influence reinforces the landscape, which in Woodbury provides a diversity of backdrops. These natural features must be retained for they are the character-defining features of Woodbury.

Many mechanisms exist in the Town of Woodbury for preserving open land. Outright fee simple purchase, conservation easements in favor of the Town, purchase of development rights, and continuation of the use assessment all have their place in an aggressive open space acquisition program. While conservation easements do not have an unlimited lifetime, and use assessments are not in themselves permanent solutions, the cost to the Town of land taxed under open space, farm, or forest designations is small, no expensive service being required, and the value of the viewshed preserved by landowners not being pressured by market value assessments is priceless.

Woodbury's early settlers depended on the land in order to survive and felt a sense of responsibility toward it. They used it wisely, forming small clustered neighborhoods of farmsteads at the edge of agricultural land. They gained a sense of community not only from their proximity but from this shared respect for the area they had

chosen for their home and their legacy. Though this is still the philosophy of Woodbury's residents, the modern subdivision often does not achieve this sense of community any more than it respects the land.

Strategies to retain Town character will require a shift in traditional thinking. The basis for guiding future development should be based on first identifying a site's physical constraints and natural resources to reveal the areas most appropriate for development. This approach will require cooperative efforts of landowners, developers, Town government and its regulatory agencies. The process would also benefit by making Town regulations and policies regarding land use planning and development available on the internet.

- A1. Continue to pursue policies that accommodate a range of housing alternatives without sacrificing Town character.
- A2. Be mindful of the need to maintain a cross-section of housing types and costs when investigating alternative approaches to residential development; produce an environment for housing options/types.
- A3. Create an Ad Hoc Committee to investigate alternative approaches to residential subdivision design with the goal of achieving residential development patterns that retain the existing character of the parcel and contribute to a public benefit. The Committee should conduct field visits of subdivisions in other towns such as Granby and Simsbury, CT.
- A4. Explore ways to facilitate non-profit, Town-sponsored or co-ventures between the public and private sectors to address housing needs of the Town's senior citizens.
- A5. Applications for subdivisions should include a Vegetation Preservation/Planting Plan (VPP) that stipulates the amount of land clearing allowed, particularly along properties fronting historic routes, designated open space, and areas of high visual integrity. Accompanying the development of this requirement should be the creation of objectives that communicate to the applicant the intent of the VPP.
- A6. Roadways in Woodbury do not just serve to get people from one point to another – they allow a glimpse into the Town's past and its natural beauty. We should discourage traditional forms of traffic engineering that focus exclusively on moving vehicles quickly and efficiently so that roads can become destinations themselves.
- A7. Attention should also be given to the placement of trees, use of materials, and the location and appearance of signs along roadways. Innovative approaches to roadway design can prevent traffic from destroying elements that contribute to a sense of place and livability.
- A8. Existing local road specifications, namely cul-de-sac lengths, roadway widths and through-streets, etc., should balance public safety, maintenance and circulation with maintaining the character of the community and preserving/creating neighborhoods. The Planning Commission and Board of Selectmen should evaluate current road standards and propose changes necessary to meet this goal.
- A9. Within Woodbury's existing commercial areas, there remains opportunity for development as well as redevelopment. To promote patterns of development that respect and reinforce the character of the

Town, commercial strip development should be discouraged. By exploring higher density development with appropriate design guidelines, Woodbury could benefit from a “village” type commercial area that offers practical internal traffic flow, a pedestrian friendly layout, and attractive public spaces for a stronger sense of place and community. This strategy may best be allowed through incentives to encourage retrofitting existing commercial development.

- A10. The quality of residential development can be directly affected by the level of planning and design required of an applicant. Woodbury’s development regulations should stipulate that the following be submitted as part of the application for subdivisions of four or more lots:
- Evidence of coordination with the State of Connecticut Natural Diversity Database and State Historic Preservation Office.
 - Site Analysis/Physical Constraints Analysis prepared by a licensed architect or landscape architect.
 - Site Construction Plan/Layout Plan prepared by a licensed architect or landscape architect.
 - Vegetation Preservation/Planting Plan prepared by a licensed landscape architect.
 - Street Design and Profile Plan prepared by a licensed civil engineer.
 - Utilities Plan prepared by a licensed civil engineer.
- A11. Maintain and encourage diversity of development and Town vitality by developing PDP (Planned Development Property) regulations which would allow for development of properties for alternate residential, light manufacturing, office, trades, education, etc. uses, that would fit into a neighborhood by being compatible in scale, traffic, noise etc. and which use could be shown/judged to be less intense than that of typical residential development.
- A12. Considerable public benefit can be achieved through the creation of a process that allows potential developers to openly communicate their intentions and development concepts to local approval agencies well in advance of preparing plans and specifications. Introducing an optional sketch plan provision into development regulations would allow the applicant an opportunity to gauge potential conflicts. At the same time, the Commission should have a mechanism to articulate its goals and mission of preserving town character. The latter should also be spelled out in a series of objectives which preface submission requirements. By assuming a proactive position with the developer while maintaining clearly understood performance standards, the Commission eliminates the cycle of “guessing – reacting.” Clearly stated development standards eliminate the applicant’s guesses and places the Commission in a stronger position to guide development appropriate to Woodbury’s character.

B. Main Street

In Woodbury, Main Street is truly well-named. It is as central to daily life today as it was three hundred years ago. Its mix of residential, commercial and community uses have kept it a vibrant area true to traditional Main Street functions.

The 1993 Main Street District land use policies are intended to continue the goals identified twenty years ago to a) maintain the residential character of Main Street, b) preserve the natural resources in and adjoining the Main Street area, c) prohibit uses that will significantly intensify traffic congestion, and d) preserve and enhance the historic and aesthetic quality of Main Street.

The policies which are currently included in the Main Street Plan of Development and guiding development in the Main Street Design District area are:

- B1. Permit future development to the extent that it complements the historic and aesthetic quality of the Main Street townscape. Any new construction shall be consistent in scale, lot coverage and setbacks with adjacent properties.
- B2. Encourage design and site development that respects the visual quality of Main Street. All design should include consideration of the type, texture and style of exterior features of the building, the scale and general design of the building and its relationship to the architectural style and pertinent features of the adjacent buildings.
- B3. Continue the policy requiring existing residential and mixed-use structures to remain at least 50% residential. Extend this policy to cover any new construction and the conversion of accessory buildings to new uses. The goal is to ensure a continuing balance of residential and non-residential uses in order to continue the viability of Main Street as a desirable place to live.
- B4. Continue the policy of limiting the number of dwelling units per building lot to a maximum of three, in view of the small lot sizes and existing density typical of Main Street and considering the need to protect ground water supplies and the adjacent aquifer.
- B5. Continue the policy of requiring all parking for non-residential uses to be screened from view from Main Street and from adjacent properties in order to preserve the historic quality of Main Street.
- B6. Conversions or alterations of existing structures and uses should be compatible with adjacent properties and should not result in significant visible change in the historic character of the building.
- B7. Permit commercial uses of a size and intensity that will not have an adverse impact on the historic, residential and/or aesthetic qualities of Main Street; will not require extensive parking or generate

significant traffic volumes; and will not discourage the use of existing structures for residential purposes now or in the future.

- B8. Require adequate landscaping to provide a buffer between residential uses and other uses on an adjoining property to safeguard the residential integrity of Main Street.
- B9. Retain government uses in the Main Street area in buildings that are compatible in style and scale with the character of adjoining properties.
- B10. Exclude uses in the floodplain that may have a significant adverse impact on the riverine system. Structures which pose a potential downstream hazard and/or negatively affect the flood water storage capacity of the floodplain should be prohibited.
- B11. Exclude land uses which pose a significant threat to water quality within the Pomperaug River Aquifer.

The Main Street Design (MSD) District regulations, the main tool for implementing these policies, should be reviewed and amended as appropriate to incorporate the following additional design provisions:

- B12. Amend Section 5.6.1 to separate and thereby highlight the language identifying the intent of the regulations, which is now lost in pro forma zoning language. Expand the Intent section to include the design standards to be applied as stated in the Planning Commission's land use policies on scale, architectural style, landscaping, etc.
- B13. Work with the Historic District Commission to establish a design vocabulary for lighting and streetscape treatment within the MSD District. The objective should be to establish guidelines that will assist Commissions in their review and developers in their selection of materials and styles to maintain consistency with the surrounding historic character.
- B14. Work with the Historic District Commission and qualified cultural landscape preservation professionals to establish an overall landscape preservation and restoration guidelines. Develop landscape planting guidelines to assist in the selection of appropriate plant materials.
- B15. Amend the Zoning Regulations to require buffer areas in new, retrofitted or converted developments.
- B16. Establish alternative parking standards for numbers, layout, etc. to minimize impact on Main Street.
- B17. Enhance opportunities for pedestrian activity within the corridor by maintaining the existing sidewalk network in good repair, completing the Main Street sidewalk program to connect the Middle Quarter and the Main Street Design District areas (priority should be given to installing a

sidewalk between Route 64 and Old Sherman Hill Road), and expanding sidewalk connections to Main Street at the north end of the Town Center, e.g. Judson Avenue, Church Street, Quassuk Road and Washington Road (Route 47).

- B18. Implement the transportation improvements listed in the Transportation strategies section to facilitate traffic flow through the historic village center area between Route 64 and Route 47.

