

WOODBURY, CONNECTICUT

PLAN OF CONSERVATION AND DEVELOPMENT



WOODBURY PLANNING COMMISSION

MARCH 2010

**PLAN OF CONSERVATION AND DEVELOPMENT
ADOPTED BY THE WOODBURY PLANNING COMMISSION**

Andrew Peklo, III, Chairman

Robert Travers, Vice Chairman

Mary Connolly, Member

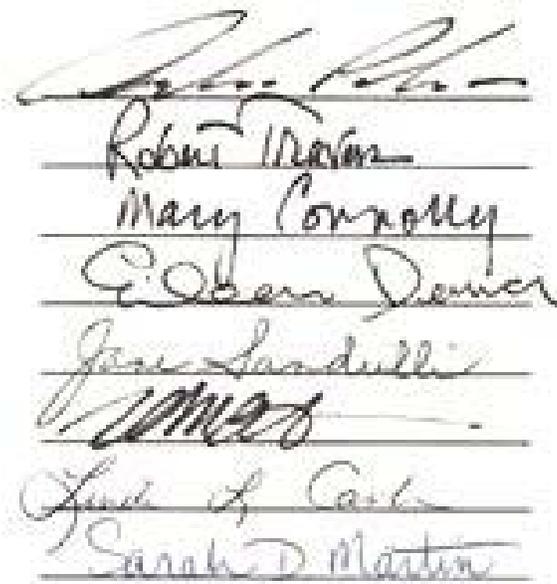
Eileen Denver, Member

Jane Sandulli, Member

Thomas Amatruda, Alternate

Linda Carlson, Alternate

Sarah Martin, Alternate



Handwritten signatures of the Woodbury Planning Commission members, each on a separate line. From top to bottom: Andrew Peklo, III; Robert Travers; Mary Connolly; Eileen Denver; Jane Sandulli; Thomas Amatruda; Linda Carlson; Sarah Martin.

March 2010



Woodbury Planning Commission
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Vice Chairman Robert Travers, Jane Sandulli
Second Row, Eileen Denver, Mary Connolly, Alternate Sarah Martin
Absent: Alternates Thomas Amatruda and Linda Carlson

ACKNOWLEDGEMENTS

Numerous individuals gave freely of their time and expertise to assist in the preparation of this Plan. Many Town staff and local officials met privately with the Commission's consultant to review current conditions in Woodbury and to consider long-range impacts of current trends. The knowledge of these parties proved invaluable in developing important recommendations for guiding the Town in making crucial decisions in the years ahead. The Commission is especially grateful to Judi Lynch for her patience in coordinating the public outreach process that was so vital to the completion of this Plan. The Commission is also indebted to Christopher Wood, AICP for his careful analysis of existing conditions in the Phase 1 report, "Here's Woodbury." Lastly, the Commission would like to thank the many individuals who completed surveys and attended POCD workshops and hearings to offer their ideas to make this Plan a useful and practical guide for managing the Town's growth.

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Mapping and Photo Credit

Christopher Wood, AICP, former Town Planner, prepared many of the maps and photos that appear in this Plan.

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EXECUTIVE SUMMARY

GUIDING THEMES FOR A SUSTAINABLE FUTURE

Through an extensive public participation process, residents spoke spiritedly about the community they envision for the future. In 2009, Woodbury residents can look back with satisfaction on having accomplished many planning goals, yet understand that new challenges remain in the years ahead. With a severe economic downturn in the latter years of this decade, development pressure has slackened for the moment, affording the Town some breathing room to take stock of current conditions and chart a course of action for the next ten-year planning horizon. This Plan of Conservation and Development provides a holistic framework to fulfill the aspirations of residents to leave for their successors a place of natural beauty, with a clean environment, visible reminders of its New England roots, comfortable neighborhoods, and opportunities for economic prosperity.

This Plan seeks to perpetuate Woodbury's historic and open space character and to promote development that sustains the Town's resources for the future while meeting the needs of today for increased housing opportunities and economic growth. As heirs to a legacy of thoughtful planning, the Planning Commission adopts the following Vision Statement that sums up residents' hopes for the Town's future:

Make Woodbury a vibrant community that supports recreation, culture, and the arts, provides inter-generational activities, upholds a high quality education, preserves its historic character, manages its natural resources for sustainability, and fosters a robust economy based on small-scale independently owned businesses.

Woodbury retains the essence of a traditional New England community and will continue to protect the defining characteristics that set the Town apart from other communities:

- ◆ Its beautiful Main Street contains two historic districts that preserve the architecture and building symmetry of an early 19th century colonial village. Planning and zoning officials have worked hard to minimize commercial intrusion and prevent the strip development so prevalent in 21st century highway corridors.
- ◆ Remnants of the Town's agricultural past are still widely in evidence and are an essential element of the Town's landscape. Preserving farmland is an important theme of this Plan in order to provide residents with fresh local produce and to maintain its invaluable contribution to the Town's scenic character. Woodbury will strive to realize the economic benefits of farming and will seek passage of a Right-to-Farm ordinance to protect farmers from unreasonable nuisance complaints.
- ◆ The strength of the local economy lies in its numerous small businesses that engage in providing unique accommodations to the public through many antique and craft shops, galleries, original restaurants, fine country inns, and lack of franchise commercial operations.
- ◆ The environment is generally untainted by pollution. Rivers and streams run clean. Wildlife finds haven in the wetlands, forests, floodplains, and ridgelines that provide large tracts of open space and connections for migratory species.

- ◆ The Pomperaug River and its tributaries offer residents access to water-based recreation. Development of a Greenway along its course will provide a green backbone for passive outdoor recreation and enjoyment of Woodbury's natural environment.
- ◆ Residential neighborhoods provide agreeable retreats for raising children as well as offering many lifestyle choices to meet the needs of a diversity of households.
- ◆ The Town provides excellent parks and library services. Woodbury offers a wide variety of recreational and continuing education programs that cater to individuals of all ages and abilities.

Projections of growth reveal that Woodbury will achieve an ultimate population of approximately 15,000 people. Given assumptions of stable growth rates, continuation of current zoning standards, and the land's underlying topographic constraints, Woodbury may achieve build-out in approximately 50 years. Within the lifespan of many residents, Woodbury will use up all of its remaining land for development. Therefore, it is imperative that the Town act decisively to preserve key open space parcels that contribute to the beautiful landscape and scenic vistas that could disappear for lack of concerted effort.

Perhaps the two concepts that best embody what this Plan seeks to accomplish are Stewardship and Sustainability. Previous residents have been faithful stewards of the Town. They devised regulations to allow careful growth to occur while retaining the beautiful landscape, historic character, and healthful environment. This high standard of Stewardship will fall to the next generation to continue the legacy of protecting Woodbury from inappropriate development.

Sustainability implies an obligation to manage resources wisely in order to bestow upon future generations a clean environment and productive economy. The Town will embrace policies on a local level that will retain the historic character and scenic landscape so treasured by current residents. Energy conservation and promotion of renewable sources will help achieve a marked decrease in use of fossil fuels. Residents must minimize wasteful consumption and increase recycling in order to use nonrenewable resources more efficiently. To the extent possible, local agriculture can increase sources of fresh food for local consumption and reduce the energy costs of long-distance transport. Protecting aquifers will guarantee clean drinking water and provide healthy ecosystems to help sustain wildlife and promote biological diversity. Sustainable forestry practices will allow harvesting of this renewable resource and provide a variety of upland habitat that will let diverse wildlife populations thrive. When appropriate, lands held for conservation purposes, on the other hand, should remain in a natural state to allow development of mature ecosystems for native wildlife.

Knowing the Town's maximum future population, officials can plan municipal facilities based upon reasonable assumptions of service levels. Such facilities should incorporate high standards of energy efficiency and achieve a design that respects the natural landscape and Woodbury's architectural themes. The Town has an extensive backlog of facilities needed to fulfill its core functions, and must adopt a schedule of building construction to stay apace with the delivery of quality services Town operations currently provide. The Town should begin to save today for projects it will need in the future. If presented with a viable plan for addressing the list of capital needs, voters will support high priority projects based upon sound reasoning and a funding program that husbands their valuable tax dollars.

Implicit in a sustainable future is providing housing and economic opportunity that will allow residents to support themselves and their households in the community of their choice. Woodbury has followed a different path to economic prosperity from other communities. Rather than seeking out national franchise chains and large warehouse retailers, Woodbury has pursued a path of embracing small businesses and individual creativity. It is quite clear that residents prefer that the Town avoid the commercial sameness prevalent in communities throughout the country. This Plan contains policies aimed at retaining the unique flavor of Woodbury's business districts and its widespread distinction as the antiques capital of Connecticut.

Woodbury can enhance its economic base and increase housing diversity by encouraging mixed-use development concepts. Integrating housing and commerce creates economic vigor that benefits residents and visitors alike. The Main Street Design District is one example of mixing compatible land uses to enhance the built environment. Residents obtain services within walking distance, and shopkeepers benefit from heightened activity. Mixed-use developments increase housing diversity and provide alternatives for those who desire to live in Woodbury. Opportunities to explore this concept may occur in older, single-purpose commercial complexes undergoing renovation, or in new developments along major routes. Mixed-use developments require less land per housing unit, thereby using land more efficiently without changing the overall density of development.

Woodbury has limited infrastructure and cannot support dense residential developments or major employment complexes. The United Water Company operates a water distribution system that serves the commercial center of the Town. It has the capacity for only limited expansion without placing stress on the underlying aquifer. The Plan supports extending water service incrementally in order to accommodate development that meets a demonstrated need, such as affordable housing and economic growth.

Woodbury does not have a central sewage treatment system. The Town will continue its policy of sewer avoidance and will rely upon properly functioning septic systems to serve new growth. Construction of a sewage collection and treatment system would entail a major expense and lead to greater development pressures. Residential densities are compatible with the soils' ability to filter on-site effluent and maintain ground water quality and quantity. Residents are willing to forego development of major industries and shopping complexes in order to retain the Town's rural character, even at the expense of a higher property tax burden than communities that court tax-generating developments. Woodbury will encourage clean industries that reinforce the strong natural resource values of residents.

Woodbury will reinforce its traditional land use pattern of compact development along Route 6 and in the Pomperaug River Valley, while permitting limited residential growth in rural areas. Local officials will work to identify and protect the Town's water resources, ridgelines, farms, and critical habitats.

The Town will provide a variety of housing choices apart from the conventional single-family home. Woodbury has a comfortable balance of rental and ownership units. Growth policies will seek to maintain this balance in order to accommodate changing housing preferences for young professionals, families, senior citizens, and current residents wishing to downsize to a smaller unit. Woodbury will encourage efforts to provide affordable housing options for all segments of the community. The Town will also encourage inter-generational developments where folks of all ages can contribute to community well-being.

To assist in implementing the Plan's recommendations, residents must become actively involved in civic life. Woodbury has a proud history of citizen-volunteers working proactively to make the Town an extraordinary place to live. Woodbury needs committed volunteers to carry on the strong tradition of civic engagement in the Town's affairs.

Woodbury will also work with local organizations that have similar interests and engage in meaningful partnerships when opportunities arise. For example, the Flanders Nature Center and Land Trust has done excellent work in preserving open space and allowing public access for passive recreation. The Pomperaug River Watershed Coalition has raised awareness of the threats posed to the watershed's natural environment, and has developed strategies for watershed communities to work together to sustain natural systems. The Woodbury Business Association supports local entrepreneurs in running profitable businesses while helping to maintain a diversified mercantile base that respects the Town's preferences for small-scale, personalized services.

As Woodbury approaches buildout, land use officials must have the proper tools to shape growth to meet the goals of sustainability and preservation of the Town's landscape. Many of these tools are already in place and put to good use on a regular basis. For example, the Planning Commission's use of the Open Space Subdivision procedure has helped to conserve sensitive resources and provide land for passive recreation while minimizing the visual impact of development on the landscape. New tools can further the goal of minimizing sprawl by allowing compact development that preserves open space. Commercial design standards can help to revitalize the appearance of older commercial centers to bring about a customized Woodbury look. The Planning Commission, Zoning Commission, and interested volunteers will work in concert to study and adopt new tools that will help the Town to achieve its land use goals.

This Plan contains many important recommendations that will help to preserve Woodbury's special character as the Town grows and responds to the evolving needs of its citizens and the pressures for change exerted by outside forces. The Planning Commission, as citizens duly charged with promoting the orderly growth of the Town, hereby submits this Plan of Conservation and Development to achieve the vision of a sustainable, prosperous, and healthy community.

GOALS OF THE PLAN OF CONSERVATION AND DEVELOPMENT

Open Space and Recreation

1. Strive to achieve permanent protection of 20% to 25% of the Town's land area by 2020.
2. Provide a superior system of both public and private open space that allows passive and active recreation opportunities and preserves environmentally significant areas. Target parcels critical to protection of aquifers and public drinking water supplies, wetlands, steep slopes, ridgelines, wildlife habitat, flood plains, and prime farmland soils.
3. Collaborate as appropriate with Flanders Nature Center and Land Trust and other conservation organizations to act quickly to preserve important open space lands when confronted with immediate development pressure.
4. Assess land-use regulations to maintain and enhance the water quality of the Pomperaug River and Aquifer, as well as that of the Nonnewaug and Weekepeemee Rivers, which form the Pomperaug. Monitor water quality to detect threats at an early

stage and develop appropriate regulatory strategies to reverse negative trends. Cooperate with watershed communities to determine sustainable well yields that will maintain the ecological health of the resources. Work with the Watershed Coalition on planning, education, drought management, and scientific studies, and participate in the Integrated Watershed Management Plan process to assure the long-term protection of the water resources of the river and aquifer.

5. Acquire land for Town parks that is compatible with adjacent land uses, and develop facilities to meet the Town's active recreation needs.
6. Link together the open space system by preserving connecting corridors that can accommodate wildlife movement and passive hiking trails.
7. Use a variety of creative techniques, such as the open space subdivision process, conservation easements, transfer of development rights, and financial contributions, to preserve land that advances key open space initiatives in lieu of public acquisition.
8. Institute a variety of measures that assists in the preservation of agricultural lands, including both working and non-active farms.

Economic Development

1. Increase the share of Commercial and Industrial values in the Grand List from 7.2% to 8% by 2020.
2. Diversify the local economy by promoting development in Woodbury of research and development, professional services, light industry, offices, and clean industries.
3. Retain the preeminence of locally owned small businesses in Woodbury. Deter development of large shopping centers and big box retail outlets. Preserve Woodbury's individuality with its appealing mix of small retail stores, galleries, and commercial services.
4. Continue to promote tourism in Woodbury with antique shops, restaurants, galleries, boutiques, and locally produced crafts as the mainstay of the economy.
5. Evaluate alternative uses for Earth Excavation districts after the eventual depletion of the trap rock resource.
6. Work to develop vacant lots in Planned Industrial zones by assessing market demand in Woodbury for office and light industrial uses, preparing conceptual development layouts based on low-intensity, high-amenity designs, and offering incentives to prospective employers to choose Woodbury as their business home.

Municipal Facilities

1. Provide needed community facilities and services to residents in a timely, efficient, and cost effective manner.
2. Develop a realistic financial plan to remove the backlog of municipal building needs in an orderly manner by constructing high priority facilities and considering reuse of existing buildings for other municipal purposes.
3. Renovate existing buildings to remove architectural barriers consistent with ICC/ANSI A117.1, 2003 Edition.

4. Provide high quality recreation facilities that allow for active recreational opportunities for residents of all ages.
5. Reduce reliance on non-renewable energy sources by purchasing fuel-efficient vehicles, retrofitting existing building for energy savings, incorporating energy consumption into facility planning, and promoting the development of renewable energy resources in Woodbury.
6. Increase the recycling rate to 35% by 2020 to make substantial progress in achieving the state's municipal recycling/source reduction goal of 40%.

Housing

1. Continue to develop with low-density housing in the form of open space subdivisions as the primary residential form in outlying areas, and allow for a mix of housing types and densities in appropriate locations.
2. Work with the private sector to raise the percentage of subsidized units in Woodbury from 2% to 4% by 2020. Thus, the Town should add 100 units that qualify under CGS §8-30g to its housing inventory, with an emphasis on elderly units and ownership units for families. Consider guidelines to target such housing to benefit current or former Woodbury residents and employees.
3. Provide options that allow senior citizens to remain in town as they age. Consider zoning measures that allow alternatives such as independent and assisted living, market-rate and government-assisted retirement communities, continuing care, and mixed-age housing.
4. Similar to the requirement for residential use in the Main Street Design District, consider zoning regulations that provide for the mixing of residential and non-residential uses in compact, village developments.
5. Protect Woodbury's small town atmosphere by avoiding large tract subdivisions and using open space designs to preserve the character of rural areas.
6. Steer housing development away from agricultural land, ridgelines, and sensitive natural areas. Consider the use of transfer of development rights to accomplish this goal.

Land Use

1. Achieve a sustainable level of development that allows Woodbury to preserve the aesthetic qualities of the Town, achieve wise use of land and natural resources, preserve farmland for food production, live within the limits of its water supplies, conserve non-renewable energy sources, promote public health, and encourage walking and bicycling as viable alternatives to automobile use.
2. Grow at a moderate pace that enables the Town to provide high quality services by balancing increasing costs of services with commensurate revenues.
3. Protect the historic and natural resources of Main Street by allowing limited growth that meets the local need for goods and services while providing an outstanding setting for tourism.
4. Continue to favor small-scale commercial development in order to maintain Woodbury's small-town New England charm.

5. Review commercial and industrial performance standards to insure that new development protects environmental quality, minimizes impacts on neighboring properties, mitigates traffic impacts, and maintains the architectural themes of Woodbury's historic roots.
6. Promote residential growth that meets local housing needs while preserving high value open space, maintaining the rural character of the Town, and protecting the ecological functions of local and regional resources.
7. Manage new development over aquifer recharge areas to protect the public water supply and maintain the ecological health of the Pomperaug River.

Transportation

1. Allow safe, efficient travel throughout the Town, while being sensitive to Woodbury's historic character and rural sense of place.
2. Conduct detailed analyses of high crash locations and seek state and local funds to remove safety hazards to reduce accident rates in Woodbury.
3. Improve pedestrian conditions along routes to schools and in the Main Street commercial corridor to encourage more walking and reduce reliance on automobile use.

CONFORMANCE TO GROWTH MANAGEMENT PRINCIPLES

CGS Section 8-23 (d) (1) establishes six growth management principles designed to achieve a coordinated and efficient framework for statewide growth. Each Plan of Conservation and Development should strive for consistency with these principles and must note any inconsistencies with the principles. They are:

- i) redevelopment and revitalization of commercial centers and areas of mixed land uses with existing or planned physical infrastructure;
- ii) expansion of housing opportunities and design choices to accommodate a variety of household types and needs;
- iii) concentration of development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse;
- iv) conservation and restoration of the natural environment, cultural and historical resources, and existing farmlands;
- v) protection of environmental assets critical to public health and safety; and
- vi) integration of planning across all levels of government to address issues on a local, regional, and state-wide basis.

Woodbury's Plan is entirely consistent with these principles, incorporating their spirit in all its goals and recommendations. In seeking to implement the recommendations of this Plan, the Town will strive to align its actions with the principles in order to balance the competing needs for growth and conservation of its natural resources. If any portions of this Plan turn out to be inconsistent with the principles, the Planning Commission and relevant Town entities will re-assess local strategies to achieve the proper consistency with the principles.

RECOMMENDATIONS

Recommendations: Plan of Conservation and Development								
		Planning Commission	Zoning Commission	Board of Selectmen	Conservation Commission	Flanders Land Trust	Pomperaug River Watershed Coalition	Town Planner
Action ¹								
Natural Resources and Open Space								
1	Permanently protect 20% to 25% of Woodbury's land area as open space.							
2	Purchase the United Water Co. watershed property when it becomes available.							
3	Implement an annual appropriation of .5 mills for open space.							
4	Use the Open Space Acquisition Fund to make purchases of strategic parcels.							
5	Continue to protect key parcels that fall within Open Space Preservation Zones, including: - The River Valleys - The Eastern Border - Nonnewaug Falls to Woodbury Reservoir - The Pomperaug Valley Traprock Ridges - The Western Uplands							
6	Create provisions for ridgeline preservation for the Orenaug Hills and other sensitive ridgelines.							
7	Review open space subdivision regulations to insure open space lands achieve the objectives of the POCD.							
8	Work closely with Flanders and other conservation organizations to identify targets for acquisition or protection.							
9	Develop a mechanism for enforcing easements in open space subdivisions and prior lands by: 1) offering the option of Flanders ownership or control; 2) considering using Flanders to monitor compliance; 3) requiring periodic inspections to verify compliance; or 4) requiring a deposit of funds for long-term stewardship.							
10	Compile a catalogue of all open space easements and map their locations.							
11	Allow <i>off-site</i> land preservation in open space subdivisions, i.e. transfer of development rights.							
12	Engage landowners of large tracts proactively to inform them of the benefits of land preservation.							
13	Implement the "Ridge and River Corridor Conservation Plan" through protection of key parcels.							
14	Develop a Greenway Plan for the Pomperaug, Weekepeemee, and Nonnewaug Rivers that includes public access, walking trails, environmental education, fishing, canoeing, land protection, and parking.							
15	Continue the planting, replacement, and maintenance of trees on public streets, parks, and building sites.							
16	Continue to monitor development in the flood plain. Allow compatible uses, such as agriculture and recreation.							
17	Adopt a right-to-farm ordinance to help maintain agriculture as a valued lifestyle in Woodbury.							

1. A bold shade denotes the entity with primary responsibility for implementation. A lighter shade denotes an entity that should assist with implementation.

Recommendations: Plan of Conservation and Development							
	Action	Planning Commission	Zoning Commission	Board of Selectmen	Economic Devel. Committee	Town Planner	Business Association
Economic Development							
1	Establish the Economic Development Committee as a permanent body to promote the overall economic prosperity of Woodbury.						
2	Provide technical assistance to entrepreneurs to inform them of the process for opening a business:						
	a) Prepare a Development Guidebook that explains the steps needed to obtain local permits.						
	b) Prepare checklists for submitting plans to obtain permits for opening a business.						
	c) Appoint an ombudsman to guide entrepreneurs through the approval process and advocate on their behalf.						
3	Tourism is an important economic activity of the Town's economy. To strengthen the vitality of businesses that depend on this trade, Woodbury will take the following actions:						
	a) Work with NW Regional Tourism Board and regularly update Town attractions and services.						
	b) Promote cultural/historic assets to entice new visitors to Woodbury.						
	c) Develop a wayfinding signage program to provide directional signage to prominent Woodbury sites and educate residents and visitors of the town's natural, cultural, historic, and municipal resources.						
	d) Market key assets such as open space, antique shops, the Pomperaug River, historic walks, etc.						
	e) Prepare visitor guides and build kiosks to provide useful information to shoppers and tourists. Place brochures in state tourism centers and highway rest areas.						
	f) Work with the business community to promote community events and improve the business climate.						
4	Review and amend the sign regulations to promote signage characteristics consistent with an historic community and to provide reasonable standards to assist businesses with advertising their services.						
5	Preserve and encourage small-scale, locally owned businesses in Woodbury.						
6	Work with landowners to promote development of two Planned Industrial (PI) districts that have significant potential for new commercial and industrial growth.						
	a) Identify potential areas for water supply, septic disposal, and soils suitable for development.						

Recommendations: Plan of Conservation and Development							
	Action	Planning Commission	Zoning Commission	Board of Selectmen	Economic Devel. Committee	Town Planner	Business Association
	b) Consider developing office park concept plans that will meet a range of company needs for land and utilities.				Red	Light Red	
	c) Develop an inventory of available lots with pertinent information and market locations on the web.				Red	Light Red	
	d) Review zoning height limits and allowed uses to attract high-end professional or technical uses.	Light Red	Red			Light Red	
7	Determine the feasibility of creating a Research and Development Park and establish design standards to promote a unified park concept in an environmentally sustainable manner.	Red	Light Red			Light Red	
8	Capitalize on the strengths of the state and regional economy to attract appropriate growth:						
	a) Participate in the regional Comprehensive Economic Development Strategy (CEDS) process of the COGCNV to make Woodbury eligible for EDA grants for development of industrial parks.				Red	Light Red	
	b) Cooperate with neighboring communities on regional economic activities that can increase tourism, e.g. the Pomperaug River Greenway Plan and the Route 6 Antiques Trail.				Red		
	c) Target research and development and precision manufacturing companies that have a strong presence in the regional economy.				Red		
	d) Cultivate a network of relationships to identify needs and essential capacities to foster growth of companies in the growing energy services sector.				Red		Light Red
	e) Identify suitable locations for small or start-up companies that fit with the state's economic development strategy, i.e. nanotechnology, bioscience, and software/IT clusters.				Red	Light Red	
9	Evaluate quarries for special development opportunities to maximize the economic benefit to the Town:						
	a) Contact the property owner regarding future reuse and site restoration plans.	Red			Light Red	Light Red	
	b) Engage abutters in future site planning discussions, including a mixed-use development district with a variety of residential and commercial uses allowed.	Red	Light Red			Light Red	
	c) Determine the cost of extending water mains and evaluate on-site sewage treatment options.			Red		Light Red	
10	Consider provisions for cottage industries to allow limited manufacturing in conjunction with a residential use.		Red				
11	Prepare an economic development strategy to attract emerging technology companies:						

Recommendations: Plan of Conservation and Development							
	Action	Planning Commission	Zoning Commission	Board of Selectmen	Economic Devel. Committee	Town Planner	Business Association
	a) Identify incentives to entice clean industry e.g. tax reduction strategies, low interest loans, help with work force and technology grants, and other programs to innovative companies.						
	b) Create a public-private partnership to help leverage resources. Host an Economic Development Roundtable to identify means for greater collaboration and promoting innovative technology.						
	c) Seek infrastructure grants for roads and utilities to lower the development costs of serving PI zones.						
	d) Survey business owners to identify steps the Town can take to sustain the local economy. Conduct “exit interviews” with businesses that leave to determine why they left.						
	e) Explore the need for an incubator facility where local entrepreneurs may rent inexpensive flex space that can accommodate a variety of manufacturing or research operations, and where tenants may share facilities to minimize their start-up costs.						

Recommendations: Plan of Conservation and Development						
	Action	Planning Commission	Zoning Commission	Board of Selectmen	Housing Task Force	Town Planner
Housing						
1	Provide design alternatives for single-family detached dwellings. Offer higher density options, especially for small lot, single-family homes, to reduce land requirements per dwelling unit.					
2	Consider “village” zoning to encourage small-scale mixed-use development. Allow a diverse mix of housing units at appropriate densities and compatible commercial uses such as shops, offices, and restaurants that satisfy a local need. Allow second floor apartments over first floor commercial uses.					
3	Offer incentives to encourage greater use of open space subdivisions.					
4	Institute a transfer of development rights program to preserve valuable tracts of open space while concentrating development in areas with the capacity to accommodate additional growth.					
5	Consider establishing a housing task force to look into alternative housing options in order to recommend measures to promote a broader mix of housing opportunities in Woodbury.					
6	Research Town-owned land (excluding parks and conservation properties), or land taken for nonpayment of taxes, for its suitability for affordable (subsidized) housing that qualifies under CGS §8-30g.					
7	Determine the extent of need for subsidized elderly housing. Encourage mixed-age housing developments to increase the diversity of housing options for the elderly.					
8	Consider options to create more affordable housing, e.g. offering a bonus for affordable units or requiring a percentage of units to carry deed restrictions for long-term affordability.					
9	Evaluate the pros and cons of Connecticut’s Housing Incentive Zones Program.					
10	Review zoning and subdivision regulations to identify inconsistencies with current housing trends and insure they contain up-to-date standards based on new research into best development practices.					

Recommendations: Plan of Conservation and Development

	Action	Relevant Town Department	Zoning Commission	Boards of Selectmen/Finance	Park and Rec Commission	Capital Needs Committee	Renewable Energy Subcommittee	Town Planner
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Municipal Facilities

General Recommendations

1	Finalize the comprehensive municipal facility plan and set priorities for action. Seek professional assistance to identify locations where new facilities are most appropriate. Maintain a flexible approach and apply to potential funding sources when opportunities arise.							
2	Improve internet capability for Town departments and enable residents to transact routine business via the web. Post detailed information to keep residents informed of important municipal issues.							
3	Build one new major capital facility every three years as fiscal resources allow.							
4	Develop long-term maintenance program for existing facilities to extend their useful life. Fund one or two capital equipment/ building renovation projects each year to keep abreast with needs.							

Energy

1	Seek state funds to implement energy conservation measures and evaluate the potential for renewable energy sources to meet the Town's energy needs.							
2	Collect and monitor energy data in municipal buildings on a regular basis to identify possible cost saving measures.							
3	Incorporate LEED concepts into all municipal buildings. Consider alternative energy sources to supply some of the building energy needs.							
4	Consider incentives to encourage greater use of alternative energy sources, perhaps by offering a local tax exemption for such improvements.							

Community Facilities

1	Construct a new DPW garage to replace the current dilapidated facility.							
2	Establish a community center with provisions for programs and services for all age groups in ways that enrich and promote arts and culture in the Town.							
3	Solve the Library space shortage through an expansion or relocation. Evaluate building a new Library on the municipal campus and renovating the existing Library into a municipal office building.							

Recommendations: Plan of Conservation and Development								
	Action	Relevant Town Department	Zoning Commission	Boards of Selection/Finance	Park and Rec Commission	Capital Needs Committee	Renewable Energy Subcommittee	Town Planner
4	Utilize the basement in the Senior Center for community needs.							
5	Determine the feasibility of purchasing the Annex before the lease expires. If the purchase is not feasible, develop a permanent solution to the office space shortage.							
6	Work with Region 14 to finance the best school system the Town can afford. Consider renovating Mitchell School before building a new elementary school. Fund the High School renovation project.							
7	Evaluate municipal buildings for compliance with disability access laws, and schedule upgrades to remove barriers. Construct an elevator for the Shove Building, if feasible. Appoint a Town official to oversee implementation of the accessibility plan.							
8	Establish an emergency shelter and purchase a generator for a back-up power source. Furnish the shelter with equipment and supplies and become fully prepared for emergencies. Implement key provisions of the Hazard Mitigation Plan.							
9	Conduct an evaluation of police function to determine if the Town will keep the resident trooper system or start its own Police Dept.							
10	Evaluate the condition of the police building and decide whether to renovate, demolish and rebuild, or relocate to new quarters. If a new Police Building is the preferred option, conduct a siting analysis using industry standards to determine the best location.							
11	Build a branch fire station on the westerly side of the Pomperaug River to provide reliable fire service to the entire Town.							
12	Construct a climate controlled records storage area.							
Recreation								
1	Revitalize the beach at Hollow Park to increase use of this outdoor swimming facility.							
2	Create a Parks Master Plan to determine facility needs, prepare expansion plans, estimate costs, and establish a timeline for action.							
3	Develop an indoor recreational center or incorporate needed recreational facilities into the new Community Center.							
4	Develop a recreation path along the old Trolley bed and connect to the trail in Middlebury.							

Recommendations: Plan of Conservation and Development								
	Action	Relevant Town Department	Zoning Commission	Boards of Selection/Finance	Park and Rec Commission	Capital Needs Committee	Renewable Energy Subcommittee	Town Planner
5	Acquire land outside of flood plains for development of needed recreation facilities.							
6	Expand hiking trails in municipal/non-profit lands.							
7	Make the most efficient use of existing recreation areas before considering land acquisitions.							
8	Develop brochures of walking tours of historic neighborhoods/properties and open space links. Install wayfinding signage to direct visitors to prominent sites.							
9	Increase use of recreation facilities at Region 14 schools. Avoid duplication of facilities if the schools can meet Town recreation needs.							
10	Develop new ballfields.							
11	Identify a site and develop a bicycle/skate park for youth.							
12	Find an alternative location for community tennis courts.							
13	Establish an outdoor skating rink with adequate space for parking.							
14	Increase water-based recreation to meet local and regional needs.							

Recommendations: Plan of Conservation and Development						
	Action	Planning Commission	Zoning Commission	Board of Selectmen	Town Planner	Historic District Commission
Land Use						
Main Street Design District						
1	Continue to implement the land use policies for Main Street as expressed in the 1993 “Plan of Development for Main Street.”					
2	Seek to retain the low intensity pattern of development, i.e. small-scale shops and services with an equal mix of residential homes and apartments.					
3	Develop design guidelines for the MSD district that demonstrate how new development can occur that is compatible with existing character. Preserve the status quo to the extent possible while adapting to the commercial needs of Woodbury.					
4	Keep the residential requirement of 50% of floor area.					
5	Develop performance standards for development and re-development for the MSD district that allows for higher intensity development if environmental impacts are low and design is compatible with historic character.					
Middle Quarter District						
1	Review commercial development standards to insure that new development achieves high standards for environmental quality.					
2	Consider techniques such as maximum setbacks, parking to the side or rear of buildings, and use of Woodbury themes to improve appearance of developments. Consider performance standards to allow greater intensity of development while protecting the environment and reducing community impacts. For example, consider increasing the amount of building coverage from 10% to 20% of a lot if adequate safeguards are in place to protect ground and surface water resources.					
3	Reduce parking requirements to minimize impervious surfaces. Specify a reserve area if a development needs more parking than originally contemplated.					
4	Allow shared parking to lower the amount of parking each business must provide.					
5	Revise traffic access and internal circulation, and improve pedestrian connections.					
Residential Districts						
1	Offer incentives to encourage greater use of open space subdivisions.					
2	Where a pattern exists in neighborhoods of homes located close to the street and to one another, allow averaging of front and side setbacks with neighboring properties to maintain the prevailing relationships of buildings and streets.					

Recommendations: Plan of Conservation and Development						
	Action	Planning Commission	Zoning Commission	Board of Selectmen	Town Planner	Historic District Commission
3	Consider a special exception process to allow compatible infill development and expansions of nonconforming historic structures and single family homes where the development or expansion is compatible with neighborhood character.					
4	Determine the extent of need for subsidized elderly housing. Encourage mixed-age housing to integrate seniors with families and empty-nesters to provide the opportunity for a diverse and multigenerational group of residents.					
5	Research zoning regulations that will maintain the character and scale of established neighborhoods from inappropriate redevelopment of older homes.					
General						
1	Implement Level A aquifer protection regulations.					
2	Consider adoption of Village districts pursuant to CGS 8-2j to encourage small-scale, mixed-use development. Allow a diverse mix of housing units at appropriate densities and compatible commercial uses such as shops, offices, and restaurants that satisfy a local need.					
3	Review any zoning impediments to renewable energy technologies, and consider other incentives to encourage greater use.					
4	Develop design standards to preserve the landscape appearance of major Gateways into town. Consider an overlay district along designated rural routes that requires deeper setbacks and site plan approval in order to minimize impacts on scenic views.					
5	Consider re-zoning options for the long-term use of O&G quarries when excavation ends, such as a mixed-use Village district, a Research Park, or a Planned Industrial district.					
6	Encourage low impact development (LID) to protect or restore the natural hydrology of a site.					

Recommendations: Plan of Conservation and Development								
	Action	Planning Commission	Zoning Commission	Highway Department	Board of Selectmen	Police	Town Planner	Shade Tree and Sidewalk/Rt.6 Committees
Transportation								
1	Conduct a Corridor Study of Main Street that examines the potential for future traffic growth and recommend actions to improve traffic flow, enhance pedestrian safety, and retain rural appearance.							
2	Establish a Route 6 Study Committee to analyze existing conditions and recommend improvements.							
3	Enlist ConnDOT to perform an in-depth analysis of the Route 6 / Route 64 intersection to determine corrective actions and prevent severe accidents.							
4	Make selective improvements at bottleneck intersections, but avoid major road reconstruction that would alter the character of Main Street.							
5	Implement removal of overhead utility lines in the commercial areas and historic districts of Main Street by 2020. Work with the utilities to assess the engineering feasibility and pursue funding sources for construction.							
6	When acting on new development proposals, seek to connect parking lots of adjacent properties, and work with ConnDOT to consolidate curb cuts where feasible to reduce conflict points on Main Street.							
7	Implement access management controls in land use regulations to include specific standards for access design in commercial development.							
8	Evaluate the status of unimproved public ways. Recommend discontinuation for roads that no longer serve the “common convenience and necessity,” or make minor repairs to roads that should remain open to public use.							
9	Examine high crash locations to identify causes and remedies that can occur within the right-of-way. For state roads, coordinate design solutions with ConnDOT and seek state funds for the improvements. For Town roads, work with property owners to remove obstructions or alter alignments to improve sight distances.							
10	Conduct inspections of all <20’-bridges with particular attention to those that are structurally deficient or functionally obsolete. Apply for state funds to repair those that pose serious safety risks.							
11	Review signal timing to improve intersection efficiency and minimize automobile idling.							
12	Create a pedestrian-friendly environment by improving crosswalks at major intersections, providing amenities such as benches and kiosks at key locations, planting gardens and ornamental trees, and providing tourist conveniences.							
13	Continue construction of the sidewalk network along Main Street, Route 317, and adjacent streets, and develop new sidewalks near schools to encourage greater walking to school by Woodbury’s youth.							
14	Manage development along roads that serve as Gateways into Woodbury to preserve scenic views and the appearance of unspoiled open space.							

CHAPTER 1

NATURAL RESOURCES AND OPEN SPACE

Natural Resource Protection

Woodbury has enacted protective land use regulations that have successfully maintained a high level of environmental quality notwithstanding the significant amount of development that has occurred to-date. These regulations have allowed orderly growth to occur without impeding the vital functions of natural resources. Land use boards will continue to review new development proposals and require that applicants take all reasonable measures to protect the Town's environment.

Map 1 displays the significant water resources in Woodbury that must be safeguarded against unwise development. Avoiding change in these areas will prevent degradation of the environment and a decline in the quality of life for Woodbury residents.

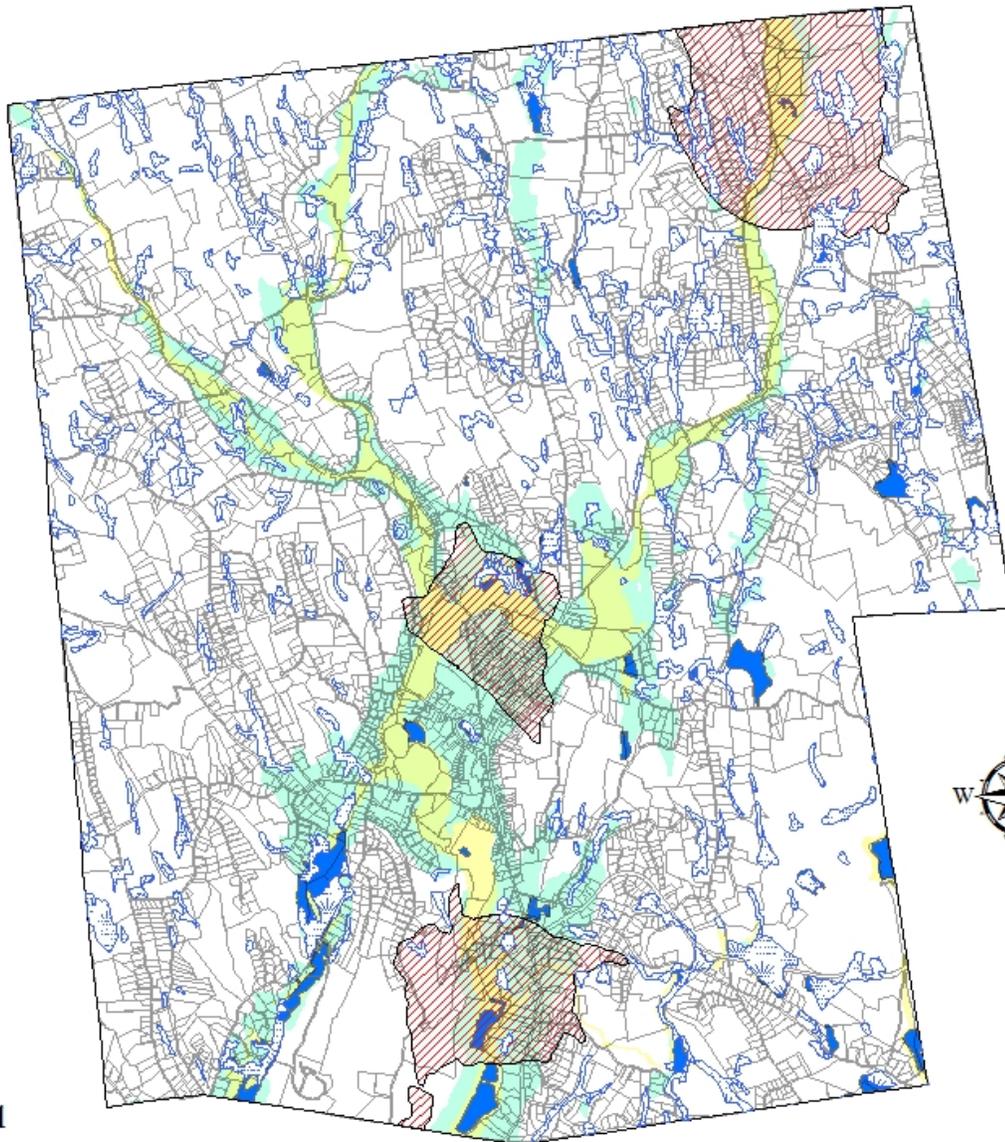
Aquifer

The Pomperaug River Aquifer provides an excellent source of drinking water for the United Water Company wells in Woodbury, the Heritage Water Company in Southbury, and the Watertown Fire District. With a limited public water system, many residents and businesses rely upon individual groundwater wells for their drinking water. It is essential to public health to safeguard this resource and to ensure that future generations may continue to reap the benefits of a low-cost, high-quality water supply. Woodbury will pursue the following policies:

- ◆ Adopt the Level A Aquifer Protection Area Map and Regulations to protect Woodbury's public water supplies from contamination.
- ◆ Require on-site recharge of stormwater to the extent practicable to help maintain ground water quantity.
- ◆ Implement Low Impact Development (LID) measures that allow for purification of stormwater on-site by relying on natural systems to recharge and cleanse stormwater, and by discouraging closed drainage systems that convey stormwater off-site as quickly as possible.
- ◆ Work closely with the Pomperaug River Watershed Coalition (PRWC), the Natural Resources Conservation Service, and the USGS in educating the public on best practices for protecting the aquifer.
- ◆ Manage withdrawal of water from the aquifer on a regional basis to maintain River flows and provide sufficient water to users during periods of drought.
- ◆ Continue to oversee cleanup of known contaminated sites and undertake appropriate steps to initiate investigations of any suspected contamination.
- ◆ Work cooperatively with the PRWC, watershed communities, and water utilities to prepare and implement an Integrated Watershed Management Plan to assure the long-term protection of the water resources of the Pomperaug River and Aquifer.

Water Resources

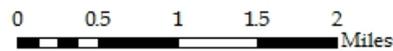
Plan of Conservation and Development



Legend

-  **Aquifer Protection Area**
-  **Watercourses**
-  **100-Year Flood Plain**
-  **Pomperaug Aquifer**
-  **Wetlands**

Town of Woodbury



Source: Woodbury Land Use Office, January 2006

Wetlands and Watercourses

Wetlands perform vital functions in purifying contaminants in stormwater runoff, maintaining surface water flows in streams during dry periods, and providing flood storage areas that minimize damage caused by severe floods. They provide special habitat for a wide variety of plant, animal, and aquatic species, and their productive ecosystems are crucial to sustaining fish, waterfowl, and other wildlife. Primarily through the conscientious efforts of the Inland Wetlands and Watercourses Agency (IWWA), Woodbury will take care to protect the integrity of wetlands from unwise development practices. Woodbury will pursue the following policies:



Manville Glacial Kettle

- ◆ Review all development applications within the jurisdiction of the IWWA and require all feasible measures to prevent negative impacts on wetlands and watercourses.
- ◆ Conduct environmental education programs to increase awareness of the valuable functions wetlands serve.
- ◆ Where development has degraded wetlands, work with state and regional agencies to restore the areas to a pristine condition.
- ◆ Require compensatory wetland creation where no practical alternative exists to lawful development activities.
- ◆ Establish riparian buffers as appropriate to minimize alteration of vegetation along streams, protect fisheries, trap sediments from erosion, maintain stream temperature, preserve wildlife habitat, provide corridors for travel, and prevent nitrogen, phosphorus, pesticides, and other pollutants from reaching water courses.

Floodplains

Preservation of flood storage capacity is essential to preventing significant property damage from severe storm events. Woodbury participates in the National Flood Insurance Program, which enables property owners to obtain subsidized flood insurance. Existing zoning regulations strictly regulate development in flood plains. Woodbury will continue to enforce flood plain development standards in accordance with the following policies:

- ◆ Prevent development within flood plains that may cause loss of flood storage capacity and result in damage to properties downstream.
- ◆ Require compensatory flood storage whenever any filling or construction may affect the capacity of the floodplain to hold or convey floodwaters.
- ◆ Encourage compatible uses within the floodplain, such as agriculture and active and passive recreation uses and facilities. Floodplain uses should not affect recharge capacity or obstruct the flow of flood waters.

- ◆ Regulate development within flood plains to protect structures from flood damage at the time of construction.
- ◆ Encourage hiking trails and greenways for nature study and passive enjoyment of river environments, including fishing and boating where depths permit.

Ridgelines, Steep Slopes, and Scenic Vistas

Woodbury's growth concentrated in the Pomperaug River Valley where development constraints are few and soil conditions are favorable for treatment of septic waste at low densities. Surrounding the valley are areas of moderate to steep slope where developers can overcome constraints with costly engineering practices. Much of the moderately sloping land now contains low-density residential uses. Large tracts still remain for additional growth in accordance with minimum lot sizes that range from 40,000 to 100,000 square feet. A notable aspect of the Town landscape are the steep ridgelines that provide extensive areas of open space and afford scenic vistas from and to the surrounding countryside. In order to retain this essential component of the Town's landscape, Woodbury will pursue the following policies:

- ◆ Carefully monitor development along scenic ridges in order to minimize the visual impact upon the landscape from clear cutting and inappropriate siting of dwellings.
- ◆ Regulate subdivision development in a manner to preserve scenic views of ridgelines from public ways and parks, prevent soil erosion, preserve natural drainage patterns, and contribute to the Town's aesthetics.
- ◆ Acquire open space in ridgeline areas to preserve scenic views and retain corridors for wildlife.
- ◆ Consider adoption and implementation of CGS Chapter 124, Section 8-2, which names the Orenaug Hills as a trap rock ridge where the Town may adopt development restrictions in ridgeline setback areas.
- ◆ Promote use of open space subdivisions to steer development away from steep slopes and areas of ridges visible to public view.
- ◆ Regulate excavation activities to preserve significant ridgelines and protect public safety while allowing mining to occur.

Wildlife

In the community survey, residents expressed a keen desire to preserve wildlife habitat to promote a diversity of species in Woodbury. Sustaining wildlife requires a multi-prong strategy of protecting a variety of habitat communities to account for the needs of native species at all stages of life. Such areas include large expanses of woodland, agricultural fields to provide edge habitat, wetlands, ridges, and stream corridors. To insure a diversity of wildlife habitat and create healthy ecosystems, Woodbury will pursue the following policies:

- ◆ Acquire open space to create large expanses of contiguous land where species have sufficient area to forage and reproduce unencumbered by human development. Seek to extend wildlife preserves across town boundaries to dovetail with natural behaviors.

- ◆ Identify and protect wetland areas, vernal pools, and riparian areas that provide unique habitat for amphibious and wetland species.
- ◆ Establish linear corridors to link large open space tracts and enable migratory species to travel across wide areas. Corridors are especially necessary in suburbanizing areas.
- ◆ Incorporate wildlife protection planning in development reviews to shield important habitat areas from the impacts of development. Use of open space subdivisions is one way that such areas may be set aside while allowing density to remain unchanged. Where appropriate, require developers to construct mitigation measures that compensate for unavoidable impacts on wildlife habitat.
- ◆ Seek the assistance of ecologists to identify areas essential for wildlife preservation.
- ◆ Work closely with non-profit land trusts and public agencies to acquire key parcels that provide habitat for endangered species and contribute to preserving ecological diversity.

Prime Farmland Soils



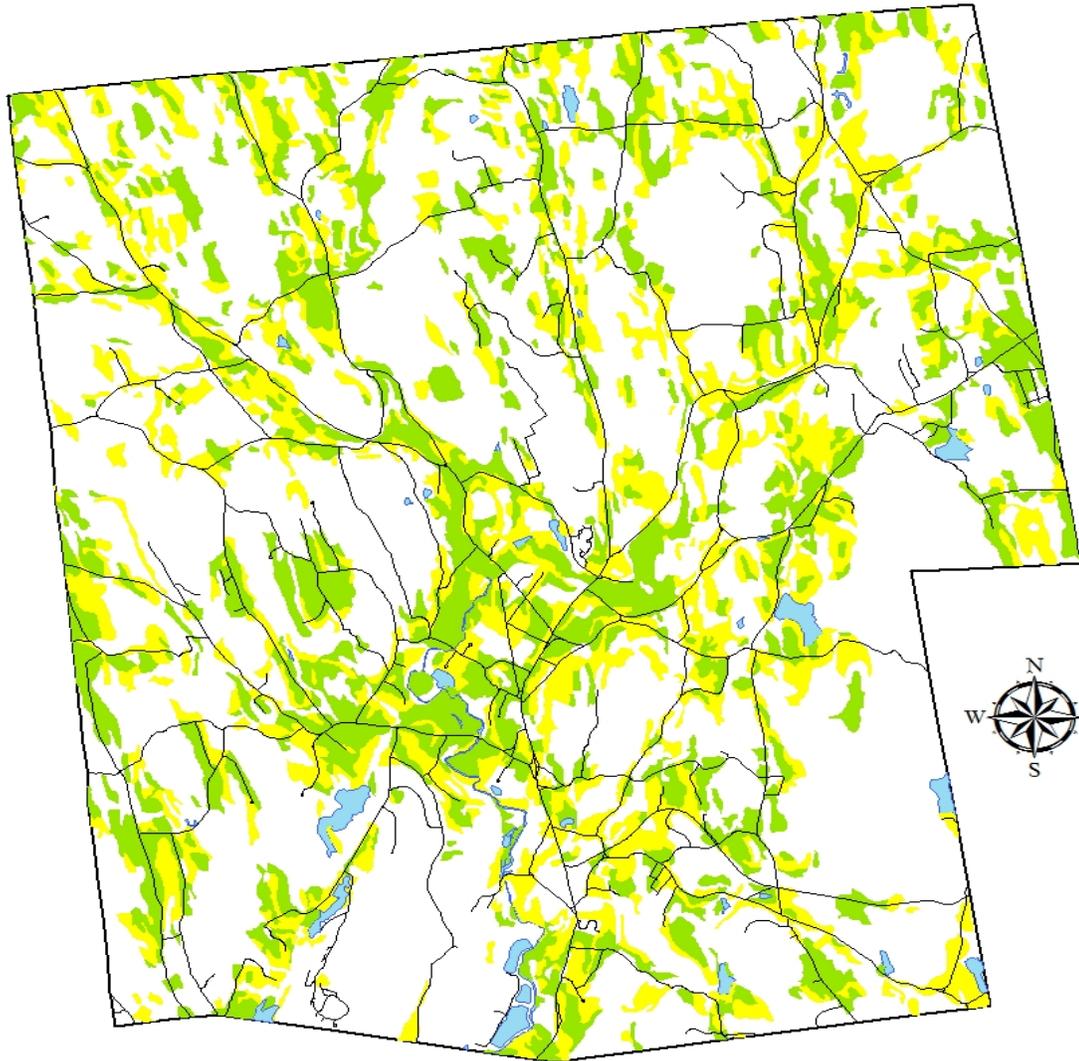
Weekepeemee Road Farm

Woodbury has lost much of its agricultural capacity to development. Farmland soils generally make excellent development sites due to their low degree of slope and deep, well-drained texture that allows septic systems to function correctly. Preserving prime farmland soils and farmland soils of statewide importance retains the ability to grow food locally and reduces greenhouse gas emissions cause by hauling food long distances. Woodbury will take measures to preserve farms and prime farmland soils for future production, even if such soils are not currently in use. Map 2 displays these soils in Woodbury.

- ◆ Use open space subdivisions to steer development away from areas that contain prime soils.
- ◆ Target land acquisition and purchase of development rights to property with high agricultural potential.
- ◆ Establish community gardens on prime farmland soils to enable residents to obtain bountiful yields of fruits and vegetables through their own labor.
- ◆ Research the applicability of transfer of development rights for agricultural land. Such a program would provide farmers with monetary value for restricting development on land reserved for food production while giving purchasers increased development rights in other locations.
- ◆ Consider use of Town-owned land that possesses productive agricultural soils for farming.

Farmland Soils

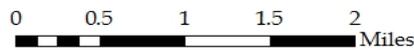
Plan of Conservation and Development



Town of Woodbury

Legend

-  Prime Farmland Soils
-  Additional Statewide Important Farmland Soils
-  Water



Data Source:
U.S. Dept. of Agriculture

Open Space

Development in Woodbury is concentrated in the southern reach of Town and in subdivisions scattered elsewhere. The Town is on the verge of losing one of the defining characteristics of its town form. Large expanses remain undeveloped, providing an open quality to the community that allows the natural landscape to dominate the views from public ways. The low-density pattern of development throughout much of Woodbury has helped it retain the character of a traditional New England town.



Three Rivers Meadow Park

Slow but steady growth has begun to erode this pastoral quality and places strains upon the natural carrying capacity of the land to buffer the environment from development. As impervious surfaces increase, pollution from stormwater runoff degrades water quality of ponds and rivers. Erosion from disturbed areas results in sedimentation of surface waters, reducing the volume of water storage and increasing flood potential. Residential subdivisions create monocultures of lawn areas that limit biological diversity, fragment habitat, and release fertilizers that add excess nutrients to shallow ponds. Ground water levels may

become lower with decreased recharge, and ground water quality may degrade because of pollution from leaking underground tanks, improper waste disposal, and failing septic systems. Preserving open space is a key component for maintaining environmental quality as development consumes a greater share of the Town's land area.

Yet, with the easiest and most suitable land already developed, it will be harder to prevent development on less suitable land from altering the environmental quality of the Town. Woodbury residents strongly support open space preservation for many reasons, including retaining rural character, preserving wildlife habitat, assuring environmental quality, and providing opportunities for passive enjoyment of nature.

The state of Connecticut has set a goal of protecting 21% of its land area as open space. (CGS Chapter 447, section 23-8) The state itself will attempt to protect 10% of its land mass, while the remaining 11% falls to efforts of municipalities, land trusts, and water companies.

Woodbury's open space target is to put 20% to 25% of its land area into a form of permanent protection before the Town reaches a condition of complete build-out. Map 3 displays the current extent of protected open space, and Table 1 shows the distribution of this land by owner. "Open space" includes land or water protected or restricted for wildlife habitat, agriculture, passive recreation and parks, forestry, aquifer protection, riparian corridor protection, and scenic vistas. It includes land protected in fee simple ownership by the Town or a conservation land trust, and privately owned land restricted by an easement that prevents development, such as open space in an open space subdivision. It does not include land owned by the school district (133.6 ac.) because of its intensive use, or land under a temporary use assessment for farming, forestry, or open space.

Protected Open Space

Plan of Conservation and Development



Legend

-  Protected Open Space
-  Restrictions and Easements
-  Homeowners' Associations
-  United Water Co. High Priority Sites

Town of Woodbury



Data Source: Woodbury GIS

Table 1
Protected Open Space, 2007

Type	Acreage
Land Trust Property	1,739.6
Southbury	45.5
Private Ownership	787.0
Municipal Parks, etc.	314.8
Water Company Land	165.3
Total	3,052.2
Town Area	23,506.0
2007 OS % of Town	13.0%
25% Goal	5,876.5

Source: Woodbury GIS Open Space Layer

- ♦ In 2007, protected land in Woodbury amounted to 3,052.2 acres, or 13% of its total land area.
- ♦ The state of Connecticut owns no open space in Woodbury. (The Town could make an argument to “spread the wealth” when seeking acquisition funding.)
- ♦ Increasing use of open space subdivisions has resulted in the protection of a large amount of private open space at no cost to the Town.
- ♦ To reach the 20-25% target, Woodbury will need to add between 1,417 and 2,592 acres of protected land, achieving a total of 5,876.5 acres.

Flanders Nature Center and Land Trust is by far the largest holder of open space in Woodbury. Flanders has been quite active both in purchasing open space and in obtaining stewardship of land set aside in open space subdivisions approved by the Planning Commission. The goals of the Land Trust and the Town often coincide when opportunities for land preservation occur, and the two entities should continue to work closely together when their common interests intertwine. A Land Trust can often act with alacrity when special opportunities arise, while the Town must pursue an open, deliberative process. As an active catalyst in land-preservation ventures, Flanders will remain a key player in helping the Town implement its aggressive open space agenda.

The table does not include some United Water Company property as permanently protected open space. This property was watershed land of the Town’s original surface water supply, but with the development of new ground water sources in Woodbury, this land will become surplus to the Water Company’s needs. United could decide to sell the land once the state DEP determines there is sufficient capacity in its ground water sources to meet the utility’s water needs. The Company must first offer the land to the Town for market value. With two large parcels in close proximity to other open space tracts, the Town should seek to acquire

the property for conservation purposes by seeking state grants, entering into partnerships with local land trusts, and contributing local tax dollars.

Open Space Preservation Zones

With limited municipal finances, Woodbury must carefully allocate its resources in ways that will accomplish the greatest benefits of protecting natural resources and providing outdoor recreation opportunities for residents. In addition to outright purchases, Woodbury can use its land-use regulatory powers and engage in collaborative efforts with state, regional, and local partners to achieve its ends.

The previous Plan of Conservation and Development proposed the concept of “Preservation Zones” as a unifying framework to guide local actions to achieve its open space goals and preserve the Town’s rural landscape. (See Table 2.) Preservation Zones constitute open space corridors and linkages within Woodbury that help to focus open space planning efforts. Potential conservation purchases within these areas meeting the criteria set by this Plan of Conservation and Development should receive high priority, although other sites meeting the criteria are worthy of preservation. Woodbury will continue to design its open space protection strategy around these themes.

Preservation Initiatives

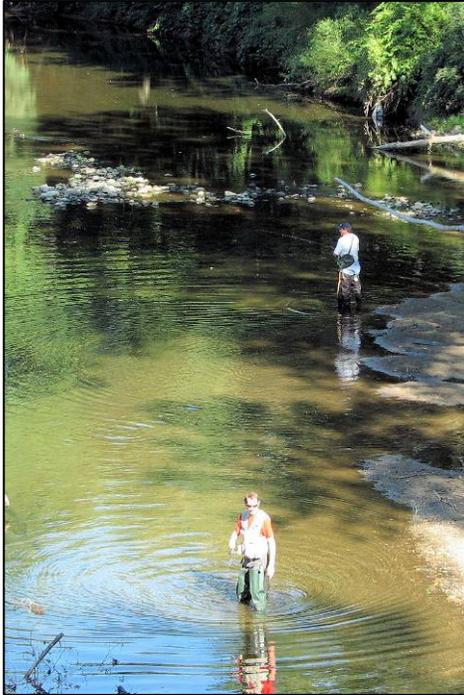
Pomperaug River Greenway

The importance of the Pomperaug River and Aquifer to the environmental health of the community cannot be understated. Woodbury’s public water supplier, the United Water Company, obtains its water from wells in the aquifer. The quality of the water is very high, and there are minimal treatment costs. The River affords residents water access for hiking, fishing, and canoeing. Associated wetlands and flood plains act as sponges to soak up potentially damaging water during severe storms.