The land use guidelines currently included in the Middle Quarter District Plan of Development are targeted at addressing the need for community retail activities, tax revenue, maintaining the small-town atmosphere, and protecting natural resources, particularly the Pomperaug Aquifer. These guidelines are a combination of policies, regulatory actions and design standards, including:

- B19. Continue to focus commercial activity for the Town in the Middle Quarter area within the limitations of the land, water and infrastructure resources available.
- B20. Encourage commercial site plans utilizing multiple smaller structures rather than one or two large structures.
- B21. Encourage the preservation and reuse of existing structures of historic and aesthetic value.
- B22. Encourage higher volume retail uses to locate along the frontage of Routes 6 and 64, and emphasize the transition to residential areas by encouraging less intensive uses at the intersection of Route 64 and Old Ben Sherman Road, along Middle Quarter Road, along the northern boundary of Middle Quarter Planning Area A, and the southern boundaries of Planning Areas C and D.
- B23. Reduce the number of points of ingress and egress within Middle Quarter by encouraging vehicular and/or pedestrian connections between developments.
- B24. Include plans for fire protection in site development plan review.
- B25. Consider the impacts of rear entrances on South Pomperaug Avenue and Middle Quarter Road when evaluating site development plans.
- B26. Allow on a limited basis mixed residential and commercial development within Middle Quarter.
- B27. Prohibit earth excavation operations within Middle Quarter except as outlined in Sec. 15.2 of the Woodbury Zoning Regulations.
- B28. Encourage site plans where the parking areas are buffered from streets and adjoining properties by the buildings they support.

- B29. Prohibit land uses that will contribute to significant traffic congestion and/or littering, such as fast food restaurants. A fast food restaurant is defined as an eating establishment, with or without a drive-thru window, characterized by a large carry-out clientele, high turnover rates (generally less than 1 hour) for eat-in customers, and raw materials purchased on a regional or larger basis.
- B30. Prohibit land uses that present hazards to the Pomperaug River aquifer, its surface and groundwater tributaries, and preserve in quality and quantity the inland wetlands and watercourse resources located throughout Middle Quarter. Further, apply the standards for aquifer protection to the entire Pomperaug Aquifer as identified in the Lower Housatonic Basin Report and the Level A mapping and Aquifer Protection Regulations of the Connecticut Department of Environmental Protection Regulations.
- B31. Limit the extent of impervious cover over the entire Pomperaug Aquifer to a maximum of 50% of the buildable area of each parcel. Encourage land uses that require minimal topographical alterations.
- B32. Preserve the existing natural landscape of trees and land elevations to buffer the commercial district from residential properties and historic districts.
- B33. Obtain easements in favor of the Town for public access along the Trolley Bed as a public footpath.
- B34. Obtain easements in favor of the Town for public access along appropriate areas of the Pomperaug River as part of the River Walk System. Include provisions for maintenance and protection of private property, and protection of natural habitat areas.
- B35. Encourage applicants to consider neighboring architecture when proposing new developments or making substantial alterations to existing structures.

In a section entitled “Future Goals,” the Planning Commission has outlined its recommendations for regulatory actions, primarily by the Zoning Commission, to implement the land use policies and resource protection objectives of the Plan of Conservation and Development. These recommendations include:

- B36. Request the Zoning Commission to amend Sec. 15 of the Zoning Regulations to include a provision for the minimum depth above ground water any earth excavation or construction must maintain.
- B37. Incorporate some aspects of the Public Health Code in the Zoning Regulations, such as minimum depth to ground water and mottling within the Middle Quarter.
- B38. Develop a monitoring and reporting system for the septic systems located within the Middle Quarter District and the larger septic systems located outside the district but within the watershed of the district.

- B39. Request the Zoning Commission to reexamine the parking requirements for all permitted uses within the Middle Quarter, to possibly reduce the amount of paving necessary.
- B40. Request the Zoning Commission to reexamine the front yard setback requirements as they affect the placement of parking areas within a development.
- B41. Develop standards for buffering the rears of buildings and parking areas adjacent to Middle Quarter Road and South Pomperaug Avenue.
- B42. Develop metes and bounds descriptions of Middle Quarter boundaries where they do not follow existing property lines.
- B43. Reevaluate existing stormwater drywell systems for potential hazards to groundwater supplies. Substitute direct piping systems to either a surface watercourse or impervious storage facility to control pollution potential.
- B44. Request the Zoning Commission to amend the zoning regulations to allow a maximum building footprint of 8,000 square feet, although the total building square footage per parcel may remain the same.
- B45. Request Zoning Commission to examine performance-based regulations.

In addition, the following actions are recommended:

- B46. Reexamine the minimum building setback requirements of the Middle Quarter sub-districts A and C; adjust to a 50 foot setback on Main Street to encourage a consistent streetscape depth through the corridor.
- B47. Reexamine Section 5.6a.6 of the Zoning Regulations, which enumerates prohibited uses by sub-district; confirm need to differentiate among sub-districts.
- B48. Within the next two years complete an economic development analysis of the Middle Quarter area as the basis for a Master Plan targeted at enhancing the area's visual relationship to Woodbury's two historic districts which abut it, and its function as the Town's business center (which is diluted by its location in the southern end of Town). Major issues include circulation patterns, pedestrian linkages, full utilization of land areas, possible assembling of parcels for development and determining the Town's role in future development.
- B49. Examine the current Middle Quarter District zoning regulations in light of this master plan and modify boundaries and uses as appropriate to implement the master plan.

C. Transportation

Road layout is closely related to land form. The relationship of natural features such as ridges, watercourses and wetlands govern the development of a roadway network. In Woodbury, this results in a roadway system that

forms a radial pattern around Route 6 and the historic town center. As a result, Main Street (Route 6) carries the greatest amount of traffic, and providing east/west connections to ease traffic flow in the Route 6 corridor is difficult to accomplish. In addition, Route 6 serves a regional roadway function, connecting towns to the north and west with I-84. As Woodbury's development continues to move out from the Town Center and adjacent towns grow, the volume of traffic on Route 6 can be expected to increase, extending areas of congestion further north in the corridor before drivers reach their desired turnoff points.

A Transportation System Planning and Improvements Evaluation was completed by Fitzgerald and Halliday, Inc. to provide baseline information for preparing amendments to the Plan of Conservation and Development. The full study is on file in the Planning Office; key findings and recommendations comprise this section of the Plan.

Table 3
Average Daily Traffic Volume Comparison

Roadway (1996)	Location	Average Daily Traffic (1985)	Average Daily Traffic (1996)	Numerical Increase	Percent Change	Peak Hour Volume
Route 6	at Southbury Townline	10,800	13,300	2,500	23.1%	1,163
	North of Old Sherman	13,200	17,200	4,000	30.3%	1,550
	North of Route 317	11,900	16,900	5,000	42.0%	1,536
	North of Route 47	8,600	11,800	3,200	37.2%	1,096
	North of Flanders Road	3,800	5,300	1,500	39.5%	483
	<u>At Watertown Townline</u>	<u>4,000</u>	<u>5,000</u>	<u>1,000</u>	<u>25.0%</u>	<u>456</u>
Route 64	East of Route 6	7,100	7,800	700	9.8%	673
	<u>At Middlebury Townline</u>	<u>6,100</u>	<u>6,800</u>	<u>700</u>	<u>11.4%</u>	<u>610</u>
Route 317	West of Hollow #1	3,800	5,100	1,300	34.2%	486
	<u>West of Transylvania Road</u>	<u>2,200</u>	<u>3,400</u>	<u>1,200</u>	<u>54.5%</u>	<u>350</u>
Route 47	North of Route 6	4,700	5,500	800	17.0%	492
	North of Route 132	2,300	3,100	800	34.8%	283
	<u>At Roxbury Townline</u>	<u>1,100</u>	<u>1,900</u>	<u>800</u>	<u>72.7%</u>	<u>165</u>
Route 132	North of Route 47	1,700	1,800	100	5.9%	171
	<u>North of Weekepeemee</u>	<u>900</u>	<u>1,000</u>	<u>100</u>	<u>11.1%</u>	<u>95</u>
Route 61	North of Route 6	2,600	3,600	1,000	38.5%	315
Flanders Road	North of Route 6	N/A	2,900	N/A	---	295
Middle Road	South of Ash Swamp Road	N/A	3,200	N/A	---	339
Turnpike						

Source: Fitzgerald & Halliday, Inc., 1998, Buckhurst Fish Hutton Katz, Inc., 1988, and Connecticut Department of Transportation, 1998

A review of average daily traffic volume for the last ten years provides a picture of both local and area development trends and the relationship between development patterns and the distribution of traffic increases. Table 3 summarizes the Average Daily Traffic Volume Comparison for 1985 and 1996. The effects of the trend in Woodbury's development to those areas in the northern part of Town, and the increase in pass-through traffic along Routes 47, 132 and 61 are indicated in the numerical and percentage increases. These increases impact the operational levels at which the roadways operate, particularly Main Street. Because Main Street is the center of the community, it contains a diversity of land uses and functions. It is the civic center, the commercial center, and the social center where residents walk, visit the library and the senior center. Avoiding conflicts between the traffic functions and the community functions is critical to maintaining a vibrant business climate as well as the small town atmosphere.

Level of service analyses completed for the Route 6/Route 64, Route 6/Route 317 and Route 6/Route 47 intersections during the afternoon peak traffic period indicate that certain traffic moves at the three locations are at or very close to capacity when the pedestrian crossing signal is activated: the southbound left turn at Route 6/64; the northbound and southbound flow at Route 6/317 (Town Hall), and the northbound lane at Route 47. Without activation of the pedestrian crossing signal, only the southbound lane at Route 317 and the northbound lane at Route 47 presently exhibit undesirable levels of service. Under projected traffic volumes in the year 2015, these four key intersections experience worsened conditions, all falling to undesirable levels of service without activation of the pedestrian crossing signal. Eastbound movement at Route 6/47/Pleasant Street when the pedestrian crossing signal is activated is also project to reach undesirable levels.