However, the Pomperaug is a relatively small river, and minor disruptions caused by human activity can erode these values. If aquifer recharge is ignored, long-term droughts can undermine the resource’s ability to supply water to the utility customers. Low flows reduce recharge to public wells and can have severe impacts on wildlife and fisheries; maintaining surface inputs is essential to insuring adequate flows for ecological health and human requirements. Development in the flood plains reduces water storage capacity and can result in severe damage to property downstream.

Through the auspices of the Pomperaug River Watershed Coalition, Woodbury is working with other communities in the watershed to maintain the ecological integrity of this resource. Woodbury will develop and implement a Pomperaug River Greenway Plan (including the Nonnewaug and Weekepeemee Rivers) that preserves the rivers’ environmental integrity and maximizes benefits to residents. The COGCNV and DEP can offer resources to help in this endeavor. The key strategies include:

- Acquire open space parcels that provide opportunities for reasonable public access.
- Develop hiking trails along the River that connect principal open space parcels. Approach land-owners to acquire public easements across private property where land purchase is not necessary or too costly.



Fishing in the Pomperaug River

- Improve River access for canoeing and fishing. Develop parking areas on public lands to accommodate greater recreation use.
- Prepare brochures and web sites that identify access locations and set ground rules for responsible behavior.
- Through land-use approvals, set aside buffers along the River and its tributaries where development is discouraged in order to maintain water temperature and the filtering benefits of woodland cover.
- Cooperate with Bethlehem and Southbury to extend the Greenway across town lines.
- Seek expertise of local scientists, teachers, and the PRWC to develop nature trails that inform children and outdoor enthusiasts of the important ecological functions the River provides.

Ridges and Corridors

A defining characteristic of Woodbury's landscape is its gently sloping valley carved by the Pomperaug River, framed by steeply rising hillsides and distinctive ridges. Undeveloped ridges enhance scenic views from many locations in the community and afford habitat for numerous species of wildlife. In the southern end of Town where development density is greatest, the Ridge and River Corridor Conservation Plan (Map 4) provides a unifying framework for protecting open space and regulating development to maintain the contribution these resources make to the aesthetic qualities and natural environment of Woodbury. To implement this Plan, Woodbury will seek to:

- Preserve the properties identified as Protection Targets.
- Develop links between key parcels to accommodate wildlife migration patterns and establish long distance hiking trails for residents.
- Manage growth by encouraging development that is consistent with this Plan, and use creative preservation techniques when opportunities arise.

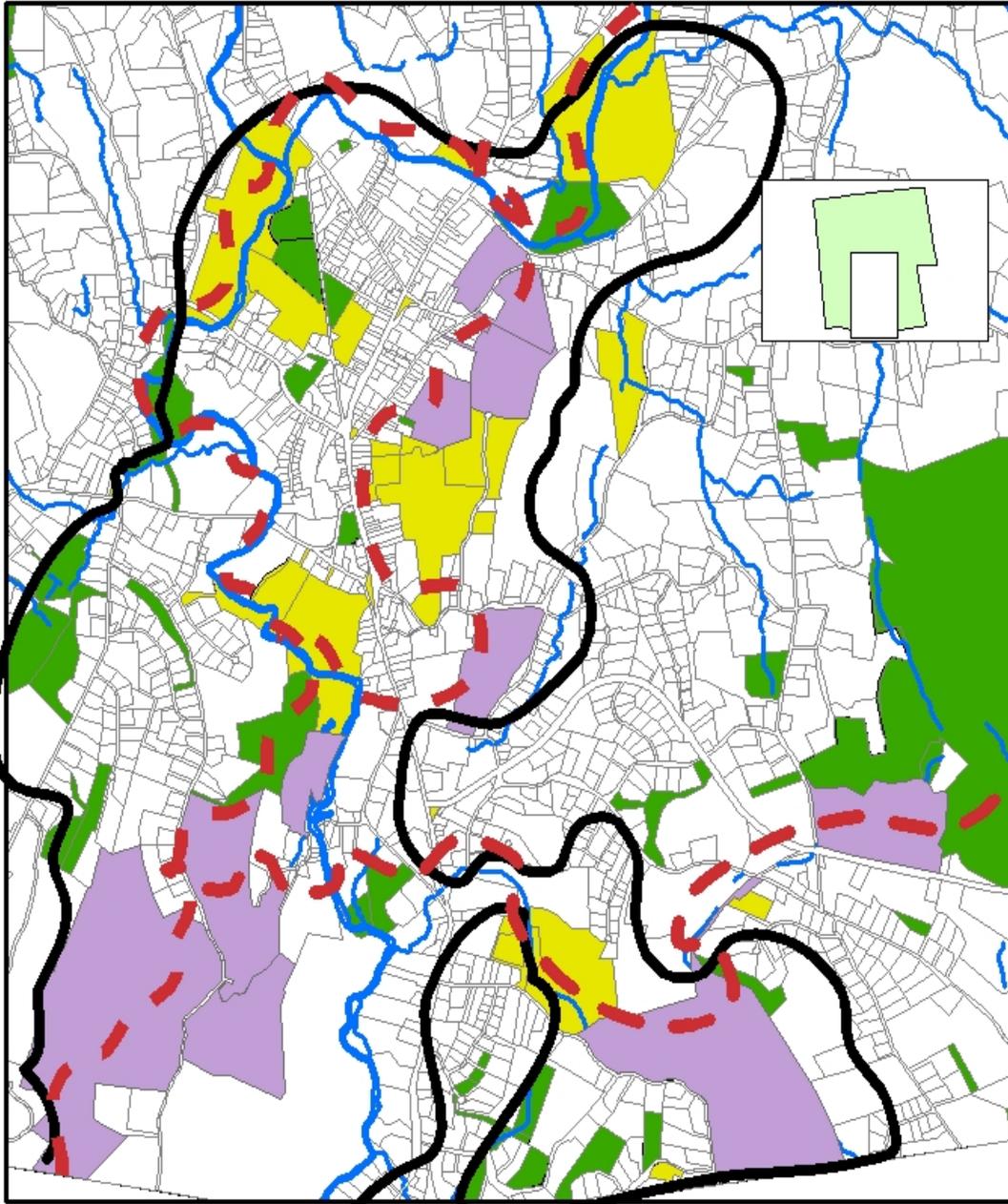
**Table 2
Open Space Preservation Zones**

Preservation Zone	Objectives	Criteria	Threats
River Valleys	<p>Develop and maintain riparian corridor habitat and linkage.</p> <p>Protect Pomperaug River aquifer and watershed.</p> <p>Develop passive recreation access.</p> <p>Maintain riverbank stability.</p>	<p>Linear corridor parcels</p> <p>Parcels abutting or near existing parks and open space</p> <p>Threatened flood plain or flood plain buffer area</p> <p>High quality riparian habitat</p>	<p>Intensive land-uses and flood plain activities</p> <p>Aquifer contamination</p> <p>Riverbank stability</p> <p>Adjacent development</p> <p>Mining</p>
The Eastern Border - Nonnewaug Falls to Woodbury Reservoir	<p>Protect scenic and natural areas around the Falls.</p> <p>Preserve agricultural lands and support farming.</p> <p>Work with COGCNV, Watertown, and Bethlehem to implement the "Nonnewaug Falls Open Space Action Area."</p> <p>Develop and maintain natural habitat corridor and linkages.</p> <p>Establish low-density development buffer along eastern border of Town.</p>	<p>Parcels abutting or buffering falls area</p> <p>Active agricultural parcels</p> <p>Parcels abutting Whittemore Sanctuary and other large open space blocks</p> <p>Private parcels for easements or management agreements</p> <p>Utility lands</p>	<p>Subdivisions and roads</p> <p>Intensive forestry</p> <p>Vandalism</p> <p>Invasive pests</p>
The Pomperaug Valley Traprock Ridges	<p>Promote passive recreational access.</p> <p>Protect remaining unspoiled trap rock ridgelines from development and inappropriate land uses.</p> <p>Maintain scenic definition.</p> <p>Protect rare and unusual habitats.</p>	<p>Threatened ridgeline parcels</p> <p>Parcels abutting existing protected areas</p> <p>Linear ridgeline corridor parcels</p> <p>High quality habitats and State-listed species occurrence</p>	<p>Housing developments</p> <p>Intensive recreational uses</p> <p>Mining</p> <p>Forestry</p> <p>Invasive pests</p>
The Western Uplands	<p>Protect scenic uplands and natural habitats.</p> <p>Preserve agricultural lands and support farming.</p> <p>Retain large forest blocks.</p>	<p>Active or potential farmland</p> <p>Large forest blocks</p> <p>High visibility ridgelines</p>	<p>Subdivisions and roads</p> <p>Abandonment of farmland</p> <p>Invasive pests</p> <p>Intensive forestry</p>

Ridge and River Corridor Conservation Plan

Plan of Conservation and Development

Map 4

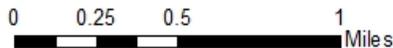


Legend

- Rivers and Streams
- Protection Targets
- Existing Open Space
- Town-Owned Property
- Conceptual Walking Trails

Corridor Boundary Approximate

Town of Woodbury



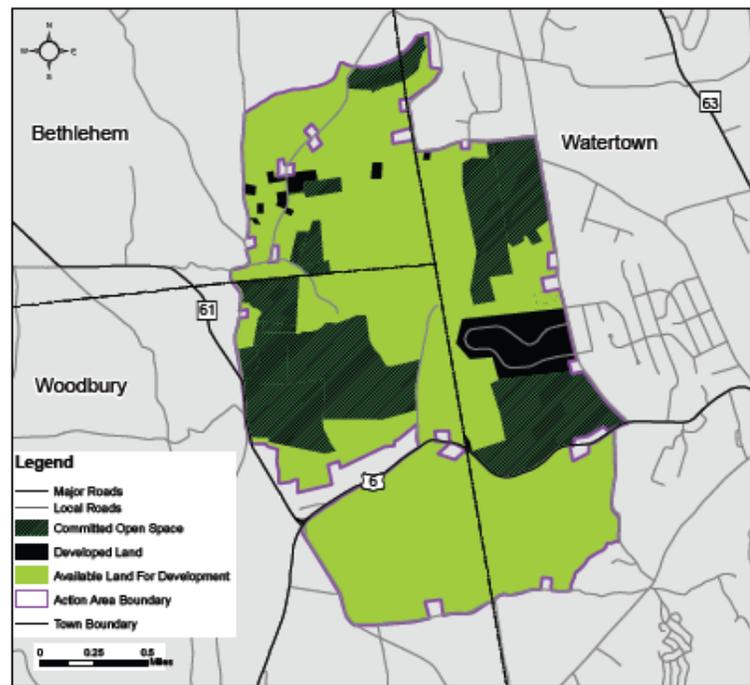
Source: Woodbury Land Use Office 2007

Nonnewaug Falls

As described above, Woodbury has targeted the Nonnewaug Falls area as an important preservation zone. The Town will manage growth for low intensity development along the eastern border to preserve its scenic and natural assets. The Council of Government of the Central Naugatuck Valley (COGCNV) has also identified the northeast corner of Woodbury and the adjoining sections of Bethlehem and Watertown as a regional open space preserve in its Regional Plan of Conservation and Development. Woodbury will assist COGCNV in its efforts to implement open space protection measures to preserve this unique resource and the surrounding rural landscape.



Nonnewaug Falls



**Nonnewaug Falls Action Area, COGCNV,
Regional Plan of Conservation and Development**

Farmland Preservation

New England has lost much of its agricultural heritage to suburban development starting with the post WW II era and continuing to the present day. Many of Woodbury's farms are no more than a memory, and the remaining farms could soon disappear as strong development pressures place a high economic value on farmland. Many farmers desire to continue farming, but need assistance from federal, state, and local agencies. Woodbury

residents support the continuation of agriculture because of the numerous benefits it offers in terms of adding to community character, preserving a rural landscape, and providing ready access to fresh farm products. The regional importance of preserving farmland is also evident in the joint work of COGCNV and the PRWC; the two agencies prepared a case study for preserving agricultural land and protecting water resources in the Pomperaug River Watershed¹. To preserve the remaining farms in Town, Woodbury will work cooperatively with farmers and conservation organizations to implement the following strategies:



Pond View Farm

1. Use a variety of creative strategies to preserve farming in Woodbury, such as:
 - ◆ Buy farms when they go on the market. Record development restrictions to prevent future development. Then lease or sell the farm at agricultural value to people willing to farm it.
 - ◆ Sell development rights to increase density elsewhere. Identify receiving zones or let the market decide. Authorize the program in open space subdivisions.
 - ◆ Purchase the right of first refusal to gain time while working to raise the funds needed to buy all or part of the farm.
 - ◆ Upon acquiring a farm, sell off a few developable lots to help finance the acquisition. Lease the land to people interested in farming the land.
2. Expand the use of farmers markets. Initiate a campaign to buy local products. Support niche operations.
3. Educate residents on the importance of farming for food production, preservation of scenic views, and contributions to the local economy.
4. Establish an Agricultural Commission that can promote agriculture in Woodbury, assist farmers with town resources, and help to resolve disputes with residents over farming operations.

¹ “The Role of Agriculture in the Preservation of Open Space and the Protection of Water Resources,” 2003

5. Pass a non-zoning right-to-farm ordinance to allow farmers to pursue agricultural activities free from potential conflicts from abutters when engaged in generally accepted agricultural practices.
6. Reach out to farmers, identify their needs, and determine assistance the Town can provide. Help with acquiring development rights (state program). When older farmers are contemplating retirement or selling the farm, act in concert with Land Trusts and funding entities to try to purchase the farm.
7. Consider allowing wind turbines and solar collectors on farms as source of energy and/or income for farmers.
8. To sustain agriculture in the community, target farm purchases in areas of concentrated farming and preserve prime and important farmland soils for future use.

Open Space and Natural Resources Goals

1. Strive to achieve permanent protection of 20% - 25% of the Town's land area by 2020.
2. Provide a superior system of both public and private open space that allows passive and active recreation opportunities and preserves environmentally significant areas. Target parcels critical to protection of aquifers and public drinking water supplies, wetlands, steep slopes, ridgelines, wildlife habitat, flood plains, and prime farmland soils.
3. Collaborate as appropriate with Flanders Nature Center and Land Trust and other conservation organizations to act quickly to preserve important open space lands when confronted with immediate development pressure.
4. Assess land-use regulations to maintain and enhance the water quality of the Pomperaug River and Aquifer, as well as that of the Nonnewaug and Weekepeemee Rivers, which form the Pomperaug. Monitor water quality to detect threats at an early stage and develop appropriate regulatory strategies to reverse negative trends. Cooperate with watershed communities to determine sustainable well yields that will maintain the ecological health of the resources. Work with the Watershed Coalition on planning, education, drought management, and scientific studies, and participate in the Integrated Watershed Management Plan process to assure the long-term protection of the water resources of the river and aquifer.
5. Acquire land for Town parks that is compatible with adjacent land uses, and develop facilities to meet the Town's active recreation needs.
6. Link together the open space system by preserving connecting corridors that can accommodate wildlife movement and passive hiking trails.
7. Use a variety of creative techniques, such as the open space subdivision process, conservation easements, transfer of development rights, and financial contributions, to preserve land that advances key open space initiatives in lieu of public acquisition.
8. Institute a variety of measures that assists in the preservation of agricultural lands, including both working and non-active farms.

Recommendations

1. Retain the goal of permanent protection of 20% - 25% of Woodbury's land area as open space.

2. Purchase the United Water Co. watershed property when it becomes available.
3. Implement an annual appropriation of .5 mills for open space. In 2007, this would have yielded about \$525,000. CGS Chapter 97, Section 7-131r allows communities to deposit two mills annually into an Open Space and Land Acquisition Fund.
4. Continue use of the Open Space Acquisition Fund to make purchases of strategic parcels that advance the open space preservation goals of the POCD.
5. Continue to implement the strategy of protecting key parcels that fall within Open Space Preservation Zones, including:
 - ♦ The River Valleys
 - ♦ The Eastern Border - Nonnewaug Falls to Woodbury Reservoir
 - ♦ The Pomperaug Valley Traprock Ridges
 - ♦ The Western Uplands
6. Create provision for ridgeline preservation for the Orenaug Hills and other sensitive ridgelines. Evaluate ridgeline protection provision of state law (CGS Chapter 124, Section 8-2). Determine if the "Watershed/Viewshed Regulated Area" regulation (Section 4.18) of the Planning Commission's Subdivision Regulations provides equal or better protections than the state provision.
7. Review open space subdivision regulations to insure that open space lands achieve the open space objectives of the POCD.
8. Work closely with Flanders and other conservation organizations to identify targets for acquisition or protection. When necessary, match town funds with state grants and non-profit land trusts (Flanders, Roxbury) to stretch limited local dollars.
9. Develop a mechanism for enforcing easements in open space subdivisions and prior lands and, where appropriate, prepare cross easements to allow the Town and Flanders to enforce the terms of the agreement. For parcels with no future municipal use, offer the option of Flanders ownership or control. Consider using staff and volunteers of Flanders to monitor compliance with terms of easements. Require periodic inspections to verify compliance. Require a deposit of funds into a dedicated account for long-term maintenance and stewardship of such lands.
10. Compile a catalogue of all open space easements and map their locations to provide a handy reference for legal conditions and exact locations of all easements.
11. Allow *off-site* land preservation in open space subdivisions, i.e. transfer of development rights. For example, preserving farmland or a scenic view would provide a developer with additional units in the subdivision. Such a system might vary the amount of additional development based on the natural resource value of the land preserved, whether by easement or ownership.
12. Engage landowners of large tracts proactively to inform them of the benefits of land preservation.
13. Implement the Ridge and River Corridor Conservation Plan (Map 4) through strategic protection of key parcels.

14. Develop a Greenway Plan for the Pomperaug, Weekepeemee, and Nonnewaug Rivers that includes public access, walking trails, environmental education, fishing, canoeing, land protection, and parking. Put plan on the web and market as a tourist draw.
 - ◆ Develop educational materials to inform residents of the Town's important natural resources. Express concern for environmental quality and let residents know what they can do to prevent pollution.
 - ◆ Work with the Pomperaug River Watershed Coalition on river and aquifer protection issues.
 - ◆ Acquire land with river frontage and access for residents to appreciate first-hand the values the River has to offer.
 - ◆ Monitor low flows during the summer. Be careful with pumping rates to preserve fisheries and aquatic habitat.
 - ◆ Seek state and federal funding for eligible greenway projects.
15. Continue the planting, replacement, and maintenance of trees on public streets, in parks, and on building sites.
16. Continue to monitor development in the flood plain. Stress the need to maintain flood storage capacity. Consider compatible uses, such as agriculture and recreation.

CHAPTER 2
ECONOMIC DEVELOPMENT

Economic Profile

Unemployment Rates

- ♦ Woodbury’s unemployment rate is consistently better than the state and the Labor Market Area (LMA) of which it is a part.
- ♦ The U.S. entered a recession at the end of 2007. Unemployment rates have risen dramatically in recent years. Woodbury is not immune to the severity of these conditions, although its unemployment rate has remained below the state and LMA averages.

Table 3
Unemployment Rates

	Woodbury	Connecticut	Torrington LMA²
October 2009	6.7	8.8	8.2
Dec. 2008	5.0	7.1	6.2
2007	3.3	4.8	4.4
2006	3.9	4.3	4.1
2005	3.8	4.6	4.7
2004	3.5	4.7	4.9

Source: Connecticut Dept. of Labor

Education of Woodbury’s Labor Force

- ♦ Woodbury has a very high percentage of its population with degrees of higher education and outperforms the state as a whole by a wide margin; 49.2% of workers have an Associates Degree or higher.
- ♦ An educated labor force is an important asset that knowledge-based employers seek when searching for new locations.
- ♦ Connecticut has captured a significant share of the innovative technology sector, and Woodbury’s educated workers can meet the labor demands to ensure continued growth.

² The Torrington Labor Market Area (LMA) includes Bethlehem, Canaan, Coldbrook, Cornwall, Goshen, Kent, Litchfield, Morris, Norfolk, North Canaan, Roxbury, Salisbury, Sharon, Torrington, Warren, Washington, Winchester, and Woodbury.

Table 4
Educational Attainment of People 25 Years Old and Over, 2000

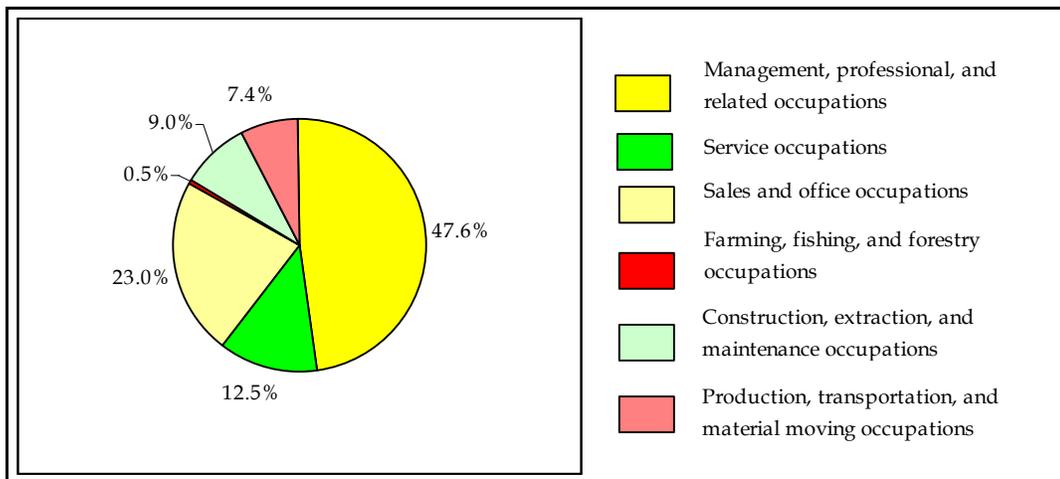
	Less Than 9 th Grade	High School		College		
		No Diploma	Graduate	Some College	Associates Degree	Bachelors or Higher
Woodbury	1.4%	8.5%	22.2%	18.8%	7.4%	41.8%
Connecticut	5.8%	10.2%	10.2%	17.5%	6.6%	31.4%

Source: U.S. Census

Occupations

- ♦ The high education attainment of the labor force is apparent in the occupations of residents; 47.6% work in management, professional, and related occupations.
- ♦ The large retail base of businesses along Main Street accounts for the second highest category; 23.0% of Woodbury residents are in sales and office occupations.

FIGURE 1
RESIDENTS' OCCUPATIONS



Source: U.S. Census

Where People Work

- ♦ While Woodbury is a significant distance from Waterbury, the Town is still within the economic sphere of the metropolitan center. Waterbury ranks as the third highest location of work for Woodbury residents, and the City offers a range of social services and cultural offerings for the region.
- ♦ The highest number of workers in Woodbury comes from Woodbury itself. This implies a certain degree of economic self-sufficiency and an ability to supply employees to area companies from the Town.

- ◆ Other significant work locations for Woodbury residents include Southbury, Waterbury, Danbury, and Watertown.
- ◆ Given the predominance of small businesses in the retail and service trades in the Town’s economy, workers from Woodbury and near-by towns travel short distances to local jobs. With a labor force having high educational attainment, and with a shortage of knowledge-based jobs in Town, residents tend to commute greater distances to employment centers outside of Woodbury.
- ◆ Thus, relocation of knowledge-based companies to Woodbury could find a ready supply of educated workers from within the local market. This implies an economic development strategy of seeking to attract companies that need a professional workforce.

**Table 5
Commuting Patterns**

Top 10 Locations to and from Woodbury

Commuting into Woodbury From:		Commuting from Woodbury to:	
Woodbury	1,193	Woodbury	1,193
Southbury	203	Southbury	575
Waterbury	179	Waterbury	518
Watertown	156	Danbury	406
Bethlehem	101	Watertown	154
Naugatuck	92	Ridgefield	138
Middlebury	87	Torrington	122
Torrington	79	Newtown	102
Oxford	63	New Milford	96
Danbury	47	Washington	94

Source: 2000 Census

Employment in Woodbury



New Construction in the MQ District

- ◆ Counting only jobs covered by unemployment compensation in Woodbury, non-government employment consists of about 2,000 jobs.
- ◆ Retail trade contains the highest number of private sector jobs (413); however, the actual number may be much greater since small proprietor-run shops may not hire workers subject to paying unemployment taxes.
- ◆ Accommodation and food services contain the second highest employment total (349

jobs). This is consistent with the prevalence of restaurants along Main Street.

- ♦ The average annual wage in Woodbury in 2007 was \$35,354; however, the two highest private employment categories, retail trade and accommodation/food services, had wages well below the average, at \$28,744 and \$15,456, respectively.

Table 6
Woodbury Covered Employment³ & Wages by Industry, 2007

NAICS Code	Industry	Units	Annual Average Employment	Annual Average Wage
	Total - All Industries	358	2,425	35,354
11	Agriculture, Forestry, Fishing	*	*	*
21	Mining	*	*	*
22	Utilities	*	*	*
23	Construction	52	225	48,840
31	Manufacturing	12	84	33,874
42	Wholesale Trade	21	47	45,022
44	Retail Trade	52	413	28,744
48	Transportation and Warehousing	*	*	*
51	Information	10	111	51,838
52	Finance and Insurance	18	70	51,260
53	Real Estate and Rental and Leasing	10	57	44,690
54	Professional, Scientific, and Technical Services	51	165	48,381
55	Management of Companies	3	4	13,656
56	Administrative and Support, Waste Mgmt & Remediation Services	23	53	30,940
61	Educational Services	6	25	6,664
62	Health Care and Social Assistance	25	183	31,265
71	Arts, Entertainment, and Recreation	5	19	19,137
72	Accommodation and Food Services	20	349	15,456
81	Other Services	28	84	25,406
99	Unclassifiable/unknown industry	*	*	*
	Total Government	13	424	44,571
	Federal Government	1	21	47,089
	State Government	1	2	73,532
	Local/Municipal Government	11	401	44,283

³Covered Employment is employment covered by unemployment insurance.

- ◆ In COGCNV's "Economic Profile of the Central Naugatuck Valley" (2005), Retail Trade had the second lowest wage of 11 major economic sectors. Thus, the large retail base in Woodbury yields less disposable income for employees to support local businesses.
- ◆ Woodbury should seek to diversify the business base to bring in higher paying jobs to the local economy.
- ◆ The number of jobs in government exceeds even that of retail trade; the average annual wage, \$44,571, was well above the average of all sectors. Government jobs include those working in a variety of labor codes, including education and public administration.
- ◆ Other strengths of the local economy are in Construction (225 jobs), Health Care and Social Assistance (183 jobs), Professional, Scientific, and Technical Services (165 jobs), Information (111 jobs), and Manufacturing (84 jobs).

Grand List

2009 Net Grand List

- ◆ Residential property makes up the largest component of the Grand List, accounting for 82.0% of all values. Woodbury is heavily dependent on residential values to generate property tax revenue to fund municipal services.
- ◆ Commercial and Industrial properties comprise just 7.2% of the Grand List. As shown in Table 7, their contribution to the Grand List stayed flat between 1997 and 2009.

**Table 7
2009 Net Grand List**

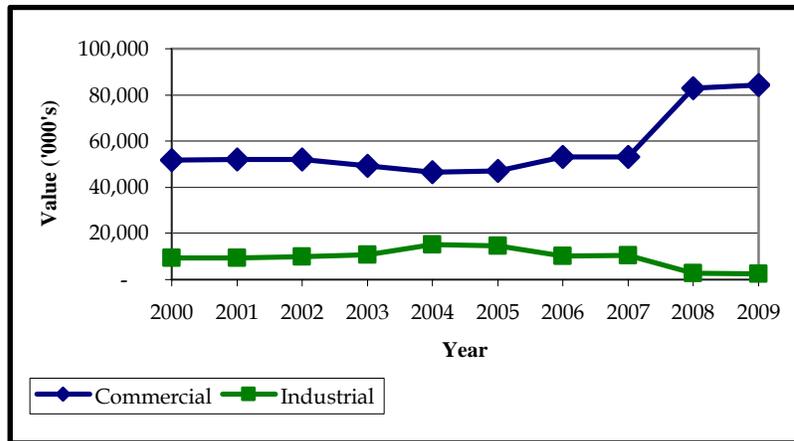
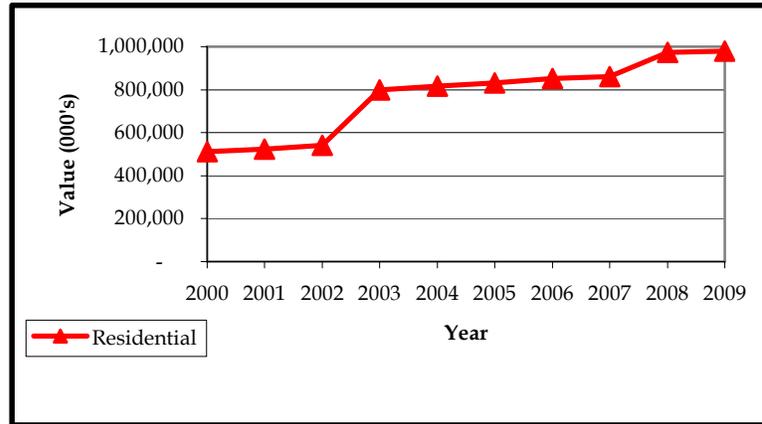
Component	1997	2009
Residential	81.0%	82.0%
Commercial/Industrial	7.2%	7.2%
Other	2.7%	3.1%
Motor Vehicle	7.6%	6.5%
Personal Property	1.7%	1.9%
Exemptions	0.2%	0.6
Total	100.0%	100.0%

Change in the Grand List: 2000 - 2009

- ◆ As shown in Figure 2, residential values witnessed rapid appreciation and grew by 91.4% from 2000 - 2009.
- ◆ Industrial property comprises only about 0.2% of the Grand List and commercial property about 6.9%.
- ◆ Commercial values grew at healthy pace during the period, growing by 62.8% overall and increasing \$32.5 million in value. Development of property on Main Street also helped to drive up commercial values.

- ♦ Industrial property decreased by nearly \$7.0 million, losing 73.3% of its 2000 value. This is primarily due to a re-classification of some industrial property by the Assessors.

**FIGURE 2
CHANGE IN GRAND LIST VALUE
2000 - 2009**



Grand List Projections for the Next Ten-Year Planning Period

- ♦ Assuming a 3% annual growth in the Grand List, the total valuation will amount to about \$1.68 billion in 2020.
- ♦ For commercial and industrial property to maintain a 7.2% share in the Grand List, the value of this component will need to increase by \$34.0 million.
- ♦ To increase the commercial and industrial component to 8% of the Grand List, Woodbury would need to add about \$13.5 million in new value by 2020 that is above the 3% assumed annual increase needed just to maintain this component's 7.2% share of the Grand List.
- ♦ This modest increase may not be enough to reduce residential taxes, but it could help to minimize the amount of the increase on homeowners.

Regional Economic Initiatives

The “Regional Plan of Conservation and Development” (2008) of the COGCNV contains numerous goals and policies to promote the orderly growth of the Region. The following policies have a particular relevance for Woodbury:

- ◆ The Central Naugatuck Valley is a center for precision manufacturing. Woodbury may attract new growth in this sector by providing good industrial land and offering assistance through a combination of state and local incentives.
- ◆ COGCNV will encourage appropriate types of economic development in locations designated on its future land use policy map. The Plan identifies the Route 6 Corridor as a Community Center where Woodbury should promote compact businesses.
- ◆ To satisfy the work force needs of area industries, the Region should advocate education and training programs that provide residents with the skills needed by businesses in the region, especially school-to-career programs geared to metal manufacturing.

Conclusions

- ◆ The Town’s economic base is heavily dependent upon retail services and public accommodations. To avoid economic cycles that affect these sectors particularly hard, Woodbury should strive to diversify the local economy.
- ◆ Woodbury maintains a high degree of economic self-sufficiency, with most workers for area businesses coming from Woodbury itself.
- ◆ Sectors that would be logical candidates for Woodbury include professional offices, scientific services, research and development, light assembly, conference facilities, health care, and commercial recreation.
- ◆ The Town has special strengths as a tourist community with its many antique shops, restaurants, historic Main Street ambiance, and open space sites for passive recreation.
- ◆ The lack of sewers limits high employment uses or manufacturing with process water discharges. Woodbury should consider low-intensity uses on large lots in campus-like settings. Office and Research and Development parks may be suitable uses that fit with the Town’s character.
- ◆ The Main Street Design District is effective in retaining the historic appearance of Main Street while allowing low-intensity commercial development. With small lots and little vacant land, redevelopment of older commercial sites is a strong possibility. Performance standards can help new growth to fit with existing historic character and to improve the visual appearance of commercial property.
- ◆ Woodbury is heavily reliant on residential property to fund local services. To help ease the tax burden on residents, local officials should make a concerted effort to expand the tax base with high-value economic activity.
- ◆ The survey results indicate that residents are generally satisfied with the location and type of commercial activity. Residents desire land-use controls that keep out big-box discount retail uses and franchise operations that might drive out locally owned shops and restaurants.

- ♦ Woodbury can capitalize on its tourist themes through greater promotion of its historic assets. Such efforts will help support existing businesses and insure full occupancy of Main Street properties.
- ♦ Residents indicate approval for home occupations and small-scale craft and artisan activities. While such operations will not generate significant tax revenue, home produced goods can contribute to the tourist economy by offering a greater mix of merchandise that will appeal to a wider audience.
- ♦ Support of local agriculture is a low-cost way to help preserve farming. Interested residents can develop “buy local” campaigns to purchase produce from area farmers, and expansion of farmers’ markets days will contribute to farming viability. Woodbury will benefit from such efforts by forestalling development on farmland, since it costs the Town very little to provide municipal services to open space properties.
- ♦ Woodbury has substantial trap-rock operations. When the resource is depleted, these sites will provide opportunities for carefully planned industrial or office parks with sufficient area to provide a substantial buffer from surrounding neighborhoods.

Economic Development Goals

1. Increase the share of Commercial and Industrial values in the Grand List from 7.2% to 8% by 2020.
2. Diversify the local economy by promoting development in Woodbury of research and development, professional services, light industry, offices, and clean industries.
3. Retain the preeminence of locally owned small businesses in Woodbury. Deter development of large shopping centers and big box retail outlets. Preserve Woodbury’s individuality with its appealing mix of small retail stores, galleries, and commercial services.
4. Continue to promote tourism in Woodbury with antique shops, restaurants, galleries, boutiques, and locally produced crafts as the mainstay of the economy.
5. Evaluate alternative uses for Earth Excavation districts after the eventual depletion of the trap rock resource.
6. Work to develop vacant lots in Planned Industrial zones by assessing market demand in Woodbury for office and light industrial uses, preparing conceptual development layouts based on low-intensity, high-amenity designs, and offering incentives to prospective employers to choose Woodbury as their business home.

Recommendations

1. Establish the Economic Development Committee as a permanent body to promote the overall economic prosperity of Woodbury.
2. Woodbury relies on small businesses; however, inexperienced entrepreneurs may have difficulty navigating the local approval process. Woodbury can provide technical assistance to inform owners of the steps required to open a business and remove uncertainty regarding Town requirements. For example, the Town can:

- a. Prepare a Development Guidebook that explains the functions of various land-use boards and infrastructure authorities in Woodbury. The Guidebook can explain the steps needed to obtain local permits.
 - b. Prepare checklists of requirements for opening a business and for submitting plans to obtain permits.
 - c. Designate a local official as an ombudsman, one who can guide business start-ups through the approval process and advocate on the business's behalf when concerns arise over local permitting issues.
3. Tourism is the most important economic activity of the Town's economy. With numerous antique shops, restaurants, small retail stores, and cultural assets, Woodbury attracts visitors from a wide region. To strengthen the vitality of businesses that depend on this trade, Woodbury can take the following actions:
- a. Continue to work with the Northwest Regional Tourism Board and regularly update the list of Town attractions and services.
 - b. Promote cultural/historic assets as an added reason for visiting the Town, enticing those with other interests besides antiquing and shopping.
 - c. Develop a wayfinding signage program to provide directional signage to prominent Woodbury sites and educate residents and visitors of the town's natural, cultural, historic, and municipal resources.
 - d. Improve marketing of the Town's key assets such as open space, antique shops, the Pomperaug River, B&B's, historic walks, historic house museums, etc.
 - e. Prepare visitor guides and build kiosks to provide useful information to shoppers and tourists. Place brochures in state tourism centers and highway rest areas.
 - f. Work with the business community to promote community events and improve the business climate in Woodbury.
4. Review and amend the sign regulations to promote signage characteristics consistent with an historic community and to provide reasonable standards to assist businesses with advertising their services.
5. The majority of residents strongly desire to preserve the Town's identity by excluding national chains and franchises. Such companies would jeopardize the viability of the Main Street Design district since numerous studies have documented a high failure rate of existing businesses when national chains come to town. The Planning Commission should research appropriate techniques to encourage the retention and development of small business that reflect Woodbury's character in order to limit the impact of national chains and franchises.
6. Woodbury has two Planned Industrial (PI) districts that have significant potential for new commercial and industrial growth. Lack of water and sewer infrastructure impedes development of these areas for large employee businesses and intensive industrial operations. Nevertheless, the districts can satisfy the local need for professional services. The Town can undertake the following actions:

- a. Conduct preliminary testing to identify areas with potential for water supply, on-site septic disposal, and soils suitable for development.
- b. Consider developing office park concept plans that display locations of roadways, parcels of various sizes to meet a range of company needs for land, septic and well locations, and conceptual architectural drawings.



Bacon Pond Road PI District

- c. Develop an inventory of available lots with development information relevant to each; market the locations on the Town’s website to demonstrate the attractiveness of the zones for new business activity.
- d. Zoning Regulations for PI districts allow light industrial and research uses, and dimensional standards allow reasonable development at an appropriate scale for Woodbury. The Zoning Commission may wish to consider changes to allow buildings with heights greater than 30’

(typically two stories) and allow other uses such as medical or veterinary offices and clinics, professional, financial, and technical offices, museums, colleges or technical schools (taxable), for-profit indoor recreational facilities, and construction companies with controls on exterior storage.

- 7. Determine the feasibility of creating a Research and Development Park and establish design standards to promote a unified park concept in an environmentally sustainable manner. Implement eco-industrial park principles that promote efficient resource use through reduction of pollution, greater recycling, optimizing energy use, and green design of park infrastructure.⁴
- 8. New economic development does not take place in isolation and is heavily dependent on regional forces. Woodbury can capitalize on the strengths of the state and regional economy and attract appropriate growth by engaging in the following activities:



Route 6 North PI District

- a. Participate in the regional Comprehensive Economic Development Strategy (CEDS) process of the COGCNV. This process seeks to promote the regional economy through the cooperation of member municipalities. Participation makes Woodbury

⁴ The distinguishing feature of eco-industrial parks is their use of ecological design to foster collaboration among firms in managing environmental and energy issues. In an eco-industrial park setting, company production patterns, as well as overall park maintenance, work together to follow the principles of natural systems through cycling of resources, working within the constraints of local and global ecosystems, and optimizing energy use. Smart Communities Network, <http://www.smartcommunities.ncat.org/business/ecoparks.shtml>

- eligible for grant assistance from the U.S. Economic Development Administration for development of industrial parks.
- b. Cooperate with neighboring communities on regional economic activities and open space initiatives that can increase tourism. These could include regional bicycling and hiking trails, regional tourism initiatives, the Pomperaug River Greenway Plan, and the Route 6 Antiques Trail.
 - c. Target research and development and precision manufacturing companies that have a strong presence in the regional economy.
 - d. Develop a strategy to attract companies in the growing energy services sector. Cultivate a network of relationships to identify needs and essential capacities to foster growth of companies that fit with Woodbury's character.
 - e. With state initiatives seeking to improve Connecticut's ability to compete in the innovative technology cluster, the Town can work with state officials to provide locations for start-up companies that fit with the state's economic development strategy. These could include nanotechnology, bioscience, and software/IT firms.
9. The two large trap rock quarries contain extensive areas under single ownership, and offer special opportunities for development. In order to prepare for the time when mining activity ceases, the Town can maximize the economic benefit by undertaking the following activities:
- a. Contact the property owner regarding future reuse and site restoration plans. Such plans should seek to restore the land to an environmentally clean condition and contribute to the ecological health of the community.
 - b. Engage abutters in future site planning discussions. Options to consider include industrial development, a Research Park, Planned Residential Development (in accordance with Section 6.4 of the Zoning Regulations), a recreational/conference center, or mixed-use development with residential and commercial uses.
10. One approach for small-scale economic growth is to expand the permissions for residents to conduct gainful activities in their home. Woodbury currently employs adequate safeguards that allow home occupations in residential areas without causing unwanted impacts on the neighborhood. The Zoning Commission may consider provisions for cottage industries that allow limited light manufacturing activity in conjunction with a residential use, provided they do not create a nuisance or adversely affect surrounding properties. Such a use could occur by special permit in appropriate residential districts either in the primary residence or in an accessory building on the lot.
11. Woodbury has witnessed little economic growth in recent years. The Town does not actively seek new industry; rather, it seems content to manage proposals in its commercial districts where a strong demand exists for retail shops and services. Recent actions of the Economic Development Committee reflect a change in course as members reach out to business owners to learn of concerns and address weaknesses that slow new growth. Woodbury's image as a carefully planned community with a high quality of life is an asset that will interest emerging technology companies. To attract new business and industry, the Town can take the following steps:

- a. Identify incentives Woodbury can offer to entice clean industry to locate in Town. Officials should explore measures such as tax reduction strategies, below-market rate loans, assistance with state work force and technology grants, and other state assistance programs to innovative companies that become available in the future.
- b. Tap the innovative capacity of the private sector in economic development and create public-private partnerships to leverage scarce public resources. The EDC should host an Economic Development Roundtable to invite leaders in the private sector to identify opportunities for greater collaboration and strategies for promoting growth in the innovative technology sector.
- c. Seek infrastructure grants for roads and utilities to lower the development costs of serving Planned Industrial zones.
- d. Survey business owners to identify steps the Town can take to sustain the local economy. Conduct “exit interviews” with departing businesses to determine if Town policies influenced their decision to leave.
- e. Explore the need for an incubator facility where local entrepreneurs may rent inexpensive flex space that can accommodate a variety of manufacturing or research operations, and shared facilities for tenants minimize start-up costs.

CHAPTER 3
MUNICIPAL FACILITIES

Population and School Enrollment Forecasts

Planning for municipal facilities and services requires assumptions about the number of people that will live in the Town in order to size the facilities proportionate to the expected population. With constantly escalating construction costs, it is prudent to construct buildings that will meet the Town’s needs well into the future. Facility planners, for example, may need to determine the number of prison cells a police station should contain, and recreation planners may refer to national standards for the number of tennis courts or baseball diamonds per thousand people when planning for new parks.

Large areas of Woodbury remain undeveloped and are capable of supporting a significant amount of development. While acquiring land for recreation and open space purposes will undoubtedly reduce Woodbury’s ultimate population, sufficient land resources remain to meet the demand for residential and economic growth. By the 2010 Census, Woodbury’s population will likely exceed 10,000 people. As noted in Table 8, Woodbury has gained roughly 1,000 people per decade since 1970 and is on a similar pace for the current decade. From 1970 to 2005, Woodbury gained an average of 110 people per year. The Connecticut State Data Center projects that, by 2030, Woodbury will reach a population of 12,047, which further supports the assumption of a population gain of 1,000 people per decade.

Table 8
Population Trends

Year	Population	Change
1950	2,564	--
1960	3,910	1,346
1970	5,869	1,959
1980	6,942	1,073
1990	8,131	1,189
2000	9,198	1,067
2005	9,734	536

Source: U.S. Census

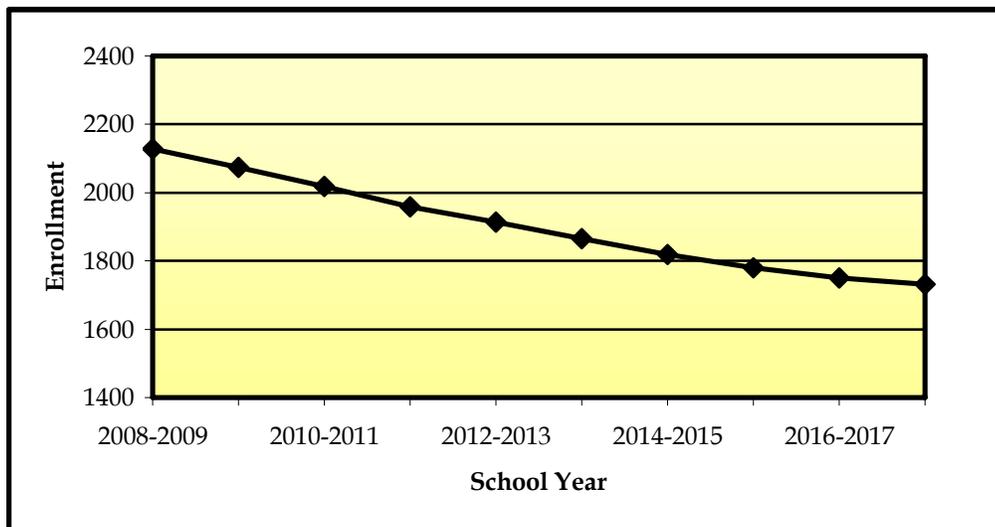
The “Here’s Woodbury” report prepared by the Land Use Office in 2008 contained information on three residential “build-out” analyses prepared for Woodbury by COGCNV. A build-out study attempts to quantify the amount of development a community may ultimately achieve once all of its privately-owned land is developed as permitted under zoning; it takes into account environmental limitations for development, such as wetlands, steep slopes, and flood plains. These analyses revealed that Woodbury has the potential to accommodate between 14,560 and 16,320 people.

Despite different methodologies, the three build-out analyses derive consistent figures for Woodbury and credibly predict a future population. It seems likely that the actual figure

will tend to the lower end of the three estimates, since the amount of land available for development will shrink as open space advocates achieve success with preserving land for agricultural and conservation purposes. Therefore, this Plan assumes a population projection of 15,000 people for municipal facilities planning.

Region 14 also conducted an enrollment projection study⁵ for the District’s towns of Bethlehem and Woodbury. The findings indicate a declining enrollment through the ten-year period ending in 2017. The report projects that the school system will lose 460 students and that total enrollment will decline by 20.8%, to 1,750 students, in 2017. The greatest decline will occur in the Middle School, which will lose 31.9% of its enrollment. Grade K-2 enrollment will decline by 5.3% from the 2007 level, grades 3-5 by 19.4%, and high school grades by 22.4%. A principal factor contributing to this decline is the change in births in the two district towns, which dropped from 144 in 1992 to 114 in 2007.

**FIGURE 3
REGION 14 ENROLLMENT**



The principal implication of this research is that it is unlikely Region 14 will need to expand its classroom supply through 2020, the planning horizon of this Plan. Depending upon the age and condition of its schools, renovations may suffice as facilities deteriorate from normal wear and tear with intensive school use. Renovations, of course, are a much less expensive alternative to new construction. Eventually, the District will replace older facilities when they can no longer satisfy the needs of modern educational requirements.

Building Needs

During interviews with local officials and department heads, it became evident that Woodbury has a backlog of delayed municipal building needs. The Town has been reluctant to undertake major building projects, to minimize the financial impact on residents. The Town has completed several projects since the last Plan. It received state grants to help with the construction of a new Senior Center on the municipal campus; the facility opened in 2007. Secondly, Woodbury entered into a lease for the former AT&T building adjacent to the

⁵ Region 14 Public School Enrollment Projected To 2017, Peter M. Prowda, PhD, 2007

campus, renovated the first floor for municipal offices, and re-located building and land use offices in the renovated space. This is an interim solution until the Town adopts a long-range plan for meeting its office space needs. Thirdly, in 2009 Woodbury renovated the old Town Hall to arrest deterioration in the roof and rafters and make other structural and foundation repairs. Lastly, the Parks and Recreation Department moved into the former Senior Center at 7 Mountain Road in 2009 and made interior improvements to expand program offerings.



New Senior Center

To help identify priorities among competing interests, the Ad Hoc Capital Advisory Committee investigated building conditions and department needs to determine the relative importance of a long list of capital needs. From this work, crucial projects surfaced that will require action during the next decade. These include:

- a. Construct a new DPW garage to replace the current outdated facility.
- b. Evaluate the condition of the police building and decide whether to renovate, demolish and re-build, or relocate to new quarters.
- c. Solve the Library space shortage through an expansion or relocation.
- e. Build a branch fire station.
- f. Construct a climate-controlled records storage area.
- g. Establish an emergency shelter and purchase a generator as a back-up power source.

Access for the Disabled

Connecticut has adopted the International Code Council (ICC) standards for architectural accessibility in order to fulfill its responsibility under the federal Americans with Disabilities Act (ADA) of 1990. The Woodbury Building Department requires conformance with the standards established in ICC/ANSI A117.1, 2003 edition. Under the ADA, municipalities and businesses must make their facilities accessible to people with disabilities. Newer municipal buildings in Woodbury generally comply with these standards, but several older buildings do not. These include the Shove Building, the Boyd Building, the Police Station, the DPW Garage, and the Park and Recreation headquarters, formerly the Senior Center.

It is important that Woodbury remove architectural barriers and bring its facilities into compliance with the ANSI standards. Disabled residents should have equal access to municipal departments, public meetings, and programs offered to the community at large. It is also important that the Town set an example for private entities by taking measures to meet the requirements of the law. For its historic structures, the Town can seek limited waivers to balance accessibility requirements with historic preservation goals. In addition, Woodbury should strive to retrofit all sidewalks with code-compliant curb ramps to allow individuals in wheelchairs to travel unimpeded on public ways.

To advance these interests, Woodbury should examine all municipal buildings and facilities for conformance to the ANSI code, and prepare an accessibility plan to identify all feasible measures for removing architectural barriers. The plan should include cost estimates and an implementation schedule for the next 10-year period. The Selectmen should also identify a Town official who will be responsible for overseeing the preparation of the report and for following-up on recommendations. The Shove Building, as the location of the First Selectman and financial departments, should have prominence in accessibility improvements. In addition to facility modifications, the Plan should address modifications to existing programs so that no disabled person is inadvertently discouraged from participating in Town-sponsored events.



Shove Building

Police

Like many Connecticut communities, Woodbury does not have its own Police Department; instead, it participates in the Resident Trooper program. The State Police maintain quarters on the municipal campus and provide all law enforcement services to the Town. Recent budget difficulties in State government have resulted in an increase in costs that Woodbury must bear to support this service. As a result, it may be more economical for Woodbury to create a municipal police department for its public safety needs. During the coming decade, the Selectmen should evaluate the police function to determine if the Town will keep the resident state trooper system or start its own police dept.



Police Building

The outcome of this evaluation process may influence the decision about whether to construct a new police station or to renovate it and let the troopers remain in the midst of Town offices. The structure does not meet current standards for law enforcement purposes. The police prefer a stand-alone facility apart from other municipal functions in order to provide the proper milieu for handling prisoners and protecting the privacy of individuals on important police matters. The police evaluation process should include a facility-

siting component that incorporates industry-accepted standards to determine the most appropriate location for the station whether or not the Town opts out of the trooper program. One option under consideration is to build a new station near the DPW yard on Bacon Pond Road; before committing to this location, the Town should seek an independent opinion on whether this is an appropriate location for the facility.

Public Works

The Ad Hoc Capital Advisory Committee report established that the highest priority among municipal facility needs is for a new DPW garage. The existing facility on Bacon Pond Road is in serious disrepair and is not suitable for renovation or expansion. The DPW services its fleet of vehicles there, but the current space is too small for its needs. The Committee identified a location adjacent to the current facility on Bacon Pond Road, and the Town entered into a land swap with O&G Industries to provide a suitable pad for the new building. Woodbury should move forward with the construction of this facility as soon as possible.

This action will affect future municipal projects. The site of the old DPW garage will become available. The site may be suitable for a new Police Station, but the Town should engage architects and site planners to determine if that is the case. The departure of the Police from the municipal campus will make available the current Police Station site. As a nondescript, low value structure, upon evaluation it may not be worth the cost of renovation and so may be demolished to make way for other purposes. If it is suitable for redevelopment, it could be remodeled to meet municipal space needs within the campus.

Recycling in Woodbury occurs at the Transfer Station on Bacon Pond Road. Residents may recycle glass, plastics, newspapers, yard brush, metal cans, corrugated cardboard, and other household wastes. As shown in Table 9, Woodbury's recycling rate of Municipal Solid Waste (MSW) is 23.5%:

Table 9
Recycling Data, 2008

MSW Disposed (tons)	4,740.99
Residential MSW Recycled	1,459.12
Total MSW	6,200.11
% Recycled	23.5%

Source: CT DEP, Bureau of Materials Management

While reporting of data is somewhat inconsistent across the state, among communities with reasonably reliable data, the median recycling rate is 20.5%. (The median is the mid-point of a range of numbers at which 50% fall below and 50% lie above.) Connecticut has established a statewide goal of achieving a 40% MSW recycling/source reduction rate. Woodbury should strive to increase its recycling rate to 35% by 2020 and work to advance toward the State goal. Absent major changes to the drop-off approach, Woodbury should conduct educational efforts to encourage greater recycling in the home. Region 14 schools can perhaps aid in this effort by incorporating recycling education into its curricula.

Library

Extremely crowded conditions exist in the Library. The staff has creatively used all available space for books, periodicals, reading areas, programs, and computer terminals. The Library has over 97,000 items in a space designed to hold 40,000. The facility provides numerous programs and services, and receives very high grades from residents for its varied offerings. For many years, the Library Board has focused its energies on finding a solution to the space

crunch. Woodbury is on a list for a Public Library Construction Grant from the State Library Board for \$1 million. While this is substantial, the Town will still have to raise most of the cost on its own. Given current state budget difficulties, receipt of the grant is not a foregone conclusion.

Architectural studies have noted that it is not possible to add a third floor to the Library since the building frame cannot support the added loads imposed by heavy bookshelves. An expansion is problematic given the proximity of surrounding buildings. The original 1851 building and 1980 addition are still sound, so demolition and reconstruction is not a feasible alternative. Combined, about 12,000 square feet of Library space exists, which is not sufficient for the current or projected population.

From a Library perspective, the preferred solution to the space problem is to build a new facility on the municipal campus. Land exists near the Senior Center that may be suitable for a new Library, and perhaps the two facilities can share parking facilities. While costly, this alternative will yield a permanent fix to the problem and will meet the needs of the Town at its build-out population. This alternative allows the existing Library to accommodate other municipal office functions. It solves the matter of disability access to Town services and precludes the need for a new municipal building. A second alternative is to expand into the police site if the troopers vacate the premises. An overhead connection between the Library and a new structure may be possible, but it is doubtful the station could accept the heavy loads. Thirdly, depending upon the outcome of the municipal office shortage, the Shove or Boyd Buildings may become available for a Library expansion. In any case, it is preferable to keep the Library within the campus to reinforce this setting as the focal point of civic activities.



Historic Library Wing

As outlined above, there are many unanswered questions about how to meet residents' expectations for high quality library services. As a first step, structural engineers should test the site adjacent to the Senior Center for its ability to support a Library. The final decision will depend upon the outcome of the Police siting issue and the need to find a permanent solution to the municipal office needs question.

As outlined above, there are many unanswered questions about how to meet residents' expectations for high quality library services. As a first step, structural engineers should test the site adjacent to the Senior Center for its ability to support a Library. The final decision will depend upon the outcome of the Police siting issue and the need to find a permanent solution to the municipal office needs question.

Municipal Campus/Town Offices/Community Center

The municipal campus contains a number of Town buildings, including the Shove Building, Probate Court (in the Shove Building), Boyd Building, Library, Senior Center, and Police Station. Because of serious overcrowding in these structures, Parks and Recreation recently moved to the former Senior Center on Mountain Road. The Town entered into a lease with AT&T for the first floor of the "Annex" to combine land use and building inspection services, which have a common affinity and offer convenience for those engaged in building activities. The Annex is in close proximity to the municipal buildings and helps to keep Town offices close together. In the community survey, residents expressed a preference to locate services in one central location to minimize travel time to distant locations for conducting town business or attending public meetings. The Town has adapted these older buildings to office uses to accommodate its needs.

The move to the Annex is a temporary solution until the Town makes a permanent decision regarding its office needs. The Town could purchase the property, renovate the second floor, and construct an elevator to make the building accessible. These improvements would provide enough space to meet the Town's needs well into the future. Another option includes constructing a new Library and consolidating municipal services in the current Library. This approach solves the municipal space problem and provides the Town with a full-service Library. In addition, the troopers (or new Police Department) should re-locate out of the campus due to the sensitive and dangerous nature of law enforcement. The Town can then demolish the existing structure or adapt it to other municipal needs.

During the public forums, residents expressed a strong desire to create a new community center. Many had hoped that the new Senior Center would fulfill this role, but restrictions on its use by granting agencies limit its ability to meet this need. A Community Center would provide programs and activities for all generations. It would offer a forum for public events, provide a venue for guest speakers, promote discussion on important topics of the day, host entertainment events including plays, dancing, folk music, etc., and provide a stylish location for art exhibitions and demonstrations by local artisans. Such a facility would greatly enrich the cultural life of the Town and encourage residents to mingle with different age groups, share points of view, and expand cultural horizons. It may be possible to create a community center in the lower level of the Senior Center (if the Town provides an elevator for accessibility), combine space in a new public Library, or renovate space in the current Library if the Library moves to a new location. A Community Center should stay on the municipal campus to keep this location the hub of civic and government activities.

Recreation

The Woodbury Parks and Recreation Commission sponsors a wide variety of programs for residents of all ages. Woodbury provides excellent facilities for the public at Hollow Park, including baseball and soccer fields, a children's play area, basketball courts, a swimming beach, a walking trail along the Pomperaug River, a picnic area, and restrooms. The Town sponsors numerous active recreation activities during all seasons and has significantly increased participation in recent years. The Town works closely with the Region 14 School District to share recreational facilities when those are not in use during school hours. In 2008, the Department started a Farmer's Market to offer fresh produce, and the market proved to be very successful. The Department charges nominal fees for participation in its programs merely to cover its expenses. With households trying to cut costs in a down economy, residents have found good value for their fees in the Town's programs.



Soccer Fields at Hollow Park

Recreation staff recently moved operations into the "Rec House" (the former Senior Center). Relying on volunteer labor and donations, staff made a number of improvements to the building to provide an inviting and friendly place for residents to engage in healthful and enriching exercises. With plenty of space, the Department now holds a number of programs

at this location; however, a shortage of parking limits intensive use of the building. The second floor is not in use since it lacks accessibility features for the disabled.

Residents identified a number of recreation needs in the recent community survey:

- ◆ Residents strongly favor additional trails and walking paths.



Swimming Area at Hollow Beach

- ◆ Swimming facilities, either a new pool or improved facilities at Hollow Park, received strong support.
- ◆ Residents desire more athletic fields. Existing fields experience heavy use, and new fields will allow some fields to go off-line to rejuvenate.
- ◆ Support exists for an indoor recreation hall. (The new Rec House had not yet opened at the time of the survey, and may meet this need.)
- ◆ Residents desire a Youth Center to provide a safe setting for wholesome activities for children. The Rec House

may also partly fulfill this particular need or can be adapted to provide additional activities.

- ◆ Residents want additional tennis courts. The Park and Recreation Commission received a \$50,000 grant from the U.S. Tennis Association for new courts. But because of wetlands concerns at Strong Meadow Preserve, the Commission is looking for a new location. The proposal also included a basketball court, a volleyball area, bocce, a horseshoe pit, a play area, lighting, and a parking lot.

Energy Planning

The dramatic spike in the prices of gasoline and heating oil in 2008 hammered home the dependence of the United States on foreign energy supplies. Reducing reliance on these sources suddenly became a cornerstone of domestic policy. State and federal agencies have enacted new programs to lessen dependence on fossil fuels. Development of alternative energy sources, including wind, solar, hydro, and geo-thermal, is an essential component of the strategy. Increasing automobile fuel efficiency, retrofitting older buildings with conservation measures, new energy standards for appliances, and building siting and construction techniques are important steps that will help to lower foreign imports.