Existing conditions and future average daily traffic and volume to capacity projections indicate that the most pressing transportation planning issue in Woodbury continues to be safety and congestion on Main Street. Although the volume to capacity analyses conducted in conjunction with these amendments to the Town Plan do not indicate that a full-scale widening or significant capacity improvements will be necessary in the next ten years, the Central Naugatuck Valley Council of Governments (CNVCOG) has identified the Route 6 corridor as warranting attention by the year 2020 due to transportation demand exceeding capacity. This Plan suggests two courses of action to address congestion, safety and transportation needs in the Route 6 corridor: a proactive approach to working on a regional level to address traffic management, and the following strategies to improve traffic flow in the corridor:

- C1. Work with the CNVCOG to complete a Route 6 corridor study that considers A.M., P.M. and weekend peak traffic periods. This study should cover the length of the corridor because of the regional nature of the traffic.
- C2. Initiate contact with the DOT District Office immediately to discuss and implement the following simple but highly effective improvements. The corridor's three key signalized intersections currently operate with short cycle lengths. Extending cycle lengths during the P.M. peak hour will improve the level of service. The recommended changes and associated improvements include: at Route 6/64 – increase the overall cycle length to 80 seconds to provide an additional 8 seconds for the southbound advanced phase; at Route 6/317 – increase the cycle length to 100 seconds (120 seconds when the pedestrian phase is called), eliminate the striping prohibiting a southbound right turn and provide a southbound right turn lane; at Route 6/47 – provide a northbound left turn lane, an advanced northbound phase (this will require a new signal) and increase the cycle length to 100 seconds (120 seconds when the pedestrian phase is called).
- C3. Discuss other Route 6 issues with the District Office, including completion of a signal warrant analysis for the Route 6-Flanders Road intersection; the possibility of adding a left turn lane on the northbound approach at Flanders Road/Route 6; adding shoulders just north of Old Sherman Hill Road to provide by-pass capability and an area for bicyclists to travel; and a pedestrian crossing north of Park Road possibly associated with a horizontal bump out which would have a traffic calming effect and shorten the crossing distance.
- C4. Prepare a Position Paper on traffic and travel demand, how they affect Woodbury and how this is a regional problem requiring a regional solution. Approach the CNVCOG and other interested organizations to establish a timetable for developing coordinated travel demand solutions within the framework of Woodbury's goal to achieve a manageable level of operation with minimal impact on the visual and physical character of the Town's roadways.
- C5. Take a proactive role in initiating a regional traffic management program tapping resources of other regions such as the Southwestern Connecticut Regional planning Agency, which has been actively addressing solutions.
- C6. Initiate travel demand management activities to contribute to easing traffic volumes and enhancing traffic flow. Ridesharing, express bus service, and weekend shoppers shuttle/tour trolley are ideas

to be explored. The parking lot at the North Congregational Church is a potential location for a park and ride lot. The DOT offers assistance in creating these facilities, which would be a good off-peak use of the area and a revenue source to the Church. Similar park and ride locations should be investigated.

- C7. As a matter of policy, discourage new unsignalized driveways at intersections, such as the situation at the Lewis Building driveway at Route 6/317.
- C8. Public parking areas in the Route 6 corridor should be clearly identified and their use promoted by businesses and civic-sponsored functions occurring in the corridor. Cooperative arrangements for public use of private parking areas (church lots, the Southern New England Telephone Company lot, etc.) during periods when not in private use will take full advantage of the corridor's parking resources and encourage pedestrian activity rather than short point-to-point automobile trips.
- C9. In conjunction with this, sidewalks should be completed on at least one side of Main Street from Old Sherman Hill Road to Route 64, completing the desired continuous system from Middle Quarter Road to Middle Road Turnpike. A sidewalk should also be installed on Judson Avenue to connect Route 6 with the elderly housing complex on Judson. The Sidewalk Committee's charge should be expanded to include these areas.
- C10. On weekends and during periods of high pedestrian activity, cones with pedestrian warning signs can be placed, with DOT approval, in the crosswalks on Route 6 where needed. These devices must be placed and removed daily so that they do not create traffic hazards during nighttime conditions.
- C11. Pedestrian areas play an important part in maintaining the historic function of Main Street as the social heart of the community. Pedestrian areas must be defined, readily identifiable and well maintained. Crosswalks should be added when they enhance Main Street activities and provide safe environments for linkages between functions or locations, such as in the case of the proposed Park Road area crosswalk which is needed by Orenaug Park users (who are directed to park at Hollow Park), and participants enjoying the Main Street walking tour.
- C12. It is recommended that the on street parking near the Route 6/317 intersection be re-striped to provide angled parking for southbound only use. The current layout contributes to traffic congestion by creating delays in both northbound and southbound traffic flows at a key intersection.
- C13. Under existing driveway and land use configurations, Route 6 does not lend itself to access management techniques aimed at preserving roadway capacity. Land uses are small-scale and parking areas are generally too small and segmented. However, as properties redevelop or change uses, combining driveways, restricting turning access at driveways or cooperative internal circulation patterns should be required. Two potential locations for case studies of the technique of combining driveways are the McGovern property at 125, 127 and 129 Main Street North, and

the adjoining San Remo Garden Center property at 135 and 139 Main Street North. The Town should work with the owners of these properties to determine the feasibility and desirability of undertaking such improvements.

- C14. Access management is the process of overseeing access to land development while simultaneously preserving the flow of traffic on the surrounding roadway system in terms of capacity and safety by reducing the need for roadway relocation, reconstruction or widening. Access management tools involve physical design techniques incorporated into local land use regulations. Woodbury's Zoning and Subdivision Regulations should be revised to include specific standards for access design such as location of driveways in relation to other access points, spacing of driveways, when additional traffic controls are called for and consideration of the traffic patterns on the road being accessed. Standards should be correlated to the functional classification (rural minor arterial, rural major collector, rural minor collector and local roads) as detailed in the 1988 Plan of Development and referenced in the 1998 Transportation Study completed by Fitzgerald and Halliday, Inc. The latter contains specific suggestions on areas of the regulations to be amended.
- C15. As traffic levels on Route 6 increase commuters, particularly residents with a knowledge of the local roadway system are likely to seek out parallel by-pass routes. Three such routes are Tuttle Road to White Deer Rocks Road; Bacon Pond Road to White Deer Rocks Road; and Transylvania Road to Good Hill Road to West Side Road to Westwood Road. These roadways should be carefully monitored under an overall maintenance program to assure that appropriate, safe conditions are provided.
- C16. For safety considerations, the intersection of School Street and Washington Avenue should be upgraded to relocate the utility pole and install crosswalk markings, school warning signs and sidewalks in the vicinity of the Mitchell Elementary School/Woodbury Middle School area.

The transportation system throughout the Town should be governed by the principal of protecting town character while maintaining a safe and efficient roadway network. The following actions are recommended:

- C17. Continue the Town's overall road maintenance and improvement program.
- C18. Keep road widening to the minimum required to maintain safe conditions.
- C19. Provide turning lanes where needed for efficient traffic flow.
- C20. Adopt a Planning Commission statement concerning existing and proposed dead end roads. In determining whether a road system remains or becomes a dead end, the Commission should weigh improved circulation, ease of maintenance and safety of a through road against the preservation of existing neighborhoods and the quality of life issues of existing residents.
- C21. Work with the Police Department, the school system or another public service agency to develop a public courtesy and education program.

D. Resource Management

1. Open Space

Woodbury has an abundance of open space - forest, field, farmland, watercourses and floodplain. Very little of this character-defining landscape can be considered permanent open space. It exists today because development pressures have not been great enough, or lucrative enough, to cause owners to develop the land. Tax incentives have been used extensively to discourage land development, but this passive approach is risky at best. The Town cannot rely on the fact that future owners will view the land as a resource to be protected rather than a commodity to be developed. Land use regulations can strive to minimize the impact of future development, protect critical resources and create an open space network, but the Town must provide the linchpins of that network through its own land preservation program.

Protecting and retaining the rural character of Woodbury means preserving the natural landscape that creates the rural atmosphere. Since so much of the landscape is in private ownership, the threat of development hangs heavy. The Town regulates development activity through zoning, subdivision and inland wetland reviews, and can legislate design standards, including open space set-asides. In order for the regulatory process to produce an effective open space network, the community needs to have identified and prioritized the areas that are critical, character-defining resources. This process was begun in the 1997 Cultural Resource/Open Space Plan. The Town subsequently adopted a Watershed/Viewshed Regulated Area ordinance to protect one of the key elements, ridgelines. The final step is the open space strategic planning process initiated by the Conservation Commission and the Town Planner as part of the amendments to the Town Plan of Conservation and Development.

The Conservation Commission's open space strategic planning process is based on the philosophy that as Woodbury continues to grow, open spaces should be provided and woven into the fabric of the Town. The intent is to obtain a balance and harmony between physical development and open space. The Commission defines open space as land for passive and active recreation, wildlife enhancement, protection of ground and surface water quality, protection of scenic views and vistas, and farming. The process of identifying parcels containing critical natural resource and historic landscape elements has begun with the mapping of key properties as shown on the Open Space Plan Map. The Conservation Commission is developing an evaluation and ranking system under which properties will be prioritized as the basis for a directed acquisition strategy, including identification of preservation methods for each area proposed.

Many mechanisms exist in the Town of Woodbury for preserving open land. Outright fee simple purchase, conservation easements in favor of the Town, purchase of development rights, and continuation of the use assessment all have their place in an aggressive open space acquisition program. While conservation easements do not have an unlimited lifetime, and use assessments are not in themselves permanent solutions, the cost to the Town of land taxed under open space, farm, or forest designations is small, no expensive service being required, and the value of the viewshed preserved by landowners not being pressured by market value assessments is priceless.