Woodbury should incorporate energy planning in all its investment decisions in order to manage its energy costs. The Town should develop a comprehensive energy policy to guide its actions in working to reduce consumption of non-renewable energy sources. Such actions can include:

- ◆ Consider long-term energy use implications when making decisions about purchasing vehicles and equipment and developing new facilities.
- ◆ Retrofit existing buildings to maximize energy conservation savings.

- ◆ Explore the use of alternative, renewable sources of energy.
- ◆ Consider buying high-gas-mileage/alternative energy vehicles for the Town's fleet.
- ◆ Conduct energy audits of municipal buildings and work with electricity providers to implement cost effective strategies for reducing energy use.
- ◆ Seek state and federal grants for energy conservation measures and renewable energy sources.
- ◆ Consider incentives to encourage greater use of alternative energy sources, perhaps by offering a local tax exemption for such improvements.

Disaster Mitigation Planning

The COGCNV completed Woodbury's "Hazard Mitigation Plan" in 2005. The Plan identifies natural hazards that pose a significant threat to the Town, establishes goals and policies for addressing these threats, and proposes recommendations for mitigating impacts in the event of a natural disaster. The Board of Selectmen adopted the Plan, making the Town eligible for disaster mitigation grants under FEMA's Hazard Mitigation Grant Program.

The most significant hazards to Woodbury include floods, earthquakes, tornadoes, winter storms, and dam failures. The Pomperaug River, with its potential for flooding, poses the greatest threat to people and property. It is of the utmost importance to flood-proof structures in the flood plain, regulate future development via the Flood Plain District controls in the Town's Zoning Regulations, and acquire land within flood plains for flood control purposes. In geologic time, Connecticut experienced significant seismic activity, but today the state is not near an active tectonic plate boundary. While a number of fault lines exist that formed millions of years ago, earthquakes occur infrequently, and Connecticut has a Moderate risk of seismic activity. Wind hazards from hurricanes, tornadoes, and winter storms are the most frequent natural hazard in Woodbury and pose a very real threat to property damage from high wind and falling trees. Power outages can disrupt communication and isolate parts of the community from emergency response.

The Plan recommends a number of actions Woodbury can take to reduce vulnerability to life and property from natural hazards. As an official policy of the Town, local officials should continue to work to implement the recommendations to protect the safety of residents. Some of the Plan's principal recommendations include:

- ◆ Establish and furnish an emergency shelter and become fully prepared for emergencies.
- ◆ Insure a timely response throughout the community, particularly for the west side of Town, in the event of major flooding to the Pomperaug River.
- ◆ Enhance emergency communication equipment and provide back-up communication to all critical facilities.
- ◆ Construct stream-bank stabilization measures in areas subject to riverbank slumping to prevent sedimentation of the river, loss of river habitat values, and damage to property.
- ◆ Evaluate the hazard-resistant nature of critical facilities and infrastructure systems, and take remedial action to maintain service during a significant natural hazard occurrence.

Municipal Facility Goals

1. Provide needed community facilities and services to residents in a timely, efficient, and cost effective manner.
2. Develop a realistic financial plan to remove the backlog of municipal building needs in an orderly manner by constructing high priority facilities and considering reuse of existing buildings for other municipal purposes.
3. Renovate existing buildings to remove architectural barriers consistent with ICC/ANSI A117.1, 2003 Edition.
4. Provide high quality recreation facilities that allow for active recreational opportunities for residents of all ages.
5. Reduce reliance on non-renewable energy sources by purchasing fuel-efficient vehicles, retrofitting existing buildings for energy savings, incorporating energy consumption into facility planning, and promoting the development of renewable energy resources in Woodbury.
6. Increase the recycling rate to 35% by 2020 to make substantial progress in achieving the state's municipal recycling/source reduction goal of 40%.

Municipal Facility Policies

1. Consider renovation and expansion of existing facilities before building new facilities.
2. Concentrate general town offices on the municipal campus to allow residents access to a wide range of services in one convenient location.
3. Examine the fitness of existing Town-owned land for new municipal buildings and acquire new land only where a compelling need exists.
4. Seek to satisfy multiple needs when developing or expanding municipal facilities by joining compatible uses and sharing utilities and common spaces.
5. Locate new municipal facilities in close proximity to the Route 6 Corridor to make operations readily accessible to the greatest number of residents.
6. Calculate the payback of energy related investments and budget for more expensive capital items in the near-term in order to reap substantial savings over the useful life of the item.

Recommendations

General Recommendations

1. Finalize Woodbury's comprehensive municipal facility plan and set priorities for action. Seek professional assistance to identify locations where new facilities are most appropriate in order to fulfill municipal functions as efficiently as possible. Maintain a flexible approach and apply to potential funding sources when opportunities arise.
2. Improve internet capability for Town departments and enable residents to transact routine business via the web. Post detailed information to keep residents informed of important municipal issues and impending decisions.
3. Build one new major capital facility every three years as fiscal resources allow.

4. Develop long-term maintenance program for existing facilities to extend their useful life. Fund one or two capital equipment/building renovation projects each year to keep abreast of needs.

Energy

1. Seek state funds to implement energy conservation measures and evaluate the potential for renewable energy sources to meet the Town's energy needs.
2. Collect and monitor energy data in municipal buildings on a regular basis to identify possible cost saving measures.
3. Incorporate LEED concepts into all municipal buildings. Consider alternative energy sources to supply some of the building energy needs
4. Consider incentives to encourage greater use of alternative energy sources, perhaps by offering a local tax exemption for such improvements.

Community Facilities

1. Construct a new DPW garage to replace the current dilapidated facility.
2. Establish a community center with provisions for programs and services for all age groups in ways that enrich and promote arts and culture in the Town.
3. Solve the Library space shortage through an expansion or relocation. Evaluate building a new Library on the upper portion of the municipal campus and renovating the existing Library into a consolidated municipal office building.
4. Utilize the basement in the Senior Center for community needs.
5. Determine the feasibility of purchasing the Annex office building before the lease expires. If the purchase is not feasible, develop a permanent solution to the office space shortage.
6. Work with Region 14 to finance the best school system the Town can afford. Consider renovating Mitchell School before deciding to build a new elementary school since enrollments are declining. Seek funding for the High School renovation project.
7. Evaluate municipal buildings for compliance with disability access laws, and schedule upgrades to remove barriers. Construct an elevator for the Shove Building, if feasible. Appoint a Town official to oversee implementation of the accessibility plan.
8. Establish an emergency shelter and purchase a generator for a back-up power source. Furnish the shelter with equipment and supplies and become fully prepared for emergencies. Implement key provisions of the Hazard Mitigation Plan.
9. Conduct an evaluation of the police function to determine if the Town will keep the resident trooper system or start its own Police Dept.
10. Evaluate the condition of the police building and decide whether to renovate, demolish and rebuild, or relocate to new quarters. If a new Police Building is the preferred option, conduct a siting analysis using industry standards to determine the best location.
11. Build a branch fire station on the westerly side of the Pomperaug River to provide reliable fire protection to the entire Town.

12. Construct a climate controlled records storage area.

Recreation

1. Revitalize the beach at Hollow Park to increase use and enjoyment of this outdoor swimming facility.
2. Create a Parks Master Plan to determine facility needs, prepare expansion plans, estimate costs, and establish a timeline for action.
3. Develop an indoor recreational center or incorporate needed recreational facilities into the new Community Center.
4. Develop a recreation path along the old Trolley bed in Woodbury that connects to the trail in Middlebury.
5. Acquire land outside of flood plains for development of needed recreation facilities.
6. Expand hiking trails in municipal/non-profit lands.
7. Make the most efficient use of existing park and recreation areas before considering additional land acquisitions.
8. Develop brochures of walking tours of historic neighborhoods/properties and open space links. Install wayfinding signage to direct visitors to prominent sites.
9. Increase use of recreation facilities at Region 14 schools. Avoid duplication of facilities if the schools can meet Town recreation needs.
10. Develop new ballfields.
11. Identify a site and develop a bicycle/skate park for youth to replace the facility that previously occupied the site of the new Senior Center.
12. Find an alternative location for community tennis courts.
13. Establish an outdoor skating rink with adequate space for parking.
14. Increase water-based recreation to meet local and regional needs.

CHAPTER 4
HOUSING

Make-up of the Housing Stock

Woodbury has a diverse supply of housing. According to the 2000 U.S. Census, two-thirds of Woodbury’s housing units are single-family detached homes, and one-third are in structures with two or more units. More than 800 units either are single family attached¹ or within structures containing 2 - 4 units, and 419 units are in buildings with 5 or more units.



Duplex Units at Woodbury Hills

Of the total housing units, 75% are owner-occupied and 25% are renter occupied. The large rental inventory enables households across a broad range of incomes to find an apartment in Woodbury. In addition, 745 condominium units make up 20% of total housing stock; 400 of these are at Woodlake. Condominiums offer an affordable means of homeownership for first-time homebuyers as well as for those who do not wish to take on the responsibilities of a single-family home.

Table 10
Units in Structure

Type of Unit	Number	Percent
Single Family Detached	3,622	67.8%
Single Family Attached	438	11.3%
Two Family	130	3.4%
3-4 Family	260	6.7%
5-9 Units	167	4.3%
10-19 Units	121	3.1%
20 or More Units	131	3.4%
Mobile Homes	0	0%
Total	4,869	100%

Source: 2000 Census

¹ A 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. Each unit is a separate, attached structure if the dividing or common wall goes from ground to roof.

Potential Residential Development

As discussed in Chapter 3, this Plan presumes that Woodbury will achieve an ultimate build-out population of 15,000 people. Based on building trends for the past decade, it appears that Woodbury will achieve a population of approximately 10,000 people by the time of the 2010 Census; thereafter, another 5,000 people will require development of a considerable amount of now open land. Assuming an average household size of 2.4 persons, the new population will require about 2,000 new dwelling units, bringing the total number of units in town to about 6,000. To maintain the 25% share of rental units in the housing stock, 500 of these new units should be for rental purposes.

Questions arise concerning the form this housing should take to satisfy this demand. The Land Use Office prepared an Open Space Analysis Map (Map 5) that shows sites of potential residential development on private holdings of 25 acres or more in relation to protected open space. Given Woodbury's affluent character, high land values, and expensive housing costs, the housing market in Woodbury will likely produce mostly single-family detached homes in new subdivisions. In fact, from 1998 to 2007, the Building office issued permits for 445 dwelling units, all of which were single-family detached. Woodbury's zoning scheme calls for large lots in outlying zoning districts: OS-60 (1.4 ac.), OS-80 (1.8 ac.) and OS-100 (2.3 ac.).

Section 4.3.7 of the Zoning Regulations specifies standards for open space subdivisions. Consistent with its jurisdiction over conventional subdivisions, the Planning Commission is responsible for regulating this land use. The Commission has used this tool on numerous occasions to consolidate building on a portion of the tract while permanently preserving open space and buffering surrounding neighborhoods. This form of single-family development is superior to conventional development in setting aside open space, preserving environmental quality, and lessening the visual impact on the community.

The Planning Commission may wish to consider incentives to encourage greater use of the open space subdivision tool. For example, relaxing calculations of non-buildable areas or offering bonuses for providing outstanding tracts of open space may make it more attractive for developers to use this method rather than conventional development. Fiscal studies have shown that homes in open space subdivisions have comparable or higher values than homes in conventional subdivisions. Residents express satisfaction with the character of the development and the access to an open space network for walking and nature study.

In certain instances, it may be preferable to leave highly esteemed property undeveloped. This may include agricultural land, riverfront property, scenic ridges, and valuable wildlife habitat. However, given our nation's strong landowner rights ethic, zoning must provide some gainful use of land. If zoning deprives a landowner of all economic value, the courts will deem it a taking and require just compensation. A transfer of development rights (TDR) program can overcome this obstacle. In such a scheme, a landowner or developer calculates the number of units the land can support (its development rights) given existing zoning and environmental constraints. The owner agrees to a restriction that permanently protects the land

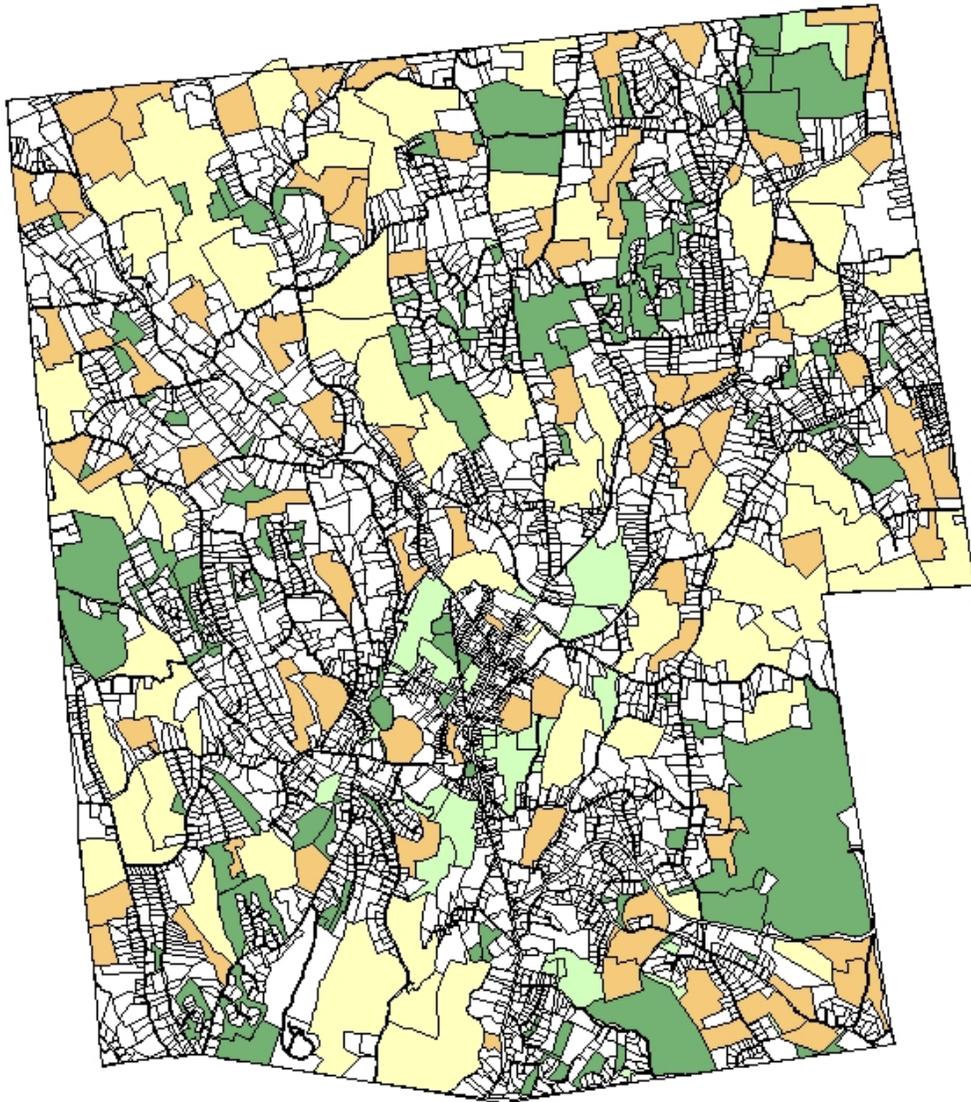


Heritage Hill Condominiums

Open Space Analysis

Map 5

Plan of Conservation and Development



Legend

-  Town-Owned Property
-  Existing Open Space
-  >50 Acre Parcels
-  25-50 Acre Parcels

Town of Woodbury



Woodbury Land Use Office 2007

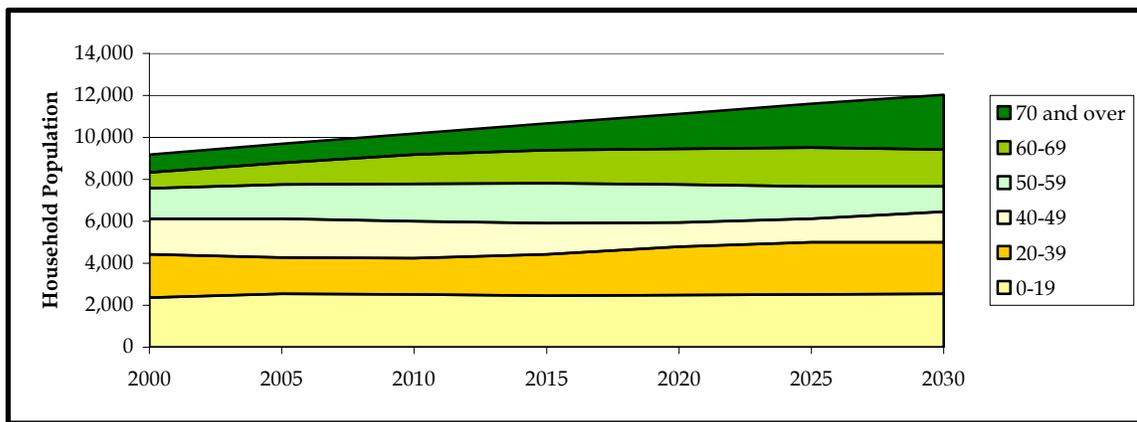
from development, or a land trust may acquire the property and its development rights. The owner may sell those rights to a developer, who realizes cost savings through more intensive development of the receiving property.

Elderly Housing

Woodbury has a shortage of units reserved for senior citizens. In fact, there are no market-rate elderly developments in Town. Senior homeowners who wish to downsize to a smaller unit have many condominium or apartment developments to choose from, but Woodbury has no retirement communities, assisted living residences, or continuing care facilities. However, several senior communities are available near-by for Woodbury residents.

The Connecticut State Data Center has projected the Town’s household population to 2030. (The data does not include people living in group quarters, such as nursing homes.) Small increases will occur in the 0-19 and 20-39 age groups, but the 40-49 and 50-59 age groups will actually decrease during the period. Moreover, significant increases will occur in residents 60-69 years old (an increase of 1,000 people) and in those 70 and over (an increase of over 1,700 people). The number of individuals between 60 and 69 will more than double, and the 70 and over population will triple.

**FIGURE 4
PROJECTIONS BY AGE TO 2030**



Source: Connecticut State Data Center

Factors accounting for this increase include the aging of the baby boom population and the increase in life expectancy from scientific advances in medicine. With this increase, a demand for alternative housing options will emerge to meet the needs of a diverse populace. Many people will want to maintain an active lifestyle, and will seek independent living units, while others will look for assistance as their circumstances change. The Council on Aging should identify the kind of housing units the Town’s seniors prefer, and the Zoning Commission should act on such recommendations to authorize elderly housing options under controlled circumstances. The preferred location for elderly housing is near commercial activity and community services to minimize travel for daily activities.

Affordable Housing

There is one subsidized housing project for the elderly in Woodbury, Spruce Bank Farm at 823 Main Street South. Sponsored by Woodbury Interfaith Elderly Housing, it contains 60

independent living units on 15.3 acres with rents subsidized by HUD and Rural Development. The Town acquired the property at a discount, received a state grant for site development, and obtained low cost financing to keep development costs low.



Spruce Bank Farm

As used in this context, affordable housing refers to units that count under the Affordable Housing Land Use Appeals Act, CGS Chapter 126a, §8-30g. Connecticut communities have an obligation to provide 10% of their housing stock at rents or sale prices that are affordable to households earning no more than 80% of the area median income when paying 30% of their gross income for housing costs. Qualifying units include those built through a subsidy by a state or

federal agency, mortgaged by the Connecticut Housing Finance Agency, or restricted by deed that preserves the units for eligible households for at least 40 years. If a community does not comply with the 10% goal, applicants of affordable housing developments denied or approved with adverse restrictions may appeal the decision to Superior Court, with the burden of proof falling upon the local approving authority to justify the decision.

While much of the local housing stock is genuinely affordable on the open market, the Town falls far short of the State standard; only 2.1% of its housing stock qualifies as “affordable” under the Act. As a result, Woodbury is vulnerable to affordable housing applications that exceed local density standards or have a design inconsistent with the Town’s character. Compliance with the 10% goal empowers approving authorities to negotiate with applicants to mitigate negative impacts and receive positive concessions that benefit the Town.

**Table 11
Government Assisted Units in Woodbury, 2008**

Government Assisted Units	61
CHFA Mortgages	19
Deed Restricted	0
Total Assisted Units	80
Total Units (2000 Census)	3,869
Assisted Units as Percentage of All Housing Units	2.1%

Source: Conn. DECD

The small percentage indicates that there is a need for more subsidized units to enable qualified households to live in Woodbury. It is unrealistic to expect that Woodbury can meet the 10% standard by 2020. To do so, the Town would need to add approximately 450 units that qualify under the Act. However, the Town can make progress by working with non-profit housing organizations to develop additional affordable units. Woodbury should strive to double its percentage of affordable units to 4% by 2020. The Town will need to add

about 100 new affordable units to achieve this goal. Such units will add diversity to the population and contribute to the Town's vitality.

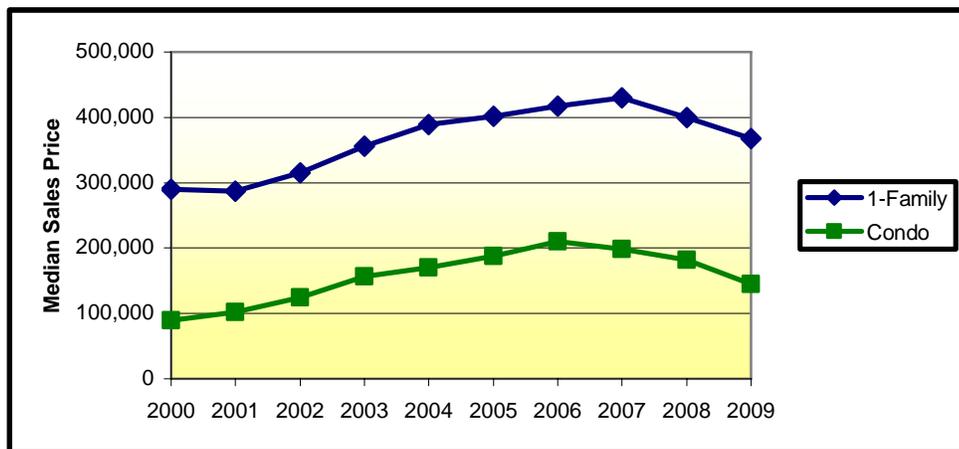
Housing Costs

Single-family homes are expensive in Woodbury. As noted in the "Here's Woodbury" report, the Town has the most expensive housing among its neighboring communities. Housing sales trends appear in Figure 5. The median cost of a single family home rose dramatically in the early years of the decade, reaching a peak of \$430,000 in 2007. With the recent housing slump, median prices have fallen \$62,000 to \$368,000 in the first half of 2009, or about 14%. Condominiums are a much more affordable option for home ownership. Woodbury has a large supply of such units, with 400 at Woodlake alone. A median-priced condominium fell to \$145,000 in early 2009, from a high of \$210,000 in 2006, and is roughly the same price as in 2003.



Single Family Home in Woodbury

FIGURE 5
HOUSING SALES TRENDS, 2000 - 2009



Source: The Warren Group

To be able to afford a single-family home in 2009 (with an interest rate of 5% and a 30-year fixed mortgage) a household would need an annual income of approximately \$112,000. This is 30% more than the area median income for a family of four. Condominiums, however, with a median sales price of \$145,000, are affordable for a household with an annual income of \$44,000, roughly 50% of the area median income. While condominium prices will surely rise when the economy improves, such units represent an affordable option for low and moderate-income households. For some, an obstacle to owning a single family home is the sizable down payment required. Condominium ownership allows young families to build up equity and eventually move into a detached unit as their income rises.

When examining alternatives for affordable housing that complies with CGS 8-30g, condominium units will yield more qualifying units than single-family detached homes. Limits on sale prices will guarantee that future owners continue to enjoy the advantages of home ownership and an excellent school system. Instituting a zoning regulation to encourage new market-rate projects to contain a percentage of the units affordable to low and moderate-income households is a reasonable way to increase the affordable housing stock in Woodbury.

Higher Density Single-Family Housing

The cost of single-family detached homes in Woodbury presents an affordability barrier to all but those with very high incomes. A contributing factor is the high land cost for each home where density ranges from 1.4 to 2.3 units per acre. However, higher density alternatives can lower the cost of single-family homes and place a detached unit within reach of many who otherwise could not afford a detached home in Woodbury. Smaller units in cottage-style developments will be less expensive to construct, and lower land costs per unit can keep the selling prices within a broader affordability range.

Higher density developments can contain creative layouts that appeal to a large segment of the population and replicate the kind of neighborhoods that grew in Woodbury in the past. Higher density requires less land to satisfy the demand for housing, thereby reducing sprawl and abating development pressure elsewhere. Such projects would increase the range of housing opportunities in Woodbury, and could include an affordable housing component to provide an added benefit to the community.

As Connecticut's demographics change, the demand for conventional single-family homes on large lots may lessen, and changing housing preferences can spur alternative living arrangements. Such homes could appeal to "empty-nesters" who no longer wish to maintain a large home and yard, to busy professionals, and to young families looking for an attractive starter home.

If combined with a transfer of development rights program, agricultural land and property with high resource value can remain undeveloped. Landowners will receive monetary compensation by selling their development rights, leaving their property in an undeveloped state, and permitting higher density development in other locations. Woodbury appears to have two necessary elements of a TDR program: a distinct desire to preserve open space for conservation purposes, and a strong housing market that can yield positive returns for the development community.

The Planning Commission may consider establishing a separate study group to look into housing issues and options in order to recommend measures to promote a broader range of housing opportunities in Woodbury.

Housing Incentive Program

Connecticut recently implemented a housing program that may help Woodbury address some of its housing needs. Under Chapter 124b, communities may voluntarily adopt "incentive housing zones" as overlay districts that permit higher density developments and provide affordable units. Appropriate locations include areas that lie near commercial centers and good transportation routes. Communities may enact design standards to require compatibility of new development with the Town's character. Adoption would allow the

development of units that broaden the housing stock and that appeal to seniors wishing to downsize as well as to first-time homebuyers.

Summary of Housing Needs

To summarize, the principal housing needs in Woodbury today are:

- ◆ Woodbury does not comply with CGS §8-30g and is therefore vulnerable to affordable housing projects that may not fit with the character of the community.
- ◆ There is a lack of deed-restricted or government-assisted units to provide affordable housing for moderate-income residents.
- ◆ Woodbury has a large supply of rental units that provides housing choices for a broad segment of the public, but has a shortage of affordable (subsidized) ownership units.
- ◆ Woodbury lacks alternatives for elderly households. Demographic trends suggest a growing elderly population over the next 20 years.
- ◆ The high cost of detached housing on large lots places this form of ownership beyond the means of most Connecticut households. Higher density single-family arrangements can provide opportunities for ownership of this preferred housing style.
- ◆ New subdivision development will alter the Town's rural character and threaten its environmental quality. Open space subdivisions are preferred over conventional developments because their more compact form preserves open space and results in less road construction and land alteration.

Housing Policies

1. Woodbury has a good supply of market-rate rental units. Land use boards can approve new rental projects if applicants demonstrate specific advantages to the community or target segments of the population that are underserved by the existing housing stock. Woodbury should seek to maintain the present balance between ownership and rental units and between single family detached and other forms of housing.
2. Reinforce village areas with mixed uses and a variety of housing types.
3. Discourage conventional subdivisions that retain all land in private lots and work with residential subdividers to preserve open space that meets the criteria of the Plan of Conservation and Development.
4. Assist area non-profit housing agencies to provide affordable housing and supportive services to needy individuals in Woodbury.
5. Preserve unique historic housing and commercial buildings and allow new infill development that is compatible with the historic character of the community.

Housing Goals

To address the Town's housing needs, Woodbury adopts the following housing goals:

1. Continue to develop with low-density housing in the form of open space subdivisions as the primary residential form in outlying areas, and allow for a mix of housing types and densities in appropriate locations.

2. Work with the private sector to raise the percentage of subsidized units in Woodbury from 2% to 4% by 2020. Thus, the Town should add 100 units that qualify under CGS §8-30g to its housing inventory, with an emphasis on elderly units and ownership units for families. Consider guidelines to target such housing to benefit current or former Woodbury residents and employees.
3. Provide options that allow senior citizens to remain in town as they age. Consider zoning measures that allow alternatives such as independent and assisted living, market-rate and government-assisted retirement communities, continuing care, and mixed-age housing.
4. Similar to the requirement for residential use in the Main Street Design District, consider zoning regulations that provide for the mixing of residential and non-residential uses in compact, village developments.
5. Protect Woodbury's small town atmosphere by avoiding large tract subdivisions and using open space designs to preserve the character of rural areas.
6. Steer housing development away from agricultural land, ridgelines, and sensitive natural areas. Consider the use of transfer of development rights to accomplish this goal.

Recommendations

1. Provide design alternatives for single-family detached dwellings. Offer higher density alternatives, especially for small lot, single-family homes, to reduce land requirements per dwelling unit.
2. Consider "village" zoning to encourage small-scale mixed-use development. Allow a diverse mix of housing units at appropriate densities and compatible commercial uses such as shops, offices, and restaurants that satisfy a local need. Allow second floor apartments over first floor commercial uses.
3. Offer incentives to encourage greater use of open space subdivisions.
4. Institute a transfer of development rights program to preserve valuable tracts of open space while concentrating development in areas with the capacity to accommodate additional growth.
5. The Planning Commission may consider establishing a housing task force to look into alternative housing options in order to recommend measures to promote a broader mix of housing opportunities in Woodbury.
6. Research Town-owned land (excluding parks and conservation properties), or land taken for non-payment of taxes, to determine its suitability for sale or lease for affordable (subsidized) housing that qualifies under CGS §8-30g.
7. Determine the extent of need for subsidized elderly housing. Encourage mixed-age housing developments to increase the diversity of housing options for the elderly.



South Brook Subdivision

8. Consider options to create more affordable housing, e.g. offering a bonus for affordable units or requiring a percentage of units to carry deed restrictions for long-term affordability.
9. Evaluate the pros and cons of Connecticut's Housing Incentive Program.
10. The Planning Commission should review zoning and subdivision regulations to identify inconsistencies with current housing trends, and work with the Zoning Commission to update the regulations based on new research into best development practices.

CHAPTER 5
LAND USE

Land Use in the 21st Century

Woodbury will seek to accommodate growth and change to insure that future generations may enjoy the same amenities as current residents. Land use policies will favor reuse of developed sites and areas where infrastructure capacity exists in order to minimize the widespread alteration of the Town’s rural landscapes. The Town will avoid development forms that exceed the carrying capacity of the land for water supply and sewage disposal. Where suitable sites exist, regulations may allow mixed-use development that provide residential, commercial, and recreational uses in close proximity to minimize auto travel to dispersed single-use sites. New development should be mindful of the land’s limitations for change and not degrade the excellent environmental quality that residents desire to pass on to future generations. Woodbury will strive for a higher level of self-sufficiency with local farms growing fresh food and mercantile districts offering a range of goods and services, lessening out-of-town trips. A variety of housing choices will enable households at all stages of life to live in Town. In short, Woodbury will promote growth that meets the evolving needs of the Town without causing irreparable harm to its natural resources, public health, historic character, or small-town quality of life.



Woodbury's Rural Landscape

Recent Trends

The Center for Land Use Education and Research (CLEAR) at the University of Connecticut tracks land use change through remote sensing techniques using satellite imagery. By analyzing satellite images from two dates that are years apart, researchers can detect change from one land cover category to another.

Table 12
Land Cover Change

Land Cover Type	1985		2006		Change	
	Acres	Percent	Acres	Percent	Acres	% Change
Total Developed	2,902	12.3%	3,745	15.9%	843	29.0%
Agricultural Field	3,537	15.0%	3,105	13.2%	-432	-12.2%
Forest	15,808	67.2%	15,396	65.4%	-412	-2.6%
Water	279	1.2%	238	1.0%	-41	-14.7%
Wetland	616	2.6%	579	2.4%	-37	-6.0%
Other	374	1.5%	453	1.9%	79	21.1%
Total	23,516		23,516		0	

Source: CLEAR

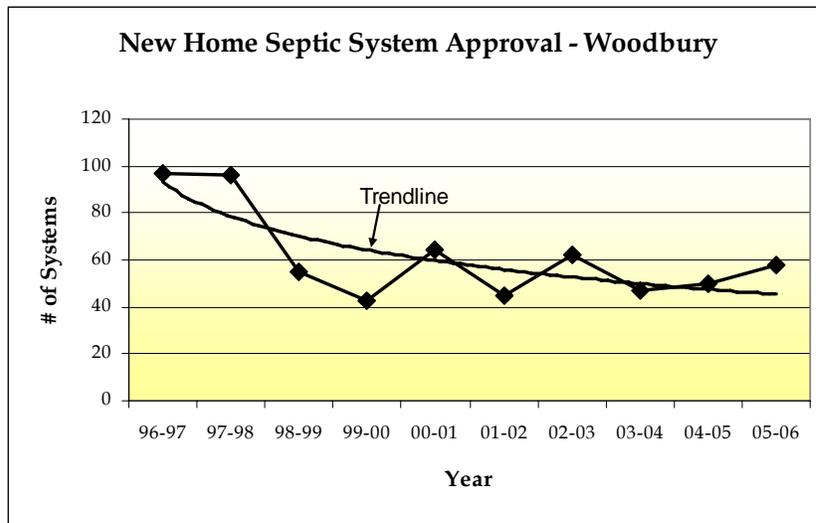
During the 21-year period 1985 - 2006, Woodbury converted 843 acres to new development, growing at approximately 41 acres per year. More than half of this development occurred at the expense of farmland; 432 acres of agricultural fields converted to a developed land use over these years. The Town still has a substantial agricultural base, however, with more than 3,100 acres. Woodbury also lost a considerable amount of its forests to development, experiencing a decline of 412 acres, although 65% of the Town remains in forest cover.

Infrastructure

Sewer Policy

Woodbury does not have a public sewage treatment system. All new development must have a septic system approved by the Pomperaug District Department of Health. The Town has planned for growth by relying upon a sewer avoidance policy, opting for low-intensity development with expansive open space. The steep topography of the Town in outlying areas makes it costly to construct sewers, and strict clean water standards would create a heavy burden on sewer users. The Town will continue to grow at low densities to reinforce its historic and open space qualities and avoid the potential stress sewage discharges would have on the Pomperaug River watershed. Thus far, reliance on septic systems has achieved a high measure of ground and surface water quality. Every resident and business must assume responsibility for the proper operation of their system. The PRWC can help educate property owners in this regard. Over a recent 10-year period, new homes in Woodbury installed 617 septic systems, averaging 62 per year.

**FIGURE 6
SEPTIC SYSTEMS FOR NEW HOMES**



Woodbury will continue its policy of avoiding a public sewer system since most septic systems work quite well, and there is no imminent threat of pollution from septic effluent to the Town’s public water supply. However, there may be rare instances where alternative treatment plants (ATPs) will provide an overall public benefit. If imminent outbreaks from septic system failures threaten Woodbury’s environmental quality, an alternative treatment plant may prevent groundwater contamination. In such instances, property owners may seek state and local approvals for development of such a plant. In the long run, however, Woodbury’s rural character and healthy environment will be protected through

continuation of strong enforcement of septic system regulations and property owner vigilance.

Water System

Woodbury's water system is under the authority of a private water supplier, the United Water Company. Wells tap into the Pomperaug River Aquifer, a clean, productive ground water supply, which Woodbury shares with the Watertown Fire District and the Heritage Village Water Company. Some water withdrawn by other suppliers leaves the watershed, potentially affecting River flows during periods of drought. United's two active wells lie near the River and depend upon steady surface flows, since pumping induces surface water into the well field. It is important to maintain the water quality and stream flow of the River system because of its interconnectedness with the public water supply.

Woodbury is vulnerable to ground water contamination, since there is only one aquifer with sufficient water to meet the Town's needs. Leaking underground storage tanks occurred at the Shell and Mobil gas stations on Main Street, and improper handling of industrial chemicals and volatile organic compounds (VOCs) at the Denominator Company in the Middle Quarter Mall resulted in closing United's well number 2 for several years. In 1982, United constructed an active carbon filtration treatment system to bring the well back on-line. In 2003, United implemented a new volatile organic compound treatment process based on "air-stripping technology" to ensure the purity of the water supply. Woodbury's water complies with all U.S. EPA and Connecticut Department of Public Health water quality standards.

In 2007, the water system had 686 service connections in Woodbury. Woodbury customers consume an average of about 188,000 gallons per day (gpd). Combined, the two wells have a safe daily yield of approximately 330,000 gpd, leaving United adequate reserves to accommodate additional growth. Two water storage standpipes, on Mountain Road and Scuppo Road, have a combined storage capacity of 334,000 gallons.

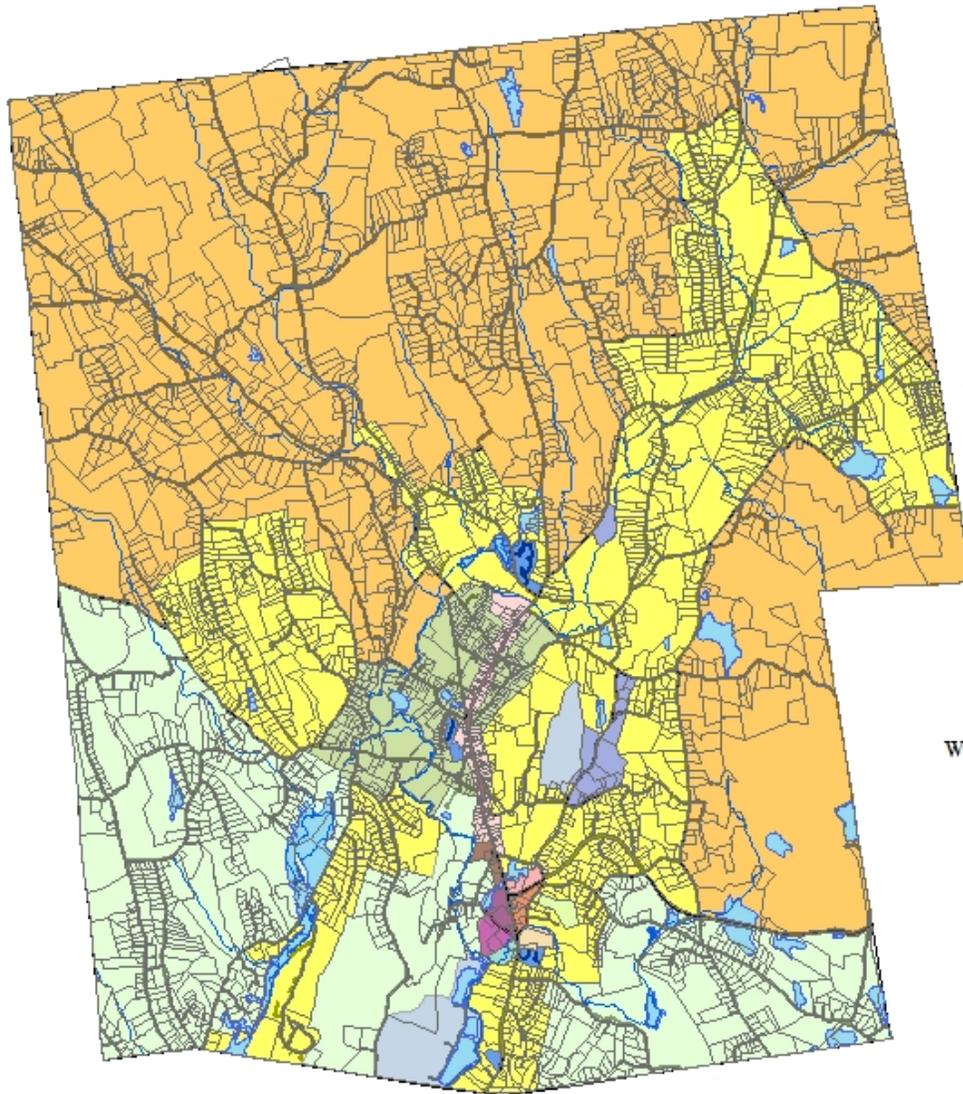
Under guidelines of the Department of Environmental Protection, United completed a Level A mapping program of the Pomperaug Aquifer to delineate the recharge areas and the area of contribution of its wells. (The area of contribution is the area where pumping lowers the water table and groundwater flows directly to the well.) In order to comply with state's ground water protection program, Woodbury must adopt the new map and regulations that regulate potentially threatening activities in the aquifer. The Zoning Commission, in its role as the Town's "Aquifer Protection Agency," is in the process of reviewing the map and proposed zoning amendments to bring the Town into compliance with the state program.

Current Zoning Requirements

Woodbury's zoning scheme consists of four single-family zoning districts, one commercial district (Middle Quarter), the Main Street Design District, an Earth Excavation district, one industrial district, one multiple family district, and several special purpose overlay districts, including Elderly Housing, Aquifer Protection, Flood Plain, and Planned Residential Development. Map 7 displays the zoning districts that exist in Woodbury in 2009. Table 13 displays the land area zoned in the various underlying districts.

Zoning Map

Plan of Conservation and Development



Town of Woodbury
Revised to August 26, 2006

Legend

EE	MQ-C	MQ-G	OS-60
GA	MQ-D	MQ-H	OS-80
MQ-A	MQ-E	MSD	PI
MQ-B	MQ-F	OS-100	R-40

Source: Woodbury Land Use Office
For Informational Purposes Only:
Consult Regulations and Land Records.



Single-family zoning districts account for the lion’s share of Woodbury’s zoning scheme, comprising 96.5% of the Town’s area. Areas for multi-family use make up just .3% of the Town. Districts for commercial and industrial development (MSD, MQ, and PI) comprise 1.8% of the Town’s total area.

**Table 13
Land Area by Zoning District**

Zoning District	Area (Ac.)	% of Town
Residence-40	680.1	2.9%
Open Space Residence-60	5,912.3	25.2%
Open Space Residence-80	4,297.3	18.3%
Open Space Residence-100	11,778.7	50.1%
Garden Apartment (GA)	73.2	0.3%
Middle Quarter (MQ)	163.8	0.7%
Main Street Design (MSD)	148.5	0.6%
Planned Industrial (PI)	119.1	0.5%
Earth Excavation (EE)	328.3	1.4%
Total	23,501.3	100.0%

As noted above, Woodbury relies entirely upon on-site sewage disposal to accommodate wastewater flows from all residential, commercial, and industrial uses. To date, ground water has remained largely free of contamination, except for a few instances of leaks from underground storage tanks and commercial and industrial uses. Intensity of development in Woodbury is dependent upon the soil’s capacity to attenuate wastewater. Most of the higher-density residential, commercial, and industrial uses have occurred in the low-lying valley floor where soil depths are greatest and have good filtering capabilities. In outlying areas, where soils have less capacity to attenuate wastewater, large lots are necessary to provide adequate separation for a well and septic system.

Residential Uses

Table 14 displays the dimensional requirements for single-family residential districts.

**Table 14
Single Family Dimensional Requirements**

District	Min. Lot Area (sq. ft.)	Min. Lot Frontage	Min. Front Setback	Max Total Coverage	Max. Height
R-40	40,000	150’	50’	30%	35’
OS-60	60,000	200’	50’	25%	35’
OS-80	80,000	200’	50’	25%	35’
OS-100	100,000	225’	50’	25%	35’

The minimum area and frontage requirements insure that single-family densities will remain low and maintain environmental quality by relying completely on septic systems. The front setback requirement of 50' may be excessive in older neighborhoods that developed before the adoption of zoning when homes were usually built closer to the street. In such cases, deep setbacks for new residences may be out of character with the surrounding properties. The Zoning Commission should add a provision to allow shallower setbacks in order to maintain a consistent building line in relation to the street.

With a long period from the founding of the Town to the adoption of zoning, many single-family homes and historic structures do not conform to current zoning standards for area, frontage, and setbacks. Zoning regulations limit the expansion of a nonconforming structure to instances where it complies with the district's dimensional requirements. Current regulations do provide a special exception process to change a nonconforming use to another nonconforming use. Similarly, Woodbury should offer a special exception process for expansion of a nonconforming principal or accessory historic structure or single family home, provided the expansion is in keeping with the character of the neighborhood and does not negatively affect abutting property owners.

Conventional subdivision plans break up sensitive resource areas to satisfy the large minimum area requirements; this approach fragments open space and negatively impacts wildlife that depend upon a large reach of contiguous natural habitat. Because of high construction costs for roads and utilities, applicants design a layout to fit as many lots as possible on the site. With these drawbacks, developers increasingly are opting to use the more flexible open space subdivision provision of the zoning code. Rather than laying out lots to meet minimum area and frontage requirements, a lot plan concentrates units in a portion of the tract and avoids areas that are not suitable for development. This approach is superior in preserving natural resources and setting aside open space for the common enjoyment of the residents. Table 15 contains the zoning standards for open space subdivisions.

**Table 15
Dimensional Standards for Open Space Subdivisions**

Minimum Tract Area	Min. Lot Area (sq. ft.)	Min. Lot Frontage	Min. Tract Open Space	Max Lot Coverage	Min. Front Setback
10 ac.	None	85'	50%	25%	25'

An open space subdivision has no minimum lot size. Smaller lots allow clustering of units in a more suitable portion of the tract. The reduction in frontage to 85' is a second incentive, since shorter roads and utilities reduce construction costs significantly. Formulas maintain the overall density permitted in a conventional development to equalize service costs between the developments. As a result, 50% of the tract is set aside as open space for the permanent enjoyment of residents and preservation of natural areas.

The Town may accept ownership of the open space or an easement to prevent development on the restricted portion of the tract, or the developer may convey the land to a non-profit land trust. It is important to monitor the open space to detect unauthorized uses that diminish the resource values of the property. Woodbury should devise appropriate

mechanisms to protect the important recreational and conservation functions of the open space.

From 2004 through 2007, the Planning Commission approved 15 subdivisions containing 149 lots. Ten of the developments were open space subdivisions containing 101 lots. For two or three lot divisions, it may not be practical to configure a layout that preserves a significant portion of a site. However, the current 10-acre minimum tract size may preclude use of this technique even when it could beneficially preserve a significant resource, provide an important link in a trail network, or maintain a buffer for wildlife habitat.

The Planning Commission can consider incentives to encourage greater use of the technique, for example, relaxing calculations of non-buildable areas or offering bonuses for providing open space that adds to the community's trail network or contains outstanding wildlife habitat. Elimination of the 10-acre minimum area requirement may also allow more developers to select this preferred method of housing development.

Woodbury's concentration of development in its central core has allowed outlying areas to remain sparsely developed. Low-density zoning has helped to retain rural qualities with scenic views of the surrounding countryside and its historic homes, agricultural fields, and forested hillsides. To help preserve these views from the road, Woodbury may designate specific entrances into Town as "gateways" where land use regulations apply to new development. An overlay district may set standards for placement of homes to preserve views, retain stone walls, identify safe driveway locations, and reserve productive agricultural soils. The overlay standards may apply within a corridor extending a set distance from the roadway.

The Garden Apartment (GA) district permits multiple family developments upon grant of a special permit from the Zoning Commission. Density may not exceed four units per acre. The tract must contain at least 10 acres and have 200 feet of frontage on an arterial road. There are four Garden Apartment districts in the Route 6 Corridor. New apartments require rezoning land to GA and a special permit for a specific development. The regulations for this use are consistent with Woodbury's character and municipal service capacity, and have yielded attractive developments for both rental and ownership markets.

Main Street Design District and Historic Districts

In the community survey, residents expressed a universal desire to retain the historic character of the Main Street Design (MSD) district. The combination of strict zoning regulations and two historic districts provide rigorous oversight of land use change. The Historic District Commission must issue a Certificate of Appropriateness for any building or alteration to an architectural feature, for demolition of a structure, or for a non-residential parking lot before an applicant may receive a building permit or site plan approval. This review helps retain the historic flavor of the districts, an attribute of which Woodbury residents are justifiably proud.



MSD Antique Shop

Zoning Regulations for the MSD district seek to preserve the residential character of the area and prohibit intensive commercial uses. The district allows non-residential uses provided a property contains 50% of its floor area in a residential use. As a result, lots contain low intensity uses that retain the residential flavor of the area, yet allow reuse of the principal and accessory buildings for antique shops, bed and breakfast inns, and professional offices. A regulation prevents parking lots in the front yard to control the visual impact of automobiles on the streetscape. Approving authorities carefully review new developments to retain the character and charm that residents view as a cornerstone of life in Woodbury. Some business owners have noted that strict signage controls limit their ability to advertise services provided on the premises. The Economic Development Committee and Historic District Commission should work with the Zoning Commission to review sign controls to determine if it is possible to relax the standards somewhat without diminishing the overall character of the area.

Middle Quarter District

The Middle Quarter District is a focus for retail services and office establishments. The district contains eight sub-districts that have differing intensity regulations to achieve compatibility with neighboring properties, but all allow similar activities. Regulations prohibit uses that detract from Woodbury's New England townscape, such as fast-food restaurants, trucking terminals, and commercial car washes. Minimum lot sizes range from 30,000 to 100,000 sq. ft., except for the recently adopted MQ-H district, which contains a 10-acre minimum lot size. In M-Q districts, a Planned Residential Development (PRD) provision permits multi-family uses; dwellings may be detached single-family homes or attached dwellings containing two units. To limit overall density, a PRD must contain 10 acres, have no more than 40 units, and leave 60% of the tract as open space.



Redevelopment Potential in Middle Quarter

With only a few vacant lots remaining for development, it is likely that older shops and plazas will become viable candidates for redevelopment. With a shortage of commercially zoned land, existing parcels may become more valuable, making it economically feasible to replace low-value buildings with higher-value counterparts. Local officials will have opportunities to make sites more functional in terms of vehicular access, parking layout and pedestrian amenities. Because of

the limited supply of commercially zoned land, it is desirable to enhance the economic potential of the district.

Older commercial uses lend an appearance of highway strip development; they have limited landscaping along the street, deep setbacks, large driveway openings, and expanses of parking visible from the street. Some potential changes that may improve the effectiveness of the district include:

- Prepare design standards to promote development that is compatible with Woodbury's architectural themes and consistent with the Main Street Design standards.

- Specify a preference for locations of buildings closer to the street with parking in the rear or in locations less visible from Route 6 to maintain a landscaped, inviting appearance along the main thoroughfare.
- Promote mixed-use development, perhaps allowing apartments above first floor commercial uses or greater residential intensity within PRDs.
- Allow higher building coverages upon demonstration that storm water runoff will not impair water quality of receiving streams, and that on-site recharge measures will maintain ground water quality and quantity.
- Relax parking requirements to minimize impervious surface coverage; permit a reduction of spaces for mixed-use projects or sharing of spaces when proposed uses will have different hours of peak parking need. In fact, a recent parking study in Northwest Connecticut⁷ found that the average of occupied regular spaces among a variety of land uses was only 47.3%. Reducing parking lot pavement will reduce discharge of pollutants into ground water and receiving streams.
- Encourage inter-connectivity between adjacent parking lots to minimize unnecessary movements to and from Main St.
- Adopt size limitations for individual commercial uses in order to encourage the small scale retail stores that are in keeping with Woodbury's character.

Planned Industrial District

Woodbury has two Planned Industrial (PI) districts, one along Bacon Pond Road and the other on the east side of Route 6 north of Flanders Road. These districts have substantial room to accommodate new office and light industrial growth but have developed slowly despite the robust economy of the years preceding the recent recession. Chapter 2 includes a discussion of zoning issues and contains recommendations for enhancing the development potential of this district.

Earth Excavation District

Woodbury's geological past has provided it with significant earth resources in deep sand and gravels along the valley floor and in trap rock ridges, where volcanic basalt is quarried for gravel in road construction. A dominant feature of the landscape, the trap rock ridges of the Orenaug Hills resulted from erosion of softer rock, leaving the much stronger basalt as long ridges standing above the surrounding landscape. Because of their steep slope and shallow soils, these ridges have remained largely undeveloped, offering scenic views to and from the ridges as well as providing habitat for wildlife.



Trap Rock Quarry in Woodbury

O&G Industries maintains two quarry operations in Woodbury, on Stiles Road and Bacon Pond Road/Park Road. The Town

⁷ Northwest Connecticut Parking Study, Fitzgerald & Halliday, 2002, page 32.

zoned these properties as Earth Excavation districts and adopted strict controls on quarrying activities to minimize impacts on the environment and surrounding neighborhoods. Regulations require an applicant to submit a site reclamation and restoration plan every six years showing proposed final contours, landscaping, and restoration work. The last plan was due on September 15, 2009. Such a plan contains an estimated completion date for removal of earth materials based on economic assumptions and provides local officials with sufficient advance notice of quarry closure and reclamation.

Once depleted, the quarries will provide the Town with an opportunity to consider their long-term development potential. With large acreages under a single owner, the sites can accommodate a variety of development concepts and provide sufficient room to buffer surrounding neighborhoods with generous amounts of open space. The Bacon Pond Road/Park Road site is in an industrial area and may be suited for use as an eco-friendly industrial park or a Research and Development Park for technology companies. The Stiles Road quarry is near the Route 6 corridor with close-by residential and commercial development. It may be possible to consider a mixed-use concept here with a variety of residential dwelling types and a combination of retail, office, restaurant, and recreational activities. As discussed below, Woodbury could consider re-zoning this property as a Village District.

As the time nears when mining will end, Woodbury should engage in a visioning exercise to determine the best use of the two quarries. Such an effort should involve neighborhood participants, local officials, environmental groups, and the property owner in the planning process. Development in these highly altered sites can absorb some of the demand for new growth that would otherwise take place in more rural parts of Town.

Village Districts

In 1998, the Connecticut General Assembly passed the Village Districts Act, now CGS Chapter 124, §8-2j. Communities may designate areas of “distinctive character, landscape, or historic value” as village districts where zoning regulations will protect historic and cultural resources and permit compatible development. New England communities developed around the village model in which a mix of commercial, residential, religious, and institutional uses clustered around a town common that became the focal point of community life. Zoning schemes in the 20th century, however, turned away from this model and established single-purpose districts under the assumption that single-family homes required strict protections from potential negative impacts of other land uses.

The Main Street Design district is a good example of the intent of §8-2j and can serve as a model for other village districts in Woodbury. Such a designation would be appropriate in locations along Route 6, where road capacity can accommodate new commercial activity, and in older crossroad centers such as Hotchkissville and Minortown. Strong language in the legislation empowers a community to adopt standards to maintain established architectural themes, preserve significant views, and knit new development into the distinctive fabric of the neighborhood. In addition, all applications for new construction or redevelopment visible from a road must undergo architectural review. Survey respondents expressed a desire for inviting environments to live, work, shop, and recreate. Village districts can meet the need for small-scale retail services to relieve congestion in the Main Street commercial corridor and provide a variety of alternative dwelling units for residents.

Land Use Goals

1. Achieve a sustainable level of development that allows Woodbury to preserve the aesthetic qualities of the Town, achieve wise use of land and natural resources, preserve farmland for food production, live within the limits of its water supplies, conserve non-renewable energy sources, promote public health, and encourage walking and bicycling as viable alternatives to automobile use.
2. Grow at a moderate pace that enables the Town to provide high quality services by balancing increasing costs of services with commensurate revenues.
3. Protect the historic and natural resources of Main Street by allowing limited growth that meets the local need for goods and services while providing an outstanding setting for tourism.
4. Continue to favor small-scale commercial development in order to maintain Woodbury's small-town New England charm.
5. Review commercial and industrial performance standards to insure that new development protects environmental quality, minimizes impacts on neighboring properties, mitigates traffic impacts, and maintains the architectural themes of Woodbury's historic roots.
6. Promote residential growth that meets local housing needs while preserving high value open space, maintaining the rural character of the Town, and protecting the ecological functions of local and regional resources.
7. Manage development over aquifer recharge areas to protect the public water supply and maintain the ecological health of the Pomperaug River.

Recommendations

Main Street Design District

1. Continue to implement the land use policies for Main Street as expressed in the 1993 "Plan of Development for Main Street."
2. Seek to retain the low intensity pattern of development, i.e. small-scale shops and services with an equal mix of residential homes and apartments.
3. Develop design guidelines for the MSD district that demonstrate how new development can occur that is compatible with existing character. Preserve the status quo to the extent possible while adapting to the commercial needs of Woodbury.
4. Keep the residential requirement of 50% of floor area.
5. Develop performance standards for development and re-development for the MSD district that may allow for higher-intensity development if environmental impacts are low and design is compatible with historic character. For example, it may be possible to increase building coverage from 10% to 20% if an applicant can prove that appropriate safeguards will maintain or improve environmental quality.
6. Analyze the feasibility of removing utility poles and overhead wires.

Middle Quarter District

1. Review commercial development standards to insure that new development achieves high standards for environmental quality.
2. Consider techniques such as maximum setback lines, parking lots to the side or rear of buildings, and use of Woodbury contextual themes to improve appearance of developments. Consider commercial performance standards that allow for greater intensity of development while protecting the environment and reducing community impacts.
3. Reduce parking requirements to minimize impervious surfaces. Specify a reserve area if a development needs more parking than originally contemplated.
4. Allow shared parking to lower the amount of parking each business must provide.
5. Revise traffic access and internal circulation, and improve pedestrian connections.



Cornerstone Office Park

Residential Districts

1. Offer incentives to encourage greater use of open space subdivisions.
2. Where a pattern exists in neighborhoods of homes located close to the street and to one another, allow averaging of front and side setbacks with neighboring properties to maintain the prevailing relationships of buildings and streets.
3. Consider a special exception process to allow compatible infill development and expansions of nonconforming historic structures and single family homes where the development or expansion is compatible with neighborhood character.
4. Determine the extent of need for subsidized elderly housing. Encourage mixed-age housing to integrate seniors with families and empty-nesters to provide the opportunity for a diverse and multigenerational group of residents.
5. Research zoning regulations that will maintain the character and scale of established neighborhoods from inappropriate redevelopment of older homes.