It is recommended that as the open space planning process continues, the Conservation Commission maintain close liaison with all land use commissions, particularly the Planning Commission, through the Town Planner. Successful implementation of the Open Space Plan will be dependent in large part on each land use commission

understanding the goals and priorities of the Plan, and how each Commission's regulatory responsibilities present opportunities to achieve the goals. In addition, the following actions are recommended:

- D1a. Contact owners of land containing character-defining features and playing key roles in contributing to the Town's rural character to discuss land preservation options and develop preservation plans.
- D1b. Educate landowners on resource-based development planning; enlist their commitment to this development philosophy and preservation of critical areas.
- D1c. Encourage landowners currently participating in the use assessment tax program to donate/dedicate open space areas in perpetuity.
- D1d. Establish a dedicated open space fund for purchase of open space lands or high priority areas where preservation through development set-aside is unlikely.
- D1e. Prepare and distribute educational materials on selective view clearing as opposed to clear-cutting.
- D1f. Amend the Subdivision Regulations to include conservation subdivision provisions that include mandatory preparation of conceptual plans for pre-application review of both conventional and conservation layouts for subdivisions of four or more lots.
- D1g. Work with the Connecticut Department of Environmental Protection to explore designation of large tracts of open space area as State Forest.
- D1h. Keep the Open Space Plan current and make it a requirement for developers and the Planning Commission to consider the Plan in subdivision planning and review. Plan for connections to open spaces within and outside of new subdivisions. Refer plans to Conservation Commission for review.
- D1i. Amend the Subdivision Regulations to encourage provision of trails and greenways in subdivision layout. Encourage multiple use of utility easements to provide connections to trails and greenways.
- D1j. Add consideration of open space linkages and impacts to rezoning requests and site plan reviews by requiring that open space features (including historic and archaeological resources) be shown on plans; refer plans to Conservation Commission for review.
- D1k. Identify, with the aid of the Conservation Commission, those open space areas, particularly riparian areas, where development is inappropriate because of potential degradation of natural and/or cultural resources.
- D1l. Work cooperatively with adjoining towns to encourage open space preservation and protection of rural character.

- D1m. Continue to collaborate with Flanders Nature Center on open space planning and management.
- D1n. Review and amend goals of open space management and recommend a pre-application review by the Planning Commission.
- Dlo. Establish the position that town-owned open space appropriate for agricultural use should be leased out and utilized consistent with historic uses on the site.

2. Greenways

The basis for the Conservation Commission’s Open Space Plan is the creation of corridors of open space or greenways following natural features. These natural resources not only foster open space linkages within the Town’s boundaries, but are part of larger systems extending into adjoining towns and the regions beyond. Woodbury’s open space network should provide for linkages to the Pomperaug River Greenway being developed in Southbury, to the Shepaug Greenway being developed in Washington and Roxbury, to the Middlebury Rails to Trail facility along Route 64, and to the proposed Nonnewaug regional park to be located in Woodbury, Watertown and Bethlehem. The Pomperaug and Shepaug Greenways will tie in with a Housatonic River Belt Greenway system, and the Nonnewaug regional park may have potential for linkage in Watertown with the Mattatuck Trail.

- D2a. Through its own greenway efforts and cooperation with neighboring municipalities, Woodbury should become part of a regional effort to shape future growth patterns by providing a system of protected open space and rural landscapes.
- D2b. Protected greenway areas should be supported by green space in man-made roadway corridors or development clusters.
- D2c. Buffer areas should be maintained on existing public rights-of-way and landscaping at the entrance areas of new roads required in order to provide pleasing visual transition from existing wooded rights-of-way to new roads.

3. Cultural Resources

Thanks to the survival of a combination of diverse natural landscapes and a profusion of scenic vistas, the lingering image of Woodbury is one of a rural town. Since the end of the Civil War, Woodbury has been cognizant of its historic importance and has acted to protect its man-made historic resources through the designation of historic districts. The remarkable thing about the Town’s landscape is that expanses of the natural components of its historic past – the floodplains, cultivated and fallow fields, forested hills and ridgelines – also remain and serve collectively to define the Town’s rural character.

In a Cultural Resources/Open Space Plan completed in 1997, the Town's cultural assets were identified and proactive initiatives to guide present day activities without compromising the Town's character were identified. That study forms the framework for the Town's future development policies because of the critical interrelationship of protection of cultural resources and preservation of Town character. The study is incorporated by reference into this document; its premise and recommendations are essential to preserving Woodbury's distinctive character. Because a broad-based definition of cultural resources was used, many of its recommendations are found elsewhere in this Plan under appropriate categories.

The Town's major cultural resources fall into six general categories of assets:

- D3a. Historical settlements, some of which are formal historic districts, some of which are clustered presenting the potential for forming districts, but the majority of which are simply scattered, individual examples of Woodbury's heritage.
- D3b. Gateway points and roadways that not only provide for local access and serve as conduits for commuter traffic, but set the tone of rural character by providing edge-of-forest screening along heavily traveled roadways and serving as the public's observation points of the cultural landscape.
- D3c. Crossroads and greens formed by the historic pattern of converging and crossing roadways provide visual interest, can be effective in calming traffic, contribute to the sense of scale and provide elements of historic and physical significance.
- D3d. Woodbury's natural resources result in three distinct environments where the potential for evidence of prehistoric or Native American occupation is high. These sensitivity zones include areas of steep, exposed bedrock; well-drained knolls adjacent to fresh water (areas often associated with sand and gravel resources); and lands that fall within the 100-year flood plain. These sensitivity zones could contain remnants of a fragile heritage and so warrant careful consideration of potential development impacts during the regulatory review and approval process.
- D3e. The most important cultural assets to preserve are the hardest to protect: the Town's integrated landscapes and viewsheds. These resources represent the historic fabric of the community but they are dispersed across the landscape in multiple private ownerships. Protection of this unique asset must be accomplished in a unique way involving public policy, regulatory provisions and land acquisition.
- D3f. Special areas such as historic cemeteries, historic bridges, the abandoned trolley bed that once connected to Waterbury, Castle Rock, Orenaug Park, the Nonnewaug Falls area, the Whittemore Sanctuary and the water company lands are among the special features to be protected from encroachment by development.

The Town's land has been used and reshaped by successive generations of residents who have created the cultural landscape that we see today. As current stewards of the land, residents face the same challenge as their predecessors: balancing development with preservation of the Town's distinctive character. Success will result from recognizing that this evolving landscape has finite properties.

- D3g. The Town's land use commissions should formalize and promulgate development guidelines outlining a qualitative development philosophy. This philosophy should be included in all the local land use regulations to inform developers of the framework for undertaking development in Town and the criteria against which development proposals will be measured.
- D3h. Local regulations should be amended as appropriate to articulate and enforce the guidelines.
- D3i. The Subdivision and Zoning Regulations should be modified to incorporate the conservation-based design provisions articulated in the preceding section on Town Character, including archaeological evaluations.
- D3j. The Historic District Commission should develop a manual of design guidelines for additions/remodeling of historic homes. Such a manual would not only assist Commission members in reviewing proposals but aid owners of historic properties within and outside of formal districts in undertaking appropriate improvements.
- D3k. The Zoning Regulations should be amended to include provisions for protecting existing vegetation, maintaining an edge-of-forest screening along arterial and collector roadways, and establishing setbacks or buffers from historic properties or districts, including cemetery plots.
- D3l. Designation of scenic roads under the Town's Scenic Road Ordinance will provide protection to especially sensitive areas. Priority locations include White Deer Rocks Road, Flanders Road, Minortown Road, Church Hill Road, Transylvania Road, Grassy Hill Road, Trolley Bed Road, Cat Swamp Road and portions of Old Sherman Hill Road.
- D3m. The studies and investigations recommended in the Cultural Resource/Open Space Plan should be scheduled for completion so that appropriate actions can be undertaken to protect the diverse categories of resources listed. Some of this work, such as the survey of crossroads and greens, can be done by volunteers.
- D3n. Seek grant funds and budget local shares for studies requiring the services of architectural historians and other professionals to complete documentation for listing the hamlet of Pomperaug and Minortown on the National Register of Historic Places.

4. Aquifer Protection

Since groundwater remains the sole source of Woodbury's water supply, groundwater supply and protection are primary considerations in land use planning and decision-making in the community. The Connecticut Department of Environmental Protection (DEP) has classified the quality of much of the groundwater in Woodbury as GB/GA: needing treatment before being suitable for human consumption. This is the classification

assigned to areas where the groundwater is known or presumed to be degraded due to the presence of a variety of pollution sources: wastewater discharges, spills, leaks of chemicals or other land use impacts. The State's goal for these areas is to restore a drinking water quality by remediation at contaminated sites and preventing further degradation or the possibility of contamination.

Much of Woodbury's water supply, whether for the United Water Company Connecticut (UWCT), community water systems serving single developments, or individual wells, is the Pomperaug River aquifer system (see Figure 1) which extends from Bethlehem to Southbury, serving adjoining communities as well. The aquifer lies under the Town's central plain and river tributaries, placing it under the oldest and most intensely developed areas of Town. The aquifer is replenished via rainfall and runoff from developed areas, farms and open space. Poor management of wastes from almost any land use can result in groundwater contamination and Woodbury has a diversity of land uses occurring within the aquifer boundaries. Because of this, the focus of the 1988 Plan of Development was on water quality and establishing local aquifer protection measures.

In the intervening ten years the Town has adopted a number of aquifer protection provisions. They include an Aquifer Protection Overlay Zone, applied over the entire Pomperaug aquifer, establishing land use controls and design and operating standards as groundwater protection measures; Watershed/Viewshed Regulated Area provisions in the subdivision regulations to protect the groundwater recharge function of the ridgelines; an ordinance regulating the installation and maintenance of fuel oil storage tanks; public education through dissemination of information on groundwater issues; annual household hazardous waste collection days; and participation in the effort to establish a permanent regional household hazardous waste disposal site.