General

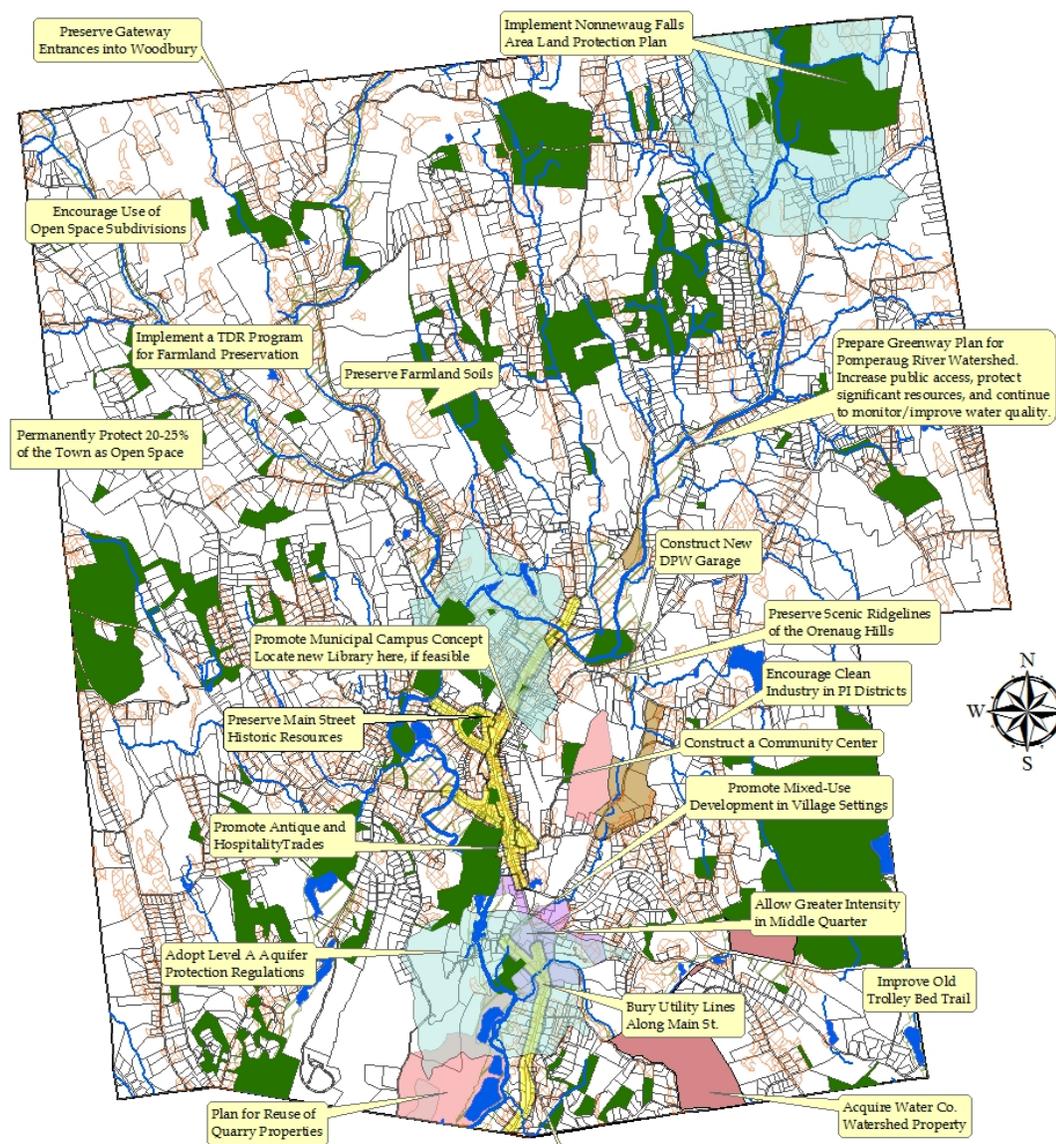
1. Implement Level A aquifer protection regulations.
2. Consider adoption of Village districts pursuant to CGS 8-2j to encourage small-scale, mixed-use development. Allow a diverse mix of housing units at appropriate densities and compatible commercial uses such as shops, offices, and restaurants that satisfy a local need.
3. Review any zoning impediments to renewable energy technologies, and consider other incentives to encourage greater use.

4. Develop design standards to preserve the landscape appearance of major Gateways into town. Consider an overlay district along designated rural routes that requires deeper setbacks and site plan approval in order to minimize impacts on scenic views.
5. Consider re-zoning options for the long-term use of O&G quarries when excavation ends, such as a mixed-use Village district, Research Park, or Planned Industrial district.

Many of these recommendations are displayed on the Future Land Use Plan on the following page.

Future Land Use Plan

Plan of Conservation and Development



Legend

- United Water Co. High Priority Sites
- Protected Open Space
- Water
- Aquifer Protection Area
- Earth Excavation
- Middle Quarter
- Floodplain
- Main Street Design
- Historic District
- Prime Farmland Soils
- Planned Industrial



Data Sources:
USDA, DEP, FEMA
Woodbury GIS

CHAPTER 6
TRANSPORTATION

Road Inventory

Woodbury has a land area of 36.46 square miles and roads totaling 118.37 miles. The state of Connecticut maintains 23.42 miles (20%) of roads, and the Town is responsible for 94.95 miles (8.25 miles of these are unimproved). Of towns in Connecticut with fewer than 12,000 people, only five have more locally maintained road miles than Woodbury. In FY '08, Woodbury received just \$144,949 in Town Aid Grants for maintenance of its local roads. Woodbury has a well-developed street grid that serves all parts of Town and facilitates north-south as well as east-west movements. Table 16 displays State-maintained roads:

Table 16
State Maintained Roads

Route	Road Miles	Functional Classification
Route 6	7.77	Minor Arterial
Route 47	4.85	Major Collector
Route 61	1.27	Major Collector
Route 64	2.80	Minor Arterial
Route 67	0.22	Minor Arterial
Route 132	3.14	Major Collector
Route 317	3.37	Major Collector
Total	23.42	

Source: ConnDOT



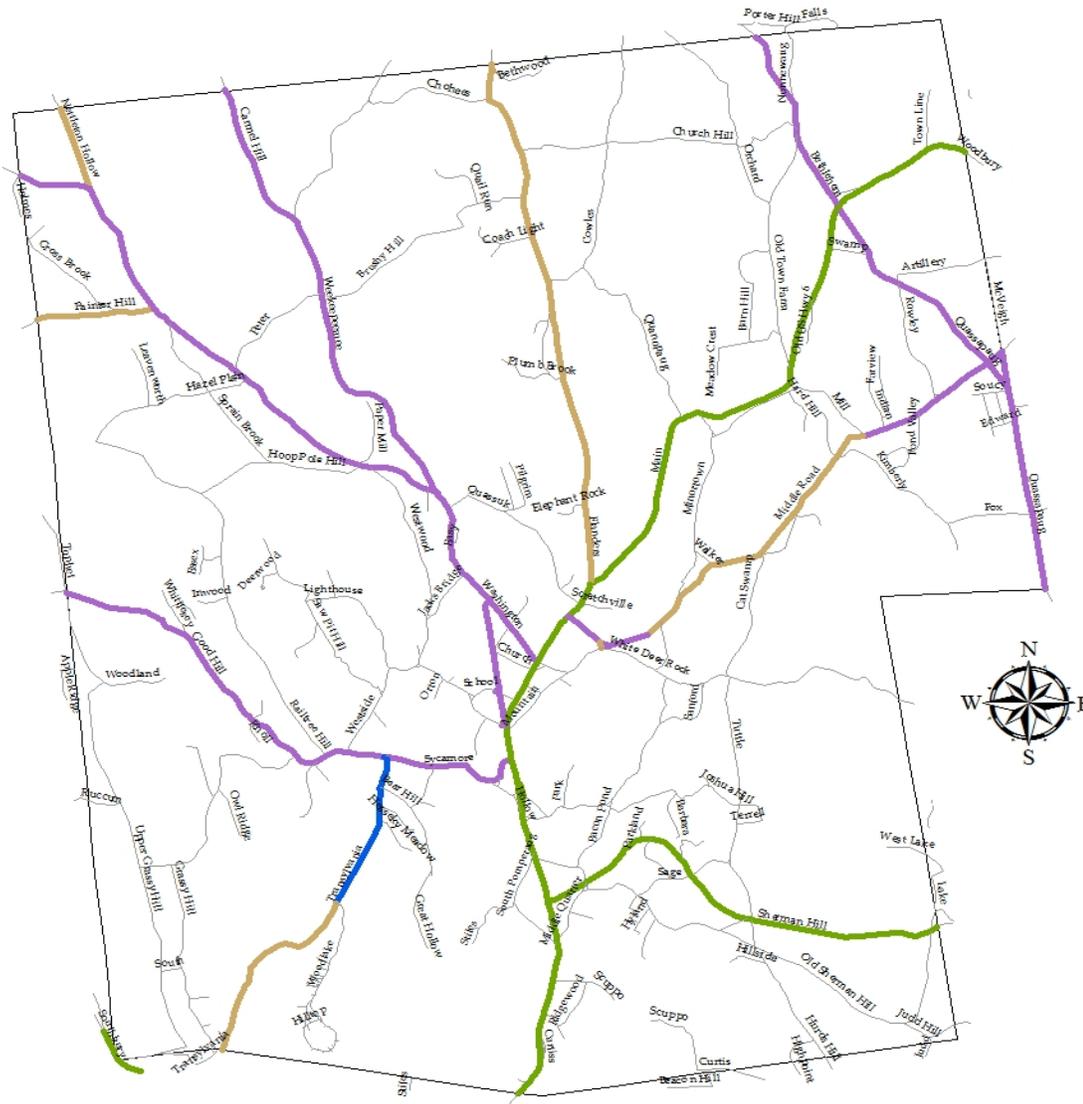
Scenic View of Rural Landscape

A road's functional classification identifies the character of service it provides and guides traffic and engineering decisions as well as road improvement resources. Minor arterials are highways that serve moderate volumes of traffic, allow access to abutting property, and facilitate the flow of traffic within towns and between neighboring towns. Collectors carry less traffic, allow direct access to abutting property, and provide mobility between neighborhoods. Under the Woodbury Zoning Regulations, Garden Apartment Districts must have access on an arterial street. Map 8 displays the functional

classification of Woodbury's Roads as determined by Connecticut DOT.

Road Functional Classification

Plan of Conservation and Development

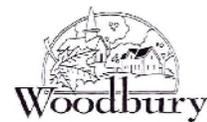


Legend

Functional Classification

-  Minor Arterial
-  Urban Collector
-  Rural Major Collector
-  Rural Minor Collector
-  Local

Town of Woodbury



Data Source:
Connecticut DOT

Functional classification is a method used by transportation engineers to apply road design standards based upon the kind of access provided to abutting land and the amount of traffic that uses, or may use, a road given projections of growth and a community's planning priorities. A local road's classification may inadvertently result in increased truck traffic, particularly in rural areas where the scarcity of inter-town routes provides few alternatives for short-distance hauling. Transylvania Road, for example is classified as a rural minor collector for part of its length; it connects Route 317 in Woodbury with Routes 172 and 67 in Southbury. If Woodbury's traffic authorities believe that the condition of the road is inadequate for through trucks, then the Town can petition the State Traffic Commission (STC) for a "through truck prohibition" pursuant to CGS §14-298. Where a road crosses into an adjoining town, Southbury in this case, both towns will have a say in the restriction. The STC may approve the prohibition if a reasonable alternate route is available; otherwise, trucks would have to use less suitable roads to accomplish their purposes.

An attempt to re-classify a road may have little effect on vehicular use, and it may affect future funding opportunities. For example, ConnDOT's Surface Transportation Program (STP) allocates funds on an annual basis for roads classified as rural minor and major collectors. Woodbury may wish to work with the region's Metropolitan Planning Organization (MPO) to review its road classifications to make sure each road is properly classified for the amount of traffic it carries and its physical condition.

In addition to their transportation function, Woodbury's State routes serve as scenic gateways into town for non-residents. Careful management of development along the Town's borders has helped to preserve views of the Town's farms, fields, and forests, creating a favorable impression for first-time visitors. Many lesser-traveled byways serve low-density areas, and their winding course and pleasing views add immeasurably to the Town's visual character. Similarly, on the Town's southern border Historic District No.2 preserves the historic character of Route 6, which serves as a scenic gateway into Woodbury from Southbury.

Traffic Growth

Table 17 displays the change in traffic volumes on state numbered routes from 2000 - 2007. The traffic counts represent average daily traffic (ADT), i.e. the number of vehicles recorded on a roadway during a 24-hour period. As the main artery through Woodbury, Route 6 consistently achieved the highest traffic volumes, with the section between Sherman Hill Road (Rt. 64) and Sycamore Avenue (Rt. 317) reaching 14,200 vehicles per day. Volumes decrease from west to east, falling to 5,500 ADT approaching the Watertown Town Line. The counts show that traffic congestion actually decreased in the Main Street commercial district from 2000 to 2007, dropping 8.4% from Sherman Hill Road to Sycamore Ave. Volumes then increased in the easterly portions of Route 6, perhaps reflecting housing growth that occurred in Watertown and Bethlehem during the period.

Route 64 has the second highest traffic volumes in Woodbury, with 8,800 vehicles from Main Street to Middle Quarter Road. However, volumes decreased by 8.2% to the Middlebury Town Line from 2000 - 2007. Elsewhere, traffic volumes remained stable and below 5,000 ADT, allowing unrestricted travel operations. The greatest gains occurred on Route 67 by the Southbury Town Line (+400 ADT), on Route 61 by the Bethlehem Town Line (+300 ADT), and on Route 317 by Transylvania Rd. (+300 ADT).

In summary, traffic volumes are increasing slowly in Woodbury due to the modest pace of development here and in surrounding towns. Absent development of a significant traffic generator in the vicinity, it appears likely that traffic will continue to grow at a slow pace. Except for the Rt. 6 corridor, traffic should continue to flow freely.

Crash Data

Table 18 displays accident data for the period of January 1, 2005 through December 31, 2007 for local and State roads. Over three times as many accidents occurred on State routes, 364, as occurred on local roads, 101. Flanders Road (14), Middle Road Turnpike (13), and Transylvania Road (9) are the local roads that experienced the most crashes.

Among State roads, the greatest number of accidents occurred on Route 6, with 222 during the three-year period. The intersection with Route 64 (Sherman Hill Road) had the single highest frequency during the period with 16 crashes, plus an additional 7 at the Sherman Village Shopping Center entrance. Unfortunately, this intersection was the scene of a fatal crash in 2009 at the entrance to the plaza. Given the high rate of crashes at this location, there appears to be a deficiency in the design of the intersection or the functioning of the traffic signal. The First Selectman, as the Local Traffic Authority (LTA), should request the Department of Transportation to conduct an analysis of the traffic movements to determine if physical improvements to the intersection could lower the crash rate.



Route 6/64 Intersection

Other locations on Route 6 that have high crash occurrences include: Flanders Road (8), the Shell Gas Station (7), and Route 317, Judson Avenue, and Quassuk Road with 6 each. Other state routes with significant traffic volumes also experienced a high number of crashes, including Route 64 (41 crashes), Route 317 (40 crashes), and Route 47 (33 crashes). The Route 317 / Transylvania Road intersection experienced eight crashes during the period.

The most frequent collision type on local roads was striking a fixed object, which occurred in 65 instances or 64% of all accidents. This suggests narrow road widths and the need to minimize obstructions within close distance of travel lanes. On state roads, contributing factors frequently involve commercial driveways where entering or exiting vehicles conflict with thru traffic. The most common crash types on State roads are striking a fixed object (36%), rear end (26%), turning movements (13%), and head-on (7%).

Table 17
Traffic Counts, 2000 - 2007

Route	To	2000 ADT	2007 ADT	Change	% Change
Route 6	Southbury - Woodbury TL	12,700	13,200	500	3.9%
	Rt. 64 (Sherman Hill Rd.)	12,700	14,200	1,500	11.8%
	Rt. 317 (Sycamore Ave.)	15,500	14,200	-1,300	-8.4%
	Rt. 47 (Washington Rd.)	14,600	14,000	-600	-4.1%
	Middle Road Tpke.	10,400	11,100	700	6.7%
	Flanders Rd.	7,800	7,600	-200	-2.6%
	Old Town Farm Rd.	4,900	5,200	300	6.1%
	Rt. 61 (SB) (Bethlehem Rd.)	3,800	4,200	400	10.5%
	Woodbury - Watertown TL	4,700	5,500	800	17.0%
Route 47	Rt. 132 (Weekeepeemee Rd.)	4,500	4,500	0	0.0%
	Painter Hill Rd.	2,400	2,500	100	4.2%
	Woodbury - Roxbury TL	1,700	1,700	0	0.0%
Route 61	Nonnewaug Rd.	3,400	3,500	100	2.9%
	Woodbury - Bethlehem TL	2,400	2,700	300	12.5%
Route 64	Middle Quarter Rd.	8,200	8,800	600	7.3%
	Woodbury - Middlebury TL	7,300	6,700	-600	-8.2%
Route 67	Woodbury - Southbury TL	3,900	4,300	400	10.3%
Route 132	Weekeepeemee Rd.	1,500	1,200	-300	-20.0%
	Woodbury - Bethlehem TL	900	900	0	0.0%
Route 317	Grassy Hill Rd.	1,700	1,800	100	5.9%
	Railtree Hill Rd.	2,700	2,800	100	3.7%
	Transylvania Rd.	3,500	3,800	300	8.6%
	Hollow Rd.	5,600	5,700	100	1.8%
	Rt. 6 (Main St.)	3,000	3,100	100	3.3%

Source: ConnDOT

Table 18
Crash Data, Woodbury, CT
Three-Year Period from 1/1/05 - 12/31/07

Street Location	Total	Most Frequent Occurrence	Total
Local Roads	101		
Flanders Rd.	14	Between Plumb Brook Rd. and Elephant Rock Rd.	3
Middle Road Turnpike	13	Between Ash Swamp Rd. & White Deer Rocks Rd.	5
Transylvania Rd	9	Between Hesseky Meadow Rd. and the Town Line	7
Minortown Rd.	5		
School St.	5	At intersection with Washington Ave.	5
Bacon Pond Rd	4	Between Joshua Hill Rd., Park Rd., and Sanford Rd.	3
State Roads	364		
Route 6 (from west to east)	222	Route 64 (Also see below.)	16
		Flanders Rd.	8
		Sherman Village Shopping Center	7
		Between 50' and 250' West of Route 64	7
		Shell Station	7
		Middle Road Turnpike	7
		Route 317 (Also see below.)	6
		Judson Ave.	6
		Quassapaug Rd.	6
		West Junction of South Pomperaug Ave.	5
		Between 30' and 125' West of Rt. 317	5
		LaBonne's Market	5
		Minortown Road Connector	5
Route 47	33	Rt. 6	5
Route 61	17	Rt. 6	4
Route 64	41	Tuttle Rd.	5
Route 132	11		
Route 317	40	Transylvania Rd.	8
		Near Railtree Hill Rd.	4
Grand Total	465		
Three Year Average	155		

Source: ConnDOT, Bureau of Policy and Planning

Table 19 shows the extent of reported injuries. Two other fatalities occurred during the period, one on Route 6 west of Quanopaug Trail, and one on Bacon Pond Road. Both accidents appear to be unrelated to the roadway geometry. 38% of the accidents on local roads involved injuries, while 27% of accidents on state roads involved injuries. Slower speeds in the commercial areas on Route 6 may account for the lower rate of injuries on state roads. However, the number of accidents with injuries on state roads increased by 13% from 2005. Only one accident involved a pedestrian on local roads, while two pedestrian accidents occurred on state roads.

**Table 19
Injury Severity**

Injury Type	State Roads	Local Roads	Total
Fatal Injury	1	1	2
Incapacitating Injury	2	2	4
Non-Incapacitating Injury	34	18	52
Possible Injury	61	17	78
Property Damage Only	266	63	329
Total	364	101	465

The causes of accidents are many. While narrow roads and horizontal curvature are often significant factors in rural areas, weather and surface conditions may play a contributing role, especially when drivers go too fast under abnormal conditions. The DPW attempts to correct drainage problems, which can cause icy road surfaces during the winter, and to remove obstacles from roadsides that appear to be obvious hazards. Poor sightlines are difficult to correct absent a roadway re-alignment. Since residents prefer to maintain rural character and retain the scenic appearance of local roads, drivers must obey posted speed limits and avoid distractions while negotiating narrow roads. The DPW and Police should investigate the principal causes of accidents at high crash locations under the Town's jurisdiction and work with landowners for changes on private property to improve sight distances. In addition, the DPW can work with state highway officials to investigate potential drainage and alignment changes on state routes to reduce accident frequencies.

Road Discontinuances

The status of many of Woodbury's unimproved ways is unclear since the public may no longer use these roads for travel. The Town is responsible for maintenance of public ways to provide safe access for the abutting property owners. Town roads also provide the legal frontage for development of individual lots, and they provide access to larger tracts for new subdivisions. As development increases along these unimproved ways, the Town may be required at considerable expense to provide reasonable access for landowners and public safety vehicles. Town Meeting may discontinue a road in order to provide assurance that the Town will not have to spend public funds to improve or maintain the road for little public benefit.

The consequences of road discontinuation on landowner rights are significant. Since each road has its own unique circumstances, the Selectmen should investigate the merits on a case-by-case basis before making a decision to discontinue. Land use, public safety, emergency response, highway, assessing, and capital planning officials should work in concert to develop a recommendation to the Selectmen and Town Meeting regarding the future of each road. An alternative to discontinuance may be to make minor improvements for expanded width, grading, drainage, and surfacing that can assure fire and emergency access without bearing the cost of complete reconstruction. When landowners propose new development, they should participate in bringing a road to Town standards.

State and Regional Transportation Plans

Woodbury lies on the periphery of the State's transportation network. The Town has no projects on the Statewide Transportation Improvement Program (STIP), the document that lists all projects proposed for funding with federal transportation dollars in the next four years. Woodbury has no freight or passenger railroads, and no interstate highways pass through Town. The Department of Transportation (ConnDOT) lists no major highway projects on the boards in Woodbury.

The Council of Governments of the Central Naugatuck Valley (COGCNV) adopted its "Long Range Transportation Plan" in 2007. The Plan contains a detailed strategy for improving the Region's highway, transit, and rail systems through 2035. The Regional Plan identifies a series of highway priorities for the Region, but none are in Woodbury, nor does the Town have any specific intersections designated as "high hazard accident locations" when compared with other locations across the Region.

Woodbury has no projects listed on the regional Transportation Improvement Program (TIP), where decisions are made for allocating federal-aid funds for highway, transit, and inter-modal improvements. Because of Woodbury's low density and rural character, it does not fare well in regional competition for limited federal-aid dollars.

The Long-Range Transportation Plan indicates that there are currently no serious traffic congestion hot spots in Woodbury. However, based on a statewide travel demand model, the COGCNV traffic forecast reveals that the commercial section of Main Street between Routes 64 and 317 will experience congestion by 2025. Congested segments are those in which the traffic volumes in peak hours exceed the capacity of the road, expressed as a volume to capacity ratio (v/c) greater than 1.0. In neighboring Southbury, Route 6 from the Woodbury line to the Center of Southbury, is also likely to experience congestion problems.

Bridges

ConnDOT conducts inspections of bridges over 20 feet in length every two years in order to evaluate safety and structural stability. In the 2008 survey, Woodbury had two functionally obsolete over-20' bridges: one on Minortown Road passing over the Nonnewaug River, and the other on Hazel Plain Road crossing Sprain Brook. There are no structurally deficient over-20' bridges in Woodbury. (A "functionally obsolete" bridge is one that does not meet currently accepted design standards; it may have a serious condition in its deck geometry, under-clearances, or approach roadway alignment. A bridge is "structurally deficient" if the physical condition is poor for any of the major structural components: deck, superstructure, substructure, culverts, or retaining wall. A rating of poor requires major rehabilitation to prevent further deterioration.) Deficient bridges over 20' are eligible for federal funding.

The State does not conduct inspections of municipal bridges with a span of less than 20 feet on a regular basis; the last statewide effort occurred in 1991. At that time, Woodbury had four functionally obsolete under-20' bridges: two on Mill Road, one on Middle Quarter Road crossing South Brook (also structurally deficient), and one on Trolley Bed Road. Maintenance of these bridges is the Town's responsibility. Since the inspection data is now 18 years old, the Town should inspect all of its under-20' bridges. ConnDOT recommends routine inspections every 2 years and detailed inspections every 10 years. A structurally deficient bridge may not carry its rated load and, if left unchecked, will continue to decay until it is unsafe for any load. Since these bridges may present traffic hazards or dangerous conditions during flooding, the Town should begin to repair or replace its most deficient bridges. Under-20' bridges may qualify for the State's Local Bridge Program.

Scenic Roads

Woodbury has adopted a local scenic road ordinance pursuant to CGS Chapter 98, §149a. The Planning Commission has the power to designate a Town road over 1/2-mile in length as a scenic road if it is free of intensive commercial development and heavy traffic, and possesses one or more of the following criteria:

- a. It is unpaved.
- b. It is bordered by mature trees or stone walls.
- c. The travelled portion is no more than twenty feet wide.
- d. It offers scenic views.
- e. It blends naturally into the surrounding terrain.
- f. It parallels or crosses over brooks, stream, lakes, or ponds.

The Commission may consider scenic vistas, presence of historic structures, forest quality, and notable geologic or natural features. Landowners may petition the Commission to designate a road as scenic, and a majority of owners abutting the road must agree to the designation. Once so designated, any changes in road width, alignment, grade, road surface, location of stone walls, configuration of mature trees, or guardrail installation require the approval of the Commission. The Town may perform routine maintenance on a scenic road, including correcting drainage problems, repairing the road surface, removing dead trees, trimming branches encroaching on utility lines, and trimming brush to enhance scenic views and views of stone walls or other natural features.

The Commission has designated four roads as scenic roads: Pomperaug Road, White Deer Rocks Road, Church Hill Road, and Orchard Avenue. Map 9 displays their location. Other worthy candidates for designation include Flanders Road, Minortown Road, Transylvania Road, Westwood Road, Grassy Hill Road, Trolley Bed Road, Cat Swamp Road, and Old Sherman Hill Road.

Sidewalks and Pedestrian Use

Woodbury's Shade Tree and Sidewalk Committee has established a working procedure for identifying sidewalk needs and seeking funding through the Town's capital planning process. The DPW constructs the projects once funding is available. An inter-connected sidewalk network promotes walking and yields significant health benefits. Greater use of

sidewalks can eliminate automobile trips for short errands, helping to reduce air emissions and improve traffic flow.

Installing missing sections of sidewalk along Routes 6 and 317, and extending new sidewalks to high use destinations in the area are current priorities of the Committee. In 2009, Woodbury extended the sidewalk to Hollow Park. Barrier-free sidewalks in the Route 6 Corridor are important components of Woodbury's tourism agenda. Visitors will enjoy walking to the Town's historic sites and numerous antique shops.

Crosswalks are also an important piece of the puzzle. Because of the steady flow of traffic on weekends, it can be difficult to cross the highway to visit an attraction on the other side. With few traffic signals, there are limited opportunities for safe passage. Painted crosswalks and signage encouraging motorists to stop for pedestrians in crosswalks can make it safer for pedestrians. To further accent the perception of safety, Woodbury may consider bump-outs in high pedestrian locations to narrow the distance for travel lanes. Such features also tend to encourage slower vehicle speeds and provide visual cues to drivers of the potential for pedestrians to step off the curb.

A second priority for construction should be providing sidewalks near public schools. A safe and connected sidewalk network can encourage more students to walk or bicycle to school. With few sidewalks near Mitchell School, parents may be reluctant to have their children walk along road shoulders when encountering heavy traffic. Connecticut participates in the Safe Routes to School (SR2S) movement and advocates for improvements to sidewalks and trail systems to insure that children can walk to school safely. Grants are available to construct sidewalks to encourage more students to walk to school.

Bicycling

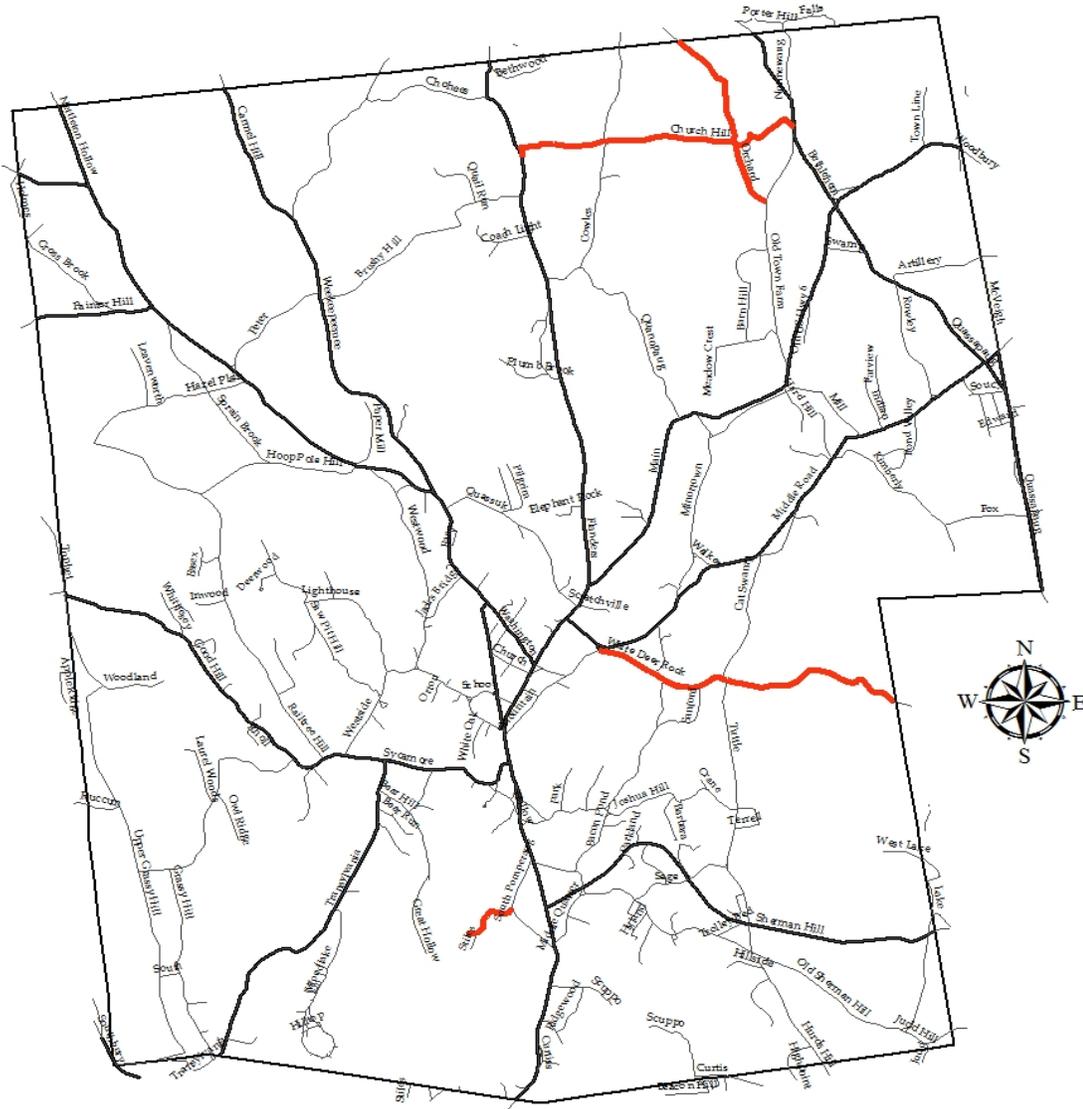
Woodbury offers many excellent rural roads for bicycling where one may enjoy peaceful rides along agricultural fields and historic homesteads. The hilly terrain provides a challenge for the fit bicyclist, but offers rewards of hilltop views and long coasts on the down-slope of the hills. Woodbury has no separated bicycle paths, and bicyclists must share the road with motorists. With low volume traffic on most roads, there is little cause for concern in rural areas. Connecticut's 2009 Bicycle Map (<http://www.ctbikepedplan.org/>) rates most state-numbered routes as quite suitable for bicycling, with the exception of Route 6 from the Southbury town line to Middle Road Turnpike. The Main Street commercial area requires bicyclists and motorists to be vigilant for potential conflicts, but slow speeds and lack of on-street parking has so far caused few bicycle-related incidents. During the period of 2005 - 2007, there were no bicycle crashes in Woodbury.