These actions have been coordinated with DEP, which manages Connecticut's clean water and aquifer protection programs. DEP is preparing, and within the next ten year period should adopt, state-wide aquifer protection regulations and land use standards which will assist towns in refining interim provisions that many, like Woodbury, have adopted while waiting for the State to move the program forward. In the interim, Woodbury's current regulations and aquifer protection program can be strengthened by the following actions:

- D4a. Continue the Town's sewer avoidance policy.
- D4b. Update the 1991 Land Use Inventory prepared by the Pomperaug Health District and keep current as uses change or are added. Potential contaminant sources at each site should be noted and mapped.
- D4c. Expand educational materials to include information on septic system use, maintenance practices such as recommended pumping schedules, the do's and don'ts of what to put into the system, and how to protect the leach field.
- D4d. Enlist the help of realtors in distributing septic system fact sheets to homeowners at time of purchase.

- D4e. Explore ways to document and maintain up to date information on those small and/or home based businesses which may be using hazardous materials within the aquifer boundaries.
- D4f. Identify and map the six known regulated community septic systems and locate unregulated systems; develop an annual monitoring program.
- D4g. Assume an active and visible role in monitoring potential and existing contamination problems by formalizing the role of the Water Pollution Control Authority.
- D4h. Work with the Pomperaug Health District to evaluate the need to include community septic systems impact reviews under the Special Permit requirements of the Aquifer Protection Zone.
- D4i. Provide educational materials on Best Management Practices (BMPs) to all existing non-residential users in Woodbury and to any applicant for a non-residential zoning permit in the future. The DEP publication “Best Management Practices for the Protection of Ground Water” provides guidelines for several types of businesses in handling and disposing of hazardous materials and wastes.
- D4j. Identify small generators and/or others not utilizing 110% containment; work with them to develop materials management plans.
- D4k. Develop an educational outreach program targeted to small business owners to emphasize the importance of using BMPs in the handling of any hazardous materials within the aquifer boundaries.
- D4l. Invite operators of active farming operations to a meeting to discuss management of farm wastes and use of farm related chemicals, and provided with the DEP publication “A Manual of Best Management Practices for Agriculture.” Programs available through the U. S. Department of Agriculture offer both technical and financial assistance to farmers in planning, designing and constructing agricultural waste management systems and information on these programs should be part of the outreach effort.
- D4m. Develop an educational outreach program targeted at the use of fertilizers, pesticides and other lawn chemicals either by individual application by the homeowner or through a commercially available contractor. The ultimate goal would be to inform residents of threats to the water supply and danger to humans and wildlife represented by misuse of these products.
- D4n. Survey all homeowners in Woodbury to develop a database of existing residential underground fuel oil storage tanks, their age, construction and location as another management tool for water quality protection. Residential underground storage tanks are not required to be registered with the local fire department and DEP as is the case with commercial tanks. Therefore, no monitoring program exists for underground residential fuel tanks, often commonly buried in yard or driveway areas.
- D4o. The current Aquifer Protection Overlay zone does not expressly address the expansion or intensification of uses which were once allowed but are now prohibited because they are deemed

to pose a high level of threat to groundwater quality. These situations should be identified and guidelines for aquifer protection established.

- D4p. Review the three regulations (zoning, subdivision and fuel oil storage tank ordinance) relating to protection of groundwater to rephrase them to provide cross references to one another. This will allow an applicant to fully understand what is required, regardless of which regulation to which he/she first refers.
- D4q. Create a referral mechanism from the Planning, Zoning, Inland Wetland and Conservation Commissions to the WPCA.
- D4r. Depict the geographic boundaries of the Aquifer Protection District on the Zoning map or other map suitable for inclusion in the published regulations.
- D4s. Continue to pursue establishment of a permanent regional household hazardous waste disposal site which would be open to any resident in Woodbury on a regular basis.

The Town should continue to promulgate educational materials on water conservation, protection of water quality and Best Management Practices to residents and businesses, including encouraging school programs and curriculum components to address the issue since all residents are relying on groundwater supplies, whether from the Pomperaug aquifer or upland area wells driven into bedrock.

The issue of water supply can only be addressed in this Plan in terms of the Pomperaug aquifer. Upland area wells must be carefully tested to determine adequacy of individual supply sources. Based on a Water Supply Plan prepared by UWCT in 1996, the Pomperaug River aquifer appears to have adequate capacity to serve Woodbury for the next fifty years. UWCT has no current plans to expand its water service area. This determination of adequacy of supply is based on the yield of UWCT's wells and population projections for the Town. The only issue UWCT has identified with regard to future supply is the ability of its system to draw and distribute sufficient water to meet peak day demands. UWCT proposes to address this problem by promoting efficient use of water and improving efficiencies in its distribution system.

Because the Pomperaug River aquifer is so large and has historically provided an abundant supply of water, it is a resource for neighboring communities as well. This results in diversion of water outside the aquifer's watershed/recharge area. The Watertown Fire District Water Department draws water to serve its Watertown customers via a well field in the northeast corner of Woodbury. The Heritage Village Water Company withdraws water from the aquifer via five wells in Southbury; its service area extends into Oxford to serve areas zoned for non-residential development. This regional resource needs a regional approach to its management to assure adequate supply as well as high water quality to all who rely on the aquifer for water supply.

- D4t. Request that the State mandate simultaneous Level A mapping for the United Water Company Connecticut, the Heritage Village Water Company and the Watertown Fire District.

- D4u. Work with the CNV Regional Planning Agency on water supply planning.
- D4v. Review water company Water Supply Plans and establish Minimum Flow Standards to reduce impact on Pomperaug River and its tributaries
- D4w. Identify areas over the aquifer for excavation prohibition
- D4x. Require hydrological modeling or investigations of proposed waterbodies to demonstrate no appreciable impact on safe yield of the aquifer and adjacent wells and waterbodies. Particular attention should be given to drought conditions.
- D4y. Maintain communication on water supply and water quality issues with water companies on an annual basis.

5. Mineral Extraction

Mineral extraction activities have the potential to cause unacceptable adverse impacts on water supply and flood management; increased potential for soil erosion and sedimentation; and the potential to effect drainage and the groundwater table. On a commercial scale, they can be incompatible with surrounding land uses, thereby impacting land values, and impacting traffic circulation and road conditions. Careful management is required to assure that all excavation activities occur without impacting water resources, diminishing the usefulness of the land or significantly altering the character of the area. Woodbury's current Earth Materials Regulations (Section 15 of the Zoning Regulations) should be amended to include the following provisions.

- D5a. The Purpose section should be amended to specify protection of historic areas, scenic landmarks and essential Town or neighborhood characteristics.
- D5b. The Purpose section should be amended to specify conservation and preservation of groundwater resources.
- D5c. Application information requirements, including renewal applications, should be expanded to include archaeological evaluations by a professional archaeologist. The Cultural Resource/Open Space Plan contains sample ordinance and investigation guidelines.
- D5d. Application information requirements, including renewal applications, should be expanded to include visual impact assessments prepared by a Landscape Architect.
- D5e. A Restoration and Enhancement Plan, including a Landscape Plan prepared by a Landscape Architect, should be required during the application process. The Restoration Plan should provide for final contours appropriate to future use of the property, compatibility with natural features and uses abutting the property, and mitigate loss of habitat value.

In addition, the following policies should be followed with regard to earth excavation activities.

- D5f. Contact the owner of the Earth Excavation District on Transylvania Road and establish a timetable for restoration of the site. Consider rezoning the area to a zoning category that will allow reuse consistent with surrounding area.
- D5g. Do not allow dramatic increases in the overall amount of area zoned for earth excavation at the two areas being actively mined. Any expansion should be contingent on restoration to final landform and vegetative cover of areas where extraction is completed. Restored areas should not be re-opened for mining. Reclaimed areas should be turned over to the Town or held for private development.
- D5h. As the locations of excavation activities at the Park Road site change, alternative access to the site will become an issue. Traffic analysis of truck activity in the short-term and re-use development traffic in the long-term should be required prior to approval of new access points. Improving traffic conditions on Park Road should be a long-term goal by exploring the potential for site access from Bacon Pond Road and White Deer Rocks Road.

E. Land Use Diversification

The largest component of Woodbury's tax base is residential uses, which comprise 87% of the Grand List. There has been a slight decrease in the number of commercial buildings and a slight increase in the number of industrial buildings in Town over the last ten years. O&G Industries is the Town's major taxpayer, leading the top ten list in real estate taxes, and ranking second in personal property taxes paid. Woodbury's non-residential uses are small-scale and, for the most part, are concentrated in well-defined areas along the Route 6 and major collector corridors. Home-based businesses are beginning to result in dispersion of non-residential uses.

The scale, type and location of non-residential uses is the result of consistent Town policies to maintain the character of Woodbury. Residents have indicated through the Community Survey that they do not support zone changes to create additional non-residential areas in Town. Therefore, the focus of the Land Use Plan will be on protecting and enhancing what exists, and emphasizing quality of design for all development or redevelopment proposals to assure continued economic vitality.

The Town establishes its policies and goals for development, but market forces actually determine business growth. Woodbury is fortunate that its traditional development pattern lends itself to commercial markets that foster its policies and goals: small-scale retail development serving Woodbury and immediately surrounding towns, and a niche market of antiques/tourism. Industrial uses are sensitive to workforce and access issues; Woodbury is less competitive in this area because of access issues. Natural resource extraction has been its primary industrial attraction.

The nature and scale of Woodbury's economic base lend themselves to maintaining economic vitality through collaborative efforts between the Town and the business community. The Town has active business groups who know the distinctive nature of their businesses and recognize that the Town's distinctive character contributes to their business success. Most are town residents and share the desire for maintaining quality of life as well as quality of development. The emphasis of the Economic Development component, therefore, is on joint efforts to foster the existing business base and strengthen Woodbury's characteristic pattern of business activity.

- E1. Establish a working dialogue among the Board of Selectmen, the Planning Commission, the Zoning Commission and the business community to involve business people and property owners in planning for commercial areas.
- E2. Work jointly with the business community to identify concerns or perceived areas of conflict between Town boards and businesses, and to resolve issues so that actions support and strengthen local businesses.
- E3. Make optimal use of existing parking spaces by installing directional signs to public parking areas and facilitating use of private parking areas if not in use on weekends.
- E4. Encourage participation by local businesses in the activities of the community and provide high visibility acknowledgement of business participation.
- E5. Continue the policy of retaining historic characteristics and scale while accommodating business needs.
- E6. Manage non-residential growth by working with local owners of existing commercial property resources. Encourage utilization of existing commercial areas rather than expansion into new areas. Properties for consideration include: Woodbury Center, Inc.; the McGovern property on Main Street North; the Heavens property (Corey's) on Main Street South; and the SNET properties on Main Street and Bacon Pond Road. Appropriate, low intensity uses should be sought for existing legal non-conforming commercial sites, such as the Connecticut Tube factory on Old Town Farm Road, Duda-Goodwin on Washington Road and J.M. Scott Associates on Washington Road.
- E7. Continue forms of land use compatible with residential development and maintaining the Town's historic and open space character. Appropriate uses could include private, fee paid recreation areas for swimming, horseback/equestrian facilities, ski/cross country ski areas, a hockey rink, tennis club or a golf course.
- E8. Bed and Breakfast uses and inns are opportunities that, when in keeping with the scale and traditions of lodging in town, can be compatible with Town character.
- E9. Encourage pedestrian scale uses that complement the historic village character and traditional building forms in the Main Street Design District.
- E10. Review permitted uses in current Home Occupation Regulations. Modify as appropriate to permit a wider range of home-based businesses that have no adverse impact on surrounding properties.
- E11. Amend the Zoning Regulations to state that all Home Occupations require a Home Occupation Permit, issued by the Zoning Enforcement Officer, in order to be in compliance with the Zoning Regulations.

- E12. Maintain and encourage diversity of development and Town vitality by developing PDP (Planned Development Property) regulations which would allow for development of properties for alternate residential, light manufacturing, office, trades, education, etc. uses, that would fit into a neighborhood by being compatible in scale, traffic, noise etc. and which use could be shown/judged to be less intense than that of typical residential development.

F. Community Facilities

The Community Survey indicated that residents give high ratings to and are happy with the delivery of services currently available in Town. But the survey also revealed that residents feel some services need expansion and that Woodbury is approaching the level of development where certain types of community facilities currently not available in the community may be appropriate. The status of community facilities and services was identified via a Public Agency Questionnaire distributed by the Planning Office. Survey respondents included:

- Public Building Commission
- Pomperaug Health District
- Regional School District No. 14
- Public Works Department
- Woodbury Public Library
- Elderly Services Department
- Board of Selectmen
- Board of Fire Commissioners/Fire Department
- Park and Recreation Commission

Questions included identifying the type and location of physical improvements completed in the last 10 years, identification of planned improvements not implemented and the reason for no action, anticipated needs in the next 10 year period, prioritization of these anticipated needs, and a description of the process each agency uses to assess and plan for facility needs. Table 4 is a summary of anticipated needs, listed as prioritized by the indicated board or commission.

In addition, several community facilities issues raised in the 1988 Plan have not been addressed and undesirable situations such as the need for additional space at Town Hall have been exacerbated. Since these all involve facilities, land and location issues are important considerations. Some town-owned properties will be available to meet the needs, but some land acquisition will probably be required. Since all facilities in Woodbury serve a town-wide function, an accessible central location is preferred, putting the search for land in the Route 6 corridor or its immediate environs. Detailed and coordinated planning over the next ten years will be required to maximize benefits of any land purchases and manage capital expenditures while addressing service delivery expectations. Deferring action will result in diminished service, and possible lost opportunities to acquire appropriate sites and phase in facility improvements. The test will be the will of the people to invest in facility expansion that will maintain civic pride and add to the quality of life.

During the past 10 years the Town's most significant physical plants – Town offices, the senior center, the library and its schools – experienced the three R's: redecorating, reorganization and renovations. The only new construction reported by Town departments and commissions was limited to the transfer station and recycling center, and construction of a service/concession building and athletic field at Hollow Park. Two common threads were cited as reasons for lack of implementation of other proposed improvements or expansion plans: budget constraints (including lack of public support for bond issues) and uncertainty about how to organize functions and configurations of the facilities located on the current Town Hall complex property. These same two issues will be critical to addressing the needs identified for the next ten years.

In order to address its future demands for community facilities the Town should examine the assessment of anticipated needs prepared by the boards and commissions, establish priorities and perform feasibility analyses to determine cost versus benefits. A starting point would be:

- F1. Assemble a computerized base of information on the physical attributes of all Town-owned properties.
- F2. As a matter of policy, examine each of the Town's public facilities and consider how the Town can gain the most benefits from existing and/or new facilities. This could involve adding compatible facilities at existing sites, more flexibility in the use of school or other Town facilities, community reuse of surplus buildings or property, and considering multiple needs when investing in new facilities.
- F3. Seek to acquire additional property in the Route 6 corridor as locations for expanded government or community facilities, e.g. next to the Hollow or the Strong property.
- F4. Examine constructing a community center with provisions for programs and services to all age groups, bringing the community together to interact.
- F5. Continue to monitor, schedule and support adequate budgets for maintenance activities as a means to increase the life of Town facilities.
- F6. Consider recreation needs and consult with the Park and Recreation Commission when acquiring major open space.
- F7. Work with the Flanders Nature Center and organizations such as The Trust for Public Land and the Housatonic Valley Association to identify techniques and funding options for Town acquisition of open space, development rights or conservation easements.
- F8. Work jointly with other towns in the region to seek funding for multi-town projects such as the Pomperaug River Greenway or the Nonnewaug Falls conservation area.

Table 4
Summary of Anticipated Physical Improvements
1998-2008

Public Building Commission

1. Relocate police facility
2. New/adequate Community Center
3. New Public Works building(s)
4. More Town Office parking
5. Useable recreational fields
6. Disposition of existing police facility building

Regional School District No. 14

1. Facility maintenance
2. Elementary School space

Woodbury Public Library

1. Increased parking
2. Expanded shelf, storage and workstation space for electronic media
3. Areas designed to accommodate needs of different age groups, e.g. seniors, very young children, etc.
4. Study space, lounge seating
5. Large meeting room

Public Works Department (Facilities)

1. Additional equipment storage
2. Office space
3. Enlarge/update vehicle maintenance
4. Enclose winter maintenance materials area
5. Hollow Park parking
6. Additional recreation areas
7. Additional Town Office parking

Public Works Department (Roads)

1. Reconstruction, paving, drainage improvements on local roads: Flanders Road, Middle Road Turnpike, Old Sherman Hill/Middle Quarter, Transylvania Road, Brushy Hill Road, Sawpit Hill Road, Laurel Woods Road, Edward Avenue and Railtree Hill Road.

Elderly services

1. Expanded Senior Center (new or renovated) or space in a multi-purpose Community Center.
-

Table 4 – Page 2
Summary of Anticipated Physical Improvements
1998-2008

Board of Selectmen

1. Additional office space for Probate
2. Relocate Senior Center
3. Relocate Police
4. Expand Park and Recreation
5. Relocate Public Works
6. Town purchase of open space

Board of Fire Commissioners/Fire Department

1. Satellite fire house, south end of Town, other side of river
2. Implement fire ponds
3. Replace Engine #8
4. Satellite station, north end of Town
5. New roof on Emergency Services Building

Park and Recreation Commission

1. Community Center (all ages) including community pool
2. Additional park land owned by the Town and under Park and Recreation Department jurisdiction for active and passive recreation opportunities
3. Additional staffing

Source: Public Agency Questionnaire

Open Space Map

The Open Space Map is being revised and put into GIS format. A draft map and open space information can be reviewed in the Town Planner's Office.

**Aquifer Map can be reviewed in the Town Planner's Office.
Land Use Plan Map can be reviewed that Town Planners Office**

APPENDIX A

Woodbury's Natural Setting

The natural setting of Woodbury greatly influences the Town's development pattern. Significant environmental features to be protected include steep slopes, inland wetlands and floodplains, aquifers and their recharge areas and fragile soil characteristics, including depth to bedrock and the water table, and soil permeability.

Topography and Steep Slopes

Original colonial development in Woodbury followed the streams and valleys along the Pomperaug, Nonnewaug and Weekepeemee Rivers. With the exception of a small area in the southeastern portion of Town which drains into Lake Quassapaug and Eight Mile Brook, Woodbury is within the Pomperaug River Basin. Elevations in the community range from approximately 200 feet along the border with Southbury to over 950 feet along the border with Roxbury. A series of ridge lines and hills run generally north/south through the community. Steep slopes present a significant development constraint in several areas. Land with slopes above 15% comprise over 35% of the total land area in Town. Generally, development on slopes above 15% is difficult and development on slopes above 25% is severely restricted. Woodbury regulates developments on steep slopes by prohibiting roads above 6% grade except through special exception by the Board of Selectmen who may allow grades to 10%. Continued regulation of development on steep slopes should help to mitigate the visual impacts of development projects and insure safely accessible subdivisions.

Soils

Soils can determine to a large extent the intensity of development allowed on a particular parcel. In Woodbury, where no sewage system exists, soil type assumes even greater importance. Developments are not approved unless the soils can support an adequate septic system.

Important soils characteristics for judging suitability for septic tanks include the depth to bedrock, the presence of a seasonal high water table and the permeability of the soils. Many soils in Woodbury are underlain by a layer of hardpan just beneath the topsoil which does not allow water or septic effluent to percolate through. It has been estimated that over 45% of Woodbury's land has some form of soil constraint, whether it be poor drainage, shallow depth to bedrock or a seasonal high water table. Soil types are also used by the Inland Wetlands Agency of Woodbury to define wetlands.

The United States Department of Agriculture and the Soil Conservation Service has used the Soil Survey of Litchfield County to identify prime agricultural soils. Prime agricultural soils in Woodbury are found in two general locations, along the bottomland of brooks and rivers and in some cases along ridgetops.