Street Connectivity

Connectivity refers to a network of subdivision streets that connect at multiple points, which provides alternate routes for local trips to desired locations and facilitates through-trips on major streets. This helps to minimize the use of collectors and arterials for short distance trips, thereby reducing congestion on the Town's major roadways. An inter-connected street system provides multiple access routes for safety vehicles during emergencies and disasters, and affords neighborhood residents alternate routes for travel to and from their home.

Designated Scenic Roads

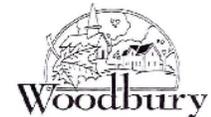
Plan of Conservation and Development



Town of Woodbury

Legend

- Scenic Road
- Church Hill Road
- Orchard Avenue
- Pomperaug Road
- White Deer Rock Road



Data Source:
Town Clerk

During subdivision review, planners should seek to connect existing streets in adjacent subdivisions and plat street stubs for connection to adjoining land for future development. Rather than a traditional hierarchy of low volume to high volume streets within a subdivision, streets (except for cul-de-sacs) should be capable of accommodating moderate traffic volumes. This allows traffic to disperse throughout the neighborhood without any one street bearing the burden of high volumes. Cul-de-sacs receive less emphasis in favor of creating a street network that provides direct access to the surrounding higher volume roadways. Planners should limit cul-de-sacs to sites where topography, existing development, or environmental conditions prevent street extensions. Gated communities should be prohibited since no through-movement is allowed.

While planning for connectivity, it is important to also plan for non-motorized modes of travel. Planners should design trail and bikeway systems to provide direct routes to adjoining neighborhoods and commercial areas. Even where roadway connections are not possible due to topographic constraints, paths for bicycles and pedestrians may still connect residential areas with nearby commercial services, schools, parks, and other facilities.

The Planning Commission should consider adoption of standards in its Subdivision Regulations that promote connectivity. Education of the public can alleviate concerns that the proposed changes will cause negative impacts with higher traffic volumes. Good site design, traffic-calming measures, and narrower street widths will prevent cut-through traffic from seeking alternate routes through neighborhoods.

Route 6 Corridor

Route 6 provides automobile access to the Town's principal commercial areas and public and religious institutions. It is the principal commuting route through Woodbury, and businesses depend upon its proper functioning to accommodate local shopping trips. It is also the location of the highest number of accidents and presents safety hazards at high volume intersections. The Long Range Transportation Plan indicates that the v/c ratio of Route 6 will exceed 1.0 by 2025, a benchmark of serious congestion. Two historic districts lie along this route, helping to maintain pleasing views of traditional New England architecture. Route 6 is one of the defining elements of the Town's image, and residents will resist change that may alter its contribution to the Town's quality of life.

Woodbury should undertake a corridor planning study of Route 6, perhaps with neighboring Southbury and Watertown. Such a study would identify deficient levels of service at key intersections in the weekday and weekend peak-hour periods. The study should examine future growth potential in the Town and the impact of additional traffic generated by new commercial development along Main Street. Since it is a two-lane road, back-ups often arise at street intersections where vehicles wait to make a left turn in the face of heavy opposing traffic. The study should examine the potential for separate left-turn lanes to allow thru-traffic to proceed unimpeded. At high-volume intersections, the study could determine if new signals are warranted or propose other solutions. For example, a roundabout at the Route 6/64 intersection may improve traffic flow, reduce idling and carbon emissions, and lower the number and severity of crashes.

As increased traffic on Main Street causes greater delays for motorists, drivers with knowledge of the local street system will seek alternate routes along parallel roads to skirt the congested areas. Strategic investments at major intersections with Main Street can

sustain a free flow of traffic with only modest delays. Main Street fixes should receive priority to lessen the impact on residential neighborhoods from motorists seeking cut-through routes. Officials should monitor this trend and follow good maintenance practices on the side roads to uphold safe passage and minimize traffic impacts in residential areas.

The high crash frequencies here seem related to the numerous driveway openings where left-turning vehicles are often unable to make the maneuver in or out of commercial shopping plazas. The Corridor Study should include an evaluation of these commercial drives in order to identify possible causes and solutions. With landowner cooperation, it may be possible to close unnecessary curb cuts, consolidate curb cuts with adjoining landowners, or re-configure the openings to include divided openings to channel traffic in and out of a development safely.

The Route 6 study should also include design of elements to enhance the experience of tourists and thereby improve the business climate. Overhead utility lines have a negative visual effect on the otherwise scenic appearance of the corridor. Removing the wires is a long-term strategy that will reduce storm-related outages and improve appearance. Traffic calming measures such as bump-outs, textured crosswalks at intersections, and street trees help to slow traffic and demonstrate a concern for pedestrian safety. Other pedestrian-friendly amenities could include new street benches, period light fixtures, informational kiosks, consistent wayfinding signage, and access to public rest rooms.

Because of the complexity of the study, the Selectmen should establish a Route 6 Corridor Committee comprised of property owners and local officials with a stake in the future of Main Street. The Committee can analyze the findings offered by a traffic consultant and guide the conclusions to reasonable solutions. It might also be possible to expand the charge of the Sidewalk and Shade Tree Committee to fulfill this function since the members are already familiar with conditions along the road from studying sidewalk and planting needs.

Transit

Woodbury falls outside of the Greater Waterbury Transit Service District and has no fixed route bus service or para-transit service. Given Woodbury's low residential density, it is unlikely that fixed-route service would ever be cost effective. Woodbury is eligible for operational funds for elderly and disabled service as well as capital funds for purchase of equipment. A community must provide a local match (usually 20%), but cannot be assured of continuation of the funding given recent cuts by state and federal transit agencies. COGCNV coordinates the application process for the region. In 2009, Woodbury received a grant from the Federal Transit Administration's Section 5310 Program for a minibus for the elderly and disabled. The Section 5310 program funds capital expenses that support transportation to meet the special needs of older adults and persons with disabilities.

Transportation Goals

1. Allow safe, efficient travel throughout the Town, while being sensitive to Woodbury's historic character and rural sense of place.
2. Conduct detailed analyses of high crash locations and seek state and local funds to remove safety hazards to reduce accident rates in Woodbury.
3. Improve pedestrian conditions along routes to schools and in the Main Street commercial corridor to encourage more walking and reduce reliance on automobile use.

Recommendations

1. Conduct a Transportation Corridor Study of Main Street that examines the potential for future traffic growth and recommends actions to improve traffic flow, enhance pedestrian safety, and retain the rural appearance of the roadway.
2. Establish a Route 6 Study Committee to analyze existing conditions and recommend improvements.
3. Enlist ConnDOT to perform an in-depth analysis of the Route 6 / Route 64 intersection to determine corrective actions and prevent severe accidents.
4. Make selective improvements at bottleneck intersections, but avoid major road reconstruction that would alter the character of Main Street.
5. Implement removal of overhead utility lines in the commercial areas and historic districts of Main Street by 2020. Work with the utilities to assess the engineering feasibility and pursue funding sources for construction.
6. When acting on new development proposals, seek to connect parking lots of adjacent properties and work with ConnDOT to consolidate curb cuts where feasible to reduce conflict points on Main Street.
7. Implement access management controls in land use regulations to include specific standards for access design in commercial development.
8. Evaluate the status of unimproved public ways. Recommend discontinuation for roads that no longer serve the “common convenience and necessity,” or make minor repairs to roads that should remain open to public use.
9. Examine high crash locations to identify possible causes and remedies that can occur within the right-of-way. For state roads, coordinate design solutions with ConnDOT and seek state funds for the improvements. Work with property owners, if necessary, to remove obstructions or alter alignments to improve sight distances.
10. Conduct inspections of all Town bridges with particular attention to those that are structurally deficient or functionally obsolete. Apply for state funds to repair those that pose serious safety risks.
11. Review signal timing to improve intersection efficiency and minimize automobile idling.
12. Create a pedestrian-friendly environment by improving crosswalks at major intersections, providing amenities such as benches and kiosks at key locations, planting gardens and ornamental trees, and providing tourist conveniences.
13. Continue construction of the sidewalk network along Main Street, Route 317, and adjacent streets, and develop new sidewalks near schools to encourage greater walking to school by Woodbury’s youth.
14. Manage development along roads that serve as welcoming Gateways into Woodbury to preserve scenic views and the appearance of unspoiled open space.

APPENDIX 1 RECOMMENDATIONS ASSIGNED TO PUBLIC OFFICIALS

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Planning Commission						
Continue to implement the land use policies for Main Street as expressed in the 1993 "Plan of Development for Main St."						
In the MSD, seek to retain the low intensity pattern of development, i.e. small-scale shops and services with an equal mix of residential homes and apartments.						
Develop design guidelines for the MSD district that demonstrate how new development can occur that is compatible with existing character. Preserve the status quo to extent possible while adapting to the commercial needs of Woodbury.						
Offer incentives to encourage greater use of open space subdivisions.						
Consider a special exception process to allow compatible infill development and expansions of nonconforming historic structures and single family homes where the development or expansion is compatible with neighborhood character.						
Determine the extent of need for subsidized elderly housing. Encourage mixed-age housing to integrate seniors with families and empty-nesters to provide the opportunity for a diverse and multigenerational group of residents.						
Research zoning regulations that will maintain the character and scale of established neighborhoods from inappropriate redevelopment of older homes.						
Consider adoption of Village districts pursuant to CGS 8-2j to encourage small-scale, mixed-use development. Allow a diverse mix of housing units at appropriate densities and compatible commercial uses such as shops, offices, and restaurants that satisfy a local need.						
Develop design standards to preserve the landscape appearance of major Gateways into town. Consider an overlay district along designated rural routes that requires deeper setbacks and site plan approval in order to minimize impacts on scenic views.						
Consider re-zoning options for the long-term use of O&G quarries when excavation ends, such as a mixed-use Village district, a Research Park, or a Planned Industrial district.						
Encourage low impact development (LID) to protect or restore the natural hydrology of a site.						
Conduct a Corridor Study of Main Street that examines the potential for future traffic growth and recommends actions to improve traffic flow, enhance pedestrian safety, and retain rural appearance.						
Evaluate the status of unimproved public ways. Recommend discontinuation for roads that no longer serve the "common convenience and necessity," or make minor repairs to roads that should remain open to public use.						
Preserve and encourage small-scale, locally owned businesses in Woodbury.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Planning Commission						
In PI Districts, review zoning height limits and allowed uses to attract high-end professional or technical uses.						
Determine the feasibility of creating a Research and Development Park and establish design standards to promote a unified park concept in an environmentally sustainable manner.						
Contact the O&G property owner regarding future reuse and site restoration plans.						
Engage abutters of the O&G quarries in future site planning discussions, including a mixed-use development district with a variety of residential and commercial uses allowed.						
Create provisions for ridgeline preservation for the Orenaug Hills and other sensitive ridgelines.						
Review open space subdivision regulations to insure open space lands achieve the open space objectives of the POCD.						
Develop a mechanism for enforcing easements in open space subdivisions and prior lands.						
Allow <i>off-site</i> land preservation in open space subdivisions, i.e. transfer of development rights.						
Adopt a right-to-farm ordinance to help maintain agriculture as a valued lifestyle in Woodbury.						
Provide design alternatives for single-family detached dwellings. Offer higher density options, especially for small lot, single-family homes, to reduce land requirements per dwelling unit.						
Consider “village” zoning to encourage small-scale mixed-use development. Allow a diverse mix of housing units at appropriate densities and compatible commercial uses such as shops, offices, and restaurants that satisfy a local need. Allow second floor apartments over first floor commercial uses.						
Offer incentives to encourage the use of open space subdivisions.						
Institute a transfer of development rights program to preserve valuable tracts of open space while concentrating development in areas with the capacity to accommodate additional growth.						
Consider establishing a housing task force to look into alternative housing options in order to recommend measures to promote a broader mix of housing opportunities in Woodbury.						
Review zoning and subdivision regulations to identify inconsistencies with current housing trends and insure they contain up-to-date standards based on new research into best development practices.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Zoning Commission						
Continue to implement the land use policies for Main St. as expressed in the 1993 "Plan of Development for Main Street."						
In the MSD, seek to retain the low intensity pattern of development, i.e. small-scale shops and services with an equal mix of residential homes and apartments.						
Develop design guidelines for the MSD district that demonstrate how new development can occur that is compatible with existing character. Preserve the status quo to the extent possible while adapting to the commercial needs of Woodbury.						
Keep the residential requirement of 50% of floor area.						
Develop performance standards for development and re-development for the MSD district that allow for higher intensity development if environmental impacts are low and design is compatible with historic character.						
In MQ, review commercial development standards to insure that new development achieves high standards for environmental quality.						
In MQ, consider techniques such as maximum setbacks, parking to the side or rear of buildings, and use of Woodbury themes to improve appearance of developments. Consider performance standards to allow greater intensity of development while protecting the environment and reducing community impacts. For example, consider increasing the amount of building coverage from 10% to 20% of a lot if adequate safeguards are in place to protect ground and surface water resources.						
In MQ, reduce parking requirements to minimize impervious surfaces. Specify a reserve area if a development needs more parking than originally contemplated.						
In MQ, allow shared parking to lower the amount of parking each business must provide.						
In MQ, revise traffic access and internal circulation, and improve pedestrian connections.						
Where a pattern exists in neighborhoods of homes located close to the street and to one another, allow averaging of front and side setbacks with neighboring properties to maintain the prevailing relationships of buildings and streets.						
Consider a special exception process to allow compatible infill development and expansions of nonconforming historic structures and single family homes where the development or expansion is compatible with neighborhood character.						
Implement Level A aquifer protection regulations.						
Review any zoning impediments to renewable energy technologies, and consider incentives to encourage greater use.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Zoning Commission						
Consider adoption of Village districts pursuant to CGS 8-2j to encourage small-scale, mixed-use development. Allow a diverse mix of housing units at appropriate densities and compatible commercial uses such as shops, offices, and restaurants that satisfy a local need.						
Develop design standards to preserve the landscape appearance of major Gateways into town. Consider an overlay district along designated rural routes that requires deeper setbacks and site plan approval in order to minimize impacts on scenic views.						
Consider re-zoning options for the long-term use of O&G quarries when excavation ends, such as a mixed-use Village District, a Research Park, or a Planned Industrial district.						
Encourage low impact development (LID) to protect or restore the natural hydrology of a site.						
Conduct a Corridor Study of Main Street that examines the potential for future traffic growth and recommends actions to improve traffic flow, enhance pedestrian safety, and retain rural appearance.						
Establish a Route 6 Study Committee to analyze existing conditions and recommend improvements.						
Implement removal of overhead utility lines in the commercial areas and historic districts of Main Street by 2020. Work with the utilities to assess the engineering feasibility and pursue funding sources for construction.						
When acting on new development proposals, seek to connect parking lots of adjacent properties, and work with ConnDOT to consolidate curb cuts where feasible to reduce conflict points on Main Street.						
Implement access management controls in land use regulations to include specific standards for access design in commercial development.						
Incorporate LEED concepts into all municipal buildings. Consider alternative energy sources to supply some of the building energy needs.						
Construct a new DPW garage to replace the current dilapidated facility.						
Develop an indoor recreational center or incorporate needed recreational facilities into the new Community Center.						
Identify a site and develop a bicycle/skate park for youth.						
Establish an outdoor skating rink with adequate space for parking.						
Review and amend the sign regulations to promote signage characteristics consistent with an historic community and to provide reasonable standards to assist businesses with advertising their services.						
In PI Districts, review zoning height limits and allowed uses to attract high-end professional or technical uses.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Zoning Commission						
Determine the feasibility of creating a Research and Development Park and establish design standards to promote a unified park concept in an environmentally sustainable manner.						
Engage abutters of the O&G quarries in future site planning discussions, including a mixed-use development district with a variety of residential and commercial uses allowed.						
Consider provisions for cottage industries to allow limited manufacturing in conjunction with a residential use.						
Continue to protect key parcels that fall within Open Space Preservation Zones.						
Create provisions for ridgeline preservation for the Orenaug Hills and other sensitive ridgelines.						
Allow <i>off-site</i> land preservation in open space subdivisions, i.e. transfer of development rights.						
Implement the "Ridge and River Corridor Conservation Plan" through protection of key parcels.						
Continue to monitor development in the flood plain. Allow compatible uses, such as agriculture and recreation.						
Provide design alternatives for single-family detached dwellings. Offer higher density options, especially for small lot, single-family homes, to reduce land requirements per dwelling unit.						
Institute a transfer of development rights program to preserve valuable tracts of open space while concentrating development in areas with the capacity to accommodate additional growth.						
Research Town-owned land (excluding parks and conservation properties), or land taken for nonpayment of taxes, for its suitability for affordable (subsidized) housing that qualifies under CGS §8-30g.						
Consider options to create more affordable housing, e.g. offering a bonus for affordable units or requiring a percentage of units to carry deed restrictions for long-term affordability.						
Evaluate the pros and cons of Connecticut's Housing Incentive Zones Program.						
Review zoning and subdivision regulations to identify inconsistencies with current housing trends and insure they contain up-to-date standards based on new research into best development practices.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Conservation Commission/Open Space Subcommittee						
Permanently protect 20% to 25% of Woodbury's land area as open space.						
Purchase the United Water Co. watershed property when it becomes available.						
Implement an annual appropriation of .5 mills for open space.						
Use the Open Space Acquisition Fund to make purchases of strategic parcels.						
Continue to protect key parcels that fall within Open Space Preservation Zones.						
Review open space subdivision regulations to insure open space lands achieve the open space objectives of the POCD.						
Work closely with Flanders and other conservation organizations to identify targets for acquisition or protection.						
Develop a mechanism for enforcing easements in open space subdivisions and prior lands by: 1) offering the option of Flanders ownership or control; 2) considering using Flanders to monitor compliance; 3) requiring periodic inspections to verify compliance; or 4) requiring a deposit of funds for long-term stewardship.						
Compile a catalogue of all open space easements and map their locations.						
Allow <i>off-site</i> land preservation in open space subdivisions, i.e. transfer of development rights.						
Engage landowners of large tracts proactively to inform them of the benefits of land preservation.						
Implement the "Ridge and River Corridor Conservation Plan" through protection of key parcels.						
Develop a Greenway Plan for the Pomperaug, Weekepeemee, and Nonnewaug Rivers.						
Adopt a right-to-farm ordinance to help maintain agriculture as a valued lifestyle in Woodbury.						
Flanders Nature Center and Land Trust						
Permanently protect 25% of Woodbury's land area as open space.						
Work closely with Flanders and other conservation organizations to identify targets for acquisition or protection.						
Develop a mechanism for enforcing easements in open space subdivisions and prior lands.						
Engage landowners of large tracts proactively to inform them of the benefits of land preservation.						
Implement the "Ridge and River Corridor Conservation Plan" through protection of key parcels.						
Pomperaug River Watershed Coalition						
Develop a Greenway Plan for the Pomperaug, Weekepeemee, and Nonnewaug Rivers.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Board of Selectmen						
Implement removal of overhead utility lines in the commercial areas and historic districts of Main Street by 2020. Work with the utilities to assess the engineering feasibility and pursue funding sources for construction.						
Conduct a Corridor Study of Main Street that examines the potential for future traffic growth and recommends actions to improve traffic flow, enhance pedestrian safety, and retain rural appearance.						
Establish a Route 6 Study Committee to analyze existing conditions and recommend improvements.						
Enlist ConnDOT to perform an in-depth analysis of the Route 6 / Route 64 intersection to determine corrective actions and prevent severe accidents.						
Make selective improvements at bottleneck intersections, but avoid major road reconstruction that would alter the character of Main Street.						
Evaluate the status of unimproved public ways. Recommend discontinuation for roads that no longer serve the "common convenience and necessity," or make minor repairs to roads that should remain open to public use.						
Examine high crash locations to identify causes and remedies that can occur within the right-of-way. For state roads, coordinate design solutions with ConnDOT and seek state funds for the improvements. For Town roads, work with property owners to remove obstructions or alter alignments to improve sight distances.						
Conduct inspections of all <20'-bridges with particular attention to those that are structurally deficient or functionally obsolete. Apply for state funds to repair those that pose serious safety risks.						
Review signal timing to improve intersection efficiency and minimize automobile idling.						
Offer incentives to encourage greater use of open space subdivisions.						
Finalize the comprehensive municipal facility plan and set priorities for action. Seek professional assistance to identify locations where new facilities are most appropriate. Maintain a flexible approach and apply to potential funding sources when opportunities arise.						
Improve internet capability for Town departments and enable residents to transact routine business via the web. Post detailed information to keep residents informed of important municipal issues.						
Build one new major capital facility every three years as fiscal resources allow.						
Develop long-term maintenance program for existing facilities to extend their useful life. Fund one or two capital equipment/building renovation projects each year to keep abreast with needs.						
Collect and monitor energy data in municipal buildings on a regular basis to identify possible cost saving measures.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Board of Selectmen						
Incorporate LEED concepts into all municipal buildings. Consider alternative energy sources to supply some of the building energy needs.						
Consider incentives to encourage greater use of alternative energy sources, perhaps by offering a local tax exemption for such improvements.						
Construct a new DPW garage to replace the current dilapidated facility.						
Establish a community center with provisions for programs and services for all age groups.						
Solve the Library space shortage through an expansion or relocation. Evaluate building a new Library on the municipal campus and renovating the existing Library into a municipal office building.						
Utilize the basement in the Senior Center for municipal purposes.						
Work with Region 14 to finance the best school system the Town can afford. Consider renovating Mitchell School before building a new elementary school. Fund the High School renovation project.						
Determine the feasibility of purchasing the Annex before the lease expires. If the purchase is not feasible, develop a permanent solution to the office space shortage.						
Evaluate municipal buildings for compliance with disability access laws, and schedule upgrades to remove barriers. Construct an elevator for the Shove Building, if feasible. Appoint a Town official to oversee implementation of the accessibility plan.						
Establish an emergency shelter and purchase a generator for a back-up power source. Furnish the shelter with equipment and supplies and become fully prepared for emergencies. Implement key provisions of the Hazard Mitigation Plan.						
Conduct an evaluation of police function to determine if the Town will keep the resident trooper system or start its own Police Dept.						
Evaluate the condition of the police building and decide whether to renovate, demolish and rebuild, or relocate to new quarters. If a new Police Building is the preferred option, conduct a siting analysis using industry standards to determine the best location.						
Build a branch fire station on the westerly side of the Pomperaug River to provide reliable fire service to the entire Town.						
Construct a climate controlled records storage area.						
Establish the Economic Development Committee as a permanent body to promote the overall economic prosperity of Woodbury.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Board of Selectmen						
Appoint an ombudsman to guide entrepreneurs through the approval process and advocate on their behalf.						
Determine the cost of extending water mains and evaluate on-site sewage treatment options.						
Identify incentives to entice clean industry e.g. tax reduction strategies, low interest loans, help with work force and technology grants, and other programs to innovative companies.						
Seek infrastructure grants for roads and utilities to lower the development costs of serving PI zones.						
Permanently protect 20% to 25% of Woodbury's land area as open space.						
Purchase the United Water Co. watershed property when it becomes available.						
Implement an annual appropriation of .5 mills for open space.						
Use the Open Space Acquisition Fund to make purchases of strategic parcels.						
Continue the planting, replacement, and maintenance of trees on public streets, parks, and building sites.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Economic Development Committee						
Prepare a Development Guidebook that explains the steps needed to obtain local permits.						
Work with NW Regional Tourism Board and regularly update Town attractions and services.						
Promote cultural/historic assets to entice new visitors to Woodbury.						
Develop a wayfinding signage program to provide directional signage to prominent Woodbury sites and educate residents and visitors of the town's natural, cultural, historic, and municipal resources.						
Prepare visitor guides and build kiosks to provide useful information to shoppers and tourists. Place brochures in state tourism centers and highway rest areas.						
Work with the business community to promote community events and improve the business climate.						
Review and amend the sign regulations to promote signage characteristics consistent with an historic community and to provide reasonable standards to assist businesses with advertising their services.						
In PI districts, identify potential areas for water supply, septic disposal, and soils suitable for development.						
In PI Districts, consider developing office park concept plans to meet a range of company needs for land and utilities.						
Develop an inventory of available lots with pertinent information and market locations on the web.						
Participate in the regional Comprehensive Economic Development Strategy (CEDS) process of the COGCNV to make Woodbury eligible for EDA grants for development of industrial parks.						
Cooperate with neighboring communities on regional economic activities that can increase tourism, e.g. the Pomperaug River Greenway Plan and the Route 6 Antiques Trail.						
Target research and development and precision manufacturing companies that have, or could have, a strong presence in the regional economy.						
Cultivate a network of relationships to identify needs and essential capacities to foster growth of companies in the growing energy services sector.						
Identify suitable locations for small or start-up companies that fit with the state's economic development strategy, i.e. nanotechnology, bioscience, and software/IT clusters.						
Contact the O&G property owner regarding future reuse and site restoration plans.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Economic Development Committee						
Create a public-private partnership to help leverage resources. Host an Economic Development Roundtable to identify means for greater collaboration and promoting innovative technology.						
Identify incentives to entice clean industry e.g. tax reduction strategies, low interest loans, help with work force and technology grants, and other programs to innovative companies.						
Survey business owners to identify steps the Town can take to sustain the local economy. Conduct "exit interviews" with businesses that leave to determine why they left.						
Explore the need for an incubator facility where local entrepreneurs may rent inexpensive flex space that can accommodate a variety of manufacturing or research operations, and where tenants may share facilities to minimize start-up costs.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Highway Department						
Conduct a Corridor Study of Main Street that examines the potential for future traffic growth and recommends actions to improve traffic flow, enhance pedestrian safety, and retain rural appearance.						
Enlist ConnDOT to perform an in-depth analysis of the Route 6 / Route 64 intersection to determine corrective actions and prevent severe accidents.						
Make selective improvements at bottleneck intersections, but avoid major road reconstruction that would alter the character of Main Street.						
Examine high crash locations to identify causes and remedies that can occur within the right-of-way. For state roads, coordinate design solutions with ConnDOT and seek state funds for the improvements. For Town roads, work with property owners to remove obstructions or alter alignments to improve sight distances.						
Conduct inspections of all <20'-bridges with particular attention to those that are structurally deficient or functionally obsolete. Apply for state funds to repair those that pose serious safety risks.						
Review signal timing to improve intersection efficiency and minimize automobile idling.						
Continue construction of the sidewalk network along Main Street, Route 317, and adjacent streets, and develop new sidewalks near schools to encourage greater walking to school by Woodbury's youth.						
Construct a new DPW garage to replace the current dilapidated facility.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Town Planner						
Develop design guidelines for the MSD district that demonstrate how new development can occur that is compatible with existing character. Preserve the status quo to the extent possible while adapting to the commercial needs of Woodbury.						
Develop performance standards for development and re-development for the MSD district that allow for higher intensity development if environmental impacts are low and design is compatible with historic character.						
In MQ, review commercial development standards to insure that new development achieves high standards for environmental quality.						
In MQ, consider techniques such as maximum setbacks, parking to the side or rear of buildings, and use of Woodbury themes to improve appearance of developments. Consider performance standards to allow greater intensity of development while protecting the environment and reducing community impacts. For example, consider increasing the amount of building coverage from 10% to 20% of a lot if adequate safeguards are in place to protect ground and surface water resources.						
In MQ, reduce parking requirements to minimize impervious surfaces. Specify a reserve area if a development needs more parking than originally contemplated.						
In MQ, allow shared parking to lower the amount of parking each business must provide.						
In MQ, revise traffic access and internal circulation, and improve pedestrian connections.						
Offer incentives to encourage greater use of open space subdivisions.						
Consider a special exception process to allow compatible infill development and expansions of nonconforming historic structures and single family homes where the development or expansion is compatible with neighborhood character.						
Determine the extent of need for subsidized elderly housing. Encourage mixed-age housing to integrate seniors with families and empty-nesters to provide the opportunity for a diverse and multigenerational group of residents.						
Research zoning regulations that will maintain the character and scale of established neighborhoods from inappropriate redevelopment of older homes.						
Consider adoption of Village districts pursuant to CGS 8-2j to encourage small-scale, mixed-use development. Allow a diverse mix of housing units at appropriate densities and compatible commercial uses such as shops, offices, and restaurants that satisfy a local need.						
Develop design standards to preserve the landscape appearance of major Gateways into town. Consider an overlay district along designated rural routes that requires deeper setbacks and site plan approval in order to minimize impacts on scenic views.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Town Planner						
Consider re-zoning options for the long-term use of O&G quarries when excavation ends, such as a mixed-use Village district, a Research Park, or a Planned Industrial district.						
Encourage low impact development (LID) to protect or restore the natural hydrology of a site.						
Conduct a Corridor Study of Main Street that examines the potential for future traffic growth and recommends actions to improve traffic flow, enhance pedestrian safety, and retain rural appearance.						
Establish a Route 6 Study Committee to analyze existing conditions and recommend improvements.						
Implement removal of overhead utility lines in the commercial areas and historic districts of Main Street by 2020. Work with the utilities to assess the engineering feasibility and pursue funding sources for construction.						
When acting on new development proposals, seek to connect parking lots of adjacent properties, and work with ConnDOT to consolidate curb cuts where feasible to reduce conflict points on Main Street.						
Implement access management controls in land use regulations to include specific standards for access design in commercial development.						
Create a pedestrian-friendly environment by improving crosswalks at major intersections, providing amenities such as benches and kiosks at key locations, planting gardens