The largest concentration of these soil types is found near the center of Woodbury in the Pomperaug River floodplain. Although few working farms remain in Woodbury, the open space character they impart to the Town is important even when separated from the issue of protection of agricultural soils and uses.

Inland Wetlands

Inland wetlands present another development constraint. These areas, subject to periodic inundation, are often found in or near floodplains and ponds, and are defined and identified by the presence of certain soils. These soil types include poorly drained, very poorly drained, alluvial and floodplain.

Wetlands are important for flood and erosion control and for maintaining water quality. They store water during periods of flooding and decrease its velocity. Sediment which may be released during flooding or through activities such as construction are often trapped in wetlands, helping to maintain downstream water quality. Wetlands also serve as an important ecosystem in the community, supporting a complex variety of animal and plant life.

Wetlands are inherently unsuitable for development. In Woodbury, the Inland Wetlands Agency regulates wetlands. Permits must be obtained for activities proposed within wetlands areas. Uses allowed are restricted by State statute and by the Woodbury inland wetland regulations. The Inlands Wetlands Agency regulates activities on wetlands, all watercourses, waterbodies and land within 100 feet of these areas. Site specific flagging is necessary to determine the exact location of wetlands. The U. S. Fish and Wildlife Service has also mapped wetlands in Woodbury through vegetation and aerial photo analysis.

Floodplains

The 100-year floodplains within the Town of Woodbury were studied and mapped as part of the Federal Flood Insurance Program by the Federal Emergency Management Agency (FEMA). The 100 year flood is one which has a one percent chance of occurring each year. Floodplains are mapped for the Pomperaug River and selected tributaries including the Nonnewaug and Weekepeemee Rivers and Sprain, Hesseky and South Brooks. Detailed boundaries of the 100 and 500-year flood zones are shown on the Flood Insurance Rate Maps.

The Town, to comply with federal standards, has developed regulations which limit the type and amount of development that may occur within the floodplain boundaries. Any changes to the boundaries must be approved by the Federal Emergency Management Agency.

Water Resources and Aquifer Protection

All of Woodbury's drinking water, whether it is provided by the Woodbury Water Company or from individual wells, comes from the groundwater supply. And from 1/4 to 1/3 of that supply of that supply comes from the Pomperaug River aquifer.

An aquifer is a renewable source of groundwater. In Woodbury, a large section of the community sits on the Pomperaug River aquifer which extends into Southbury. Groundwater is removed from the aquifer for the local water supply and is returned through rainfall and absorption. The aquifer provides a significant portion of Woodbury's drinking water needs. Managed properly, the Pomperaug River aquifer should prove sufficient for Woodbury's needs. The aquifer is subject to contamination from discharges of the commercial and residential uses found above it. Care must be taken to insure that no toxic wastes contaminate the aquifer. In Woodbury, regulation is complicated by the fact that the Town has historically developed along the river and its aquifer. Main Street and the Middle Quarter Commercial district are both situated on the Pomperaug River aquifer.

Significant Natural Features and Resources

Certain areas of Woodbury possess environmental features worthy of permanent preservation. These include areas with scenic vistas, prominent ridgelines, significant stands of vegetation and water resources such as ponds, wetlands or free flowing streams. Several of these areas have already been preserved as public parkland or through private organizations such as the Flanders Nature Center.

Much of the forested land in the community is placed under the Public Act 490 tax reduction program for forest land. Under this program, the state forester certifies wooded areas of 25 acres or more as forest, enabling the landowner to reduce the assessment on his/her land. There is a penalty incurred if the property is developed during the first ten years it is in the tax reduction program. Much of Woodbury's character and image is formed by its vast stretches of forest, as they alternate with an occasional open field or meadow. The Public Act 490 program also provides tax reductions for farmland and open space land, which in Woodbury is any open parcel more than double the minimum lot size required under the base zoning.

Many of the ridgetops in Town present remarkable views, perhaps the most prominent being the vista from Good Hill and Grassy Hill Roads. Other important vistas are found on sections of Flanders Road, Hoophole Hill Road and from the Orenaug Hills east of Main Street. Apart from outright purchase, scenic vistas can be protected through purchase of view easements or other agreements with private property owners. Under its Subdivision Regulations the Town has adopted a Watershed/Viewshed Regulated Area to minimize the adverse effect of development on the natural landscape.

The O&G quarries operate behind several prominent ridgelines in Town and are now largely obscured from view from Main Street. The ridgelines, particularly the one rising to the east behind Main Street, are vital in shaping the character of Woodbury. Preservation mechanisms similar to those for scenic vistas and careful oversight of earth excavation regulations can insure preservation of these and other ridgelines.

Most of Woodbury's surface water resources, whether ponds or streams, are in private ownership and not accessible to the public. The water quality in most Woodbury streams and rivers remains high and they present a significant community open space and community character resource.

APPENDIX B

The Plan's Goals and Objectives

Goals are general statements regarding the end state the community would like to achieve. They are not quantifiable and do not have a time frame associated with them. An objective, unlike a goal, is measurable and often has a time frame associated with it.

The Town's development goals and objectives serve as a base against which future proposals may be evaluated. All recommendations and policies developed in the Plan of Conservation and Development, and through future planning studies and action, should remain consistent with a set of guiding community goals. In this way, the Plan of Conservation and Development remains an actively used document, and the process of planning becomes as important as the Plan itself. If, at some future date, the community decides to change its course, the goals and objectives in the Plan can be amended to reflect new community desires.

The goals and objectives for the Woodbury Plan of Conservation and Development are presented below:

Community Character

- o Woodbury should preserve its historic, small town aesthetic and environmental qualities.
- o Require development to be compatible with the scale and visual character of the natural and built environment of the existing community.

Open Space and Environment

- o Woodbury should provide a superior system of both public and private open space which allows passive and active recreation opportunities and preserves environmentally significant areas.
- o Develop a system of well located Town parks and facilities which are compatible with adjacent land uses and meet the Town's active recreation needs.
- o Develop an open space system composed of both public and private lands, through coordination with land owners and land conservation organizations and through the subdivision process.
- o Develop a program which serves to link together the open space system through pedestrian trails or hike/bike trails.
- o Work with private land owners to develop a variety of protective measures such as conservation easements and restrictions for the preservation of private open space in lieu of public acquisition.
- o Develop a preservation strategy for the most significant identified environmental resources.

- o Institute a program which assists in the preservation of agricultural lands and buildings, including both working and non-active farms.

Transportation

- o Woodbury should develop and maintain an efficient transportation system which meets the needs of community residents, while respecting the historic character of the community and its roadway network.
- o Develop a functional road classification map detailing the classification of existing roadways and any projected roadways.
- o Provide sidewalks for pedestrians along the built up area of Main Street and adjacent streets.
- o Evaluate development requests against the capacity of the existing and future thoroughfare systems.
- o Identify a bypass route to Main Street using existing roadways and develop a program to improve these roadways and selected intersections along Main Street.

Aquifer Protection

- o Woodbury should develop and enforce land use policies and regulations that will preserve the quality and quantity of the waters in the Pomperaug River basin and aquifer to assure their long term suitability as sources of drinking water, for recreational uses, and as wildlife habitats.
- o Assure that major portions of the aquifers remain intact and undisturbed by such activities as gravel mining and lake or pond construction.
- o Continue to pursue a policy of sewer avoidance, relying on individual septic systems and small package plants, provided appropriate environmental safeguards are provided.

Community Facilities

- o Woodbury should provide desired and needed community facilities and services to its residents in a timely, efficient and cost effective manner.
- o Develop a detailed space assessment for Town office needs for the next 10-20 years and prepare a plan for the orderly expansion of Town facilities in a central location.

Housing

- o Woodbury should continue to develop with low density housing as its primary residential form, yet allow for a mix of housing types and densities.
- o Develop alternatives to traditional single-family housing in appropriate locations in the community. Maintain approximately the present balance between single family detached and other forms of housing.

- o Encourage provision of an affordable supply of housing so that those of all age groups can reside in the community.
- o Preserve unique historic housing and commercial buildings and insure that new infill development is compatible with the historic character of the community.
- o Review the zoning and subdivision regulations to ensure that they do not unnecessarily preclude the development of alternative housing types.
- o Provide a variety of design alternatives for single family detached dwellings ranging from traditional subdivision design to open space subdivision arrangements and the use of open space housing concepts.

Main Street and Middle Quarter

- o Woodbury should preserve and enhance the unique aesthetic quality and visual and environmental character of Main Street.
- o Woodbury should retain the Middle Quarter as the focus of community retail activities while protecting the Pomperaug River aquifer and ensuring adequate traffic flow.
- o Continue to allow and encourage residential uses along Main Street.
- o Allow mixed use commercial and residential development along Main Street. Limit large scale office and commercial projects on Main Street.
- o Encourage a high level of architectural and environmental design for uses along Main Street and in Middle Quarter. Develop design standards for Middle Quarter which complement those in place for the Main Street Design zoning district and the Historic districts.
- o Restrict or limit non-residential uses in the Middle Quarter or along Main Street which might lead to degradation or contamination of the Pomperaug River aquifer.
- o New construction on Main Street should be consistent with existing structures and should be 50 percent residential.

Woodbury Plan of Conservation and Development

APPENDIX C

Open Space Preservation Plan

Adopted as Amendment to Plan of Conservation and Development October 17, 2001

At the request of the First Selectman, the Woodbury Conservation Commission established an Open Space Preservation Plan Subcommittee which spent several months developing a comprehensive Open Space Preservation Plan to address the recommendations of the September 1999 Plan of Conservation and Development.

Included in this Plan is an updated open space map, which illustrates existing open space parcels in several categories. The Plan specifies the open space objectives of the Town and priorities, and the criteria for meeting them. The Plan also provides guidance for setting open space preservation associated with subdivisions, pursuant to Woodbury Subdivision regulations.

Recognizing that the Open Space Preservation Plan must be an evolving and flexible process, it is adopted into the Town Plan of Conservation and Development as a framework for the Town to follow as it pursues open space opportunities and as it applies land use regulations to reduce or mitigate the impacts of growth and development in the Community.

The Challenge and the Opportunity

The Town of Woodbury faces significant challenges over the next decade, most arising from a rapid rate of growth in residential development. Current trends indicate increasing pressure on many of the natural, scenic, and historic components of the Town's landscape and its culture.

Numerous studies have identified and quantified the fiscal benefits of open space preservation, particularly as an alternative to residential development. Less tangible, but certainly important, are the aesthetic and community benefits associated with preservation of the defining characteristics that make Woodbury such a special place. The Town must assume the responsibility to address these challenges through an aggressive Open Space Preservation Plan involving the Town, Flanders Land Trust, private landowners, and others.

As Woodbury faces continued development pressure, additional opportunities for preserving open space arise through the municipal subdivision regulation process. Appropriate regulations must be established to assure that subdivision designs are based on conservation principles and that meaningful set aside of open space within new subdivisions be consistent with the Town's overall open space goals.

While it is unrealistic to expect that all of the land that meets the protection criteria identified by any open space plan could be acquired for open space protection, it is feasible to preserve a meaningful portion of the Town's landscape, cultural resources, and natural diversity. This Open Space Preservation Plan recommends a goal of 20% - 25% of the Town's land area, constituting approximately 4700 to 5800 acres. As shown on the open space map and the Table below, approximately 8% of the Town's land area is currently permanently protected by private land owners or Flanders Land Trust, or is owned by the Town or Regional School District (but not necessarily permanently protected).

Woodbury's Open Space Preservation Mission Statement

Protect, manage, and maintain within the Town of Woodbury, a Conservation and Preservation Open Space design sufficient to preserve the natural, historic, cultural, and aesthetic characteristics of the landscape, provide recreational and spiritual refreshment, protect natural diversity and environmental quality, and sustain property values and overall quality of life.

Background

Plan of Conservation and Development

This Open Space Preservation Plan details action recommendations elsewhere in the 1999 Town Plan of Conservation and Development pertaining to open space planning for Woodbury:

- Identify open space priorities.
- Encourage private landowner open space.
- Cooperate with Flanders Nature Center and Land Trust and other interested partners on open space protection.
- Identify and seek funding for open space priorities.
- Establish a dedicated open space fund for acquisition.
- Consider suitable large tracts of forest for State Forest acquisition.
- Consider open space issues in subdivision design and reviews.
- Promote greenways.

WOODBURY OPEN SPACE			
Type of Open Space*	1987 Acreage	2001 Acreage	Percent of Town Land Area (2001)
Town-Owned	211	307	1.3%
School District	133	133	0.6%
Non-Profit	1237	1504	6.4%
Total	1581	1978	8.3%

* Degree of protection varies; does not include miscellaneous easements, etc.

Objectives and Guidelines

To address the recommendations in the Plan of Conservation and Development, Woodbury's Open Space Preservation Plan will apply the priorities and criteria below to meet the following objectives:

1. Retain sufficient agricultural land to sustain a variety of farming uses.
2. Protect wetlands and watersheds to maintain water quality and quantity in the Town's rivers and aquifers.
3. Preserve forest blocks throughout Town for scenery, water quality protection, natural habitats, and green spaces.
4. Protect rare and unique habitats to maintain biological diversity.
5. Establish buffers and other protections to mitigate and reduce impacts of development.
6. Reduce the impacts of new housing developments.
7. Create and enhance appropriate recreational opportunities and parklands.

Priorities

Public acquisition efforts, partnerships with private conservation efforts, and regulatory open space set aside requirements should focus on opportunities meeting these priorities.

1. Open space corridors: conservation sites within the Preservation Zones meeting the criteria below to enhance natural, agricultural, scenic, and recreational corridors.
2. Open Space linkage: protection opportunities to connect existing open space parcels.
3. Buffers: open space that provides natural buffers between developed areas; for wetlands, aquifers, flood plains, and other sensitive habitats; and for scenic vistas.
4. Specialty habitats: sites supporting or potentially supporting species identified by the Connecticut Department of Environmental Protection as endangered, threatened, or of special concern.
5. Agricultural and Forested land: parcels of farmland or mature forest of consequential size (generally >25 acres).
6. Mitigation sites: open space associated with development that reduces the overall impacts of development by maintaining rural character.
7. Recreational and cultural resources: properties that provide recreational opportunities or that preserve historic or other qualities of significant community value.

Criteria

Open space protection opportunities should be evaluated to determine relative importance based on one or more of the following criteria.

1. Agricultural value (size, soils, drainage, use history, etc.).
2. Forest quality, age, and function (size, health, composition, location, scenic and other aesthetic qualities).
3. Water quality protection potential.
4. Habitat diversity and value, including State listed species habitats.
5. Recreational opportunity and local need.
6. Historic, scenic, and cultural characteristics.
7. Opportunity and availability.

Other Considerations

Implementation of Open Space Preservation should also consider the following goals, threats, options, and resources, as appropriate.

- Subdivision open space goals
 - meet Preservation Priorities (page 4) where appropriate
 - establish and maintain natural areas and buffers to reduce and mitigate subdivision impacts on the landscape and adjoining properties
 - set subdivision open space target of 20%, limiting steep slopes and wetlands component
- Threats to conservation targets
 - subdivision and development
 - roads and artificial corridors
 - intensive forestry, mining, or other land use
 - wetlands damage and destruction, aquifer contamination, flooding
- Open space protection opportunities and parcel-specific protection options
 - donation to or purchase by Town or land trust

- easement rights donated or purchased, including permanent protection of Town parcels
- open space set-aside parcels
- management agreements
- Resources available to implement open space priorities
 - State of Connecticut (open space fund, agricultural development rights)
 - Partners (Flanders, Trust for Public Land, The Nature Conservancy, Pomperaug River Watershed Coalition, Farmland Preservation Trust, others)
 - Town (dedicated Open Space Acquisition Fund)
 - Private individuals or entities (land or money donations)
 - Subdivision open space set-aside requirements
 - Technical Contributions:
 - Natural Resource Conservation Service
 - Pomperaug River Watershed Coalition
 - Central Naugatuck Valley Council of Governments
 - Ridgeline, agricultural, watershed experts
 - Connecticut Rivers Alliance
 - Department of Environmental Protection
 - Federal Resource Conservation and Development
 - Land Preservation Alliance
 - Other Stakeholders

Open Space Preservation Zones

Preservation Zones constitute open space corridor and linkage opportunities within Woodbury and help to focus open space planning efforts. Potential conservation sites within these zones meeting any of the criteria set by the Preservation Plan should receive high priority, although any site meeting the Plan criteria should be considered, whether or not within a Preservation Zone.

The River Valleys

Objectives: develop and maintain riparian corridor habitat and linkage; protect Pomperaug River aquifer and watershed; develop passive recreation access; maintain riverbank stability

Threats: intensive land uses and flood plain activities; aquifer contamination; riverbank stability; adjacent development; mining

Criteria: linear corridor parcels; parcels abutting or near existing parks and open space; threatened flood plain or flood plain buffer areas; high quality riparian habitat

The Eastern Border - Nonnewaug Falls to Woodbury Reservoir

Objectives: protect scenic and natural areas around Nonnewaug Falls; preserve agricultural lands and maintain active farming; protect Pomperaug River watershed; develop and maintain natural habitat corridor and linkage; establish low-density development buffer along eastern border of Town

Threats: subdivisions and roads, intensive forestry, vandalism, invasive pests

Criteria: parcels abutting or buffering falls area; active agricultural parcels; parcels abutting Whittemore Sanctuary and other large existing open space blocks; private parcels for easements or management agreements; utility lands

The Pomperaug Valley Traprock Ridges

Objectives: promote passive recreational access; protect remaining unspoiled traprock ridgelines from development and inappropriate land uses; maintain scenic definition; protect rare and unusual habitats

Threats: housing developments; intensive recreational uses; mining; forestry; invasives

Criteria: threatened ridgeline parcels; parcels abutting existing protected areas; linear ridgeline corridor parcels; high quality habitats and State-listed species occurrence

The Western Uplands

Objectives: protect scenic uplands and natural habitats; support agricultural activity; retain large forest blocks

Threats: subdivisions and roads; abandonment of farmland; invasive pests; intensive forestry

Criteria: active or potential farmland; large forest blocks; high visibility ridgelines

Implementation Action Steps

- Establish a permanent Open Space Preservation Committee within the Woodbury Conservation Commission, which shall be responsible for
 1. developing protection priority strategies, including specific parcel protection goals; acquisition, ownership, and partnership strategies; and property management, in accordance with the criteria, threats, and objectives identified in the Plan, and
 2. coordinating the implementation of the Open Space Preservation strategies, in cooperation with the Board of Selectmen, other Town agencies, and Flanders Land Trust and other partners.
- Establish a dedicated Open Space Acquisition Fund.
- Obtain necessary resources (GIS, GPS, digital parcel map, staff) to support open space planning and related activities.
- Supplement the Open Space Map with overlays of:
 1. potential conservation lands, reflecting such features as wetlands, floodplains, steep slopes, aquifers, large block woodlands, agricultural lands, significant habitats, cultural resources, and scenic viewsheds,
 2. Preservation Zones emphasizing corridors and linkage opportunities for important landscape features, and
 3. such other features as useful in setting and implementing Open Space Preservation goals.
- Revise subdivision and zoning regulations to include alternative subdivision density designs, open space set aside designs, and site development plans that reduce and mitigate the impacts of development and that further the objectives of the Open Space Preservation Plan. Regulations should set an open space target of 20% for new subdivisions, with limits on wetlands and steep slopes used for open space, and establish a process and appropriate standards to assure consideration of conservation principles in subdivision design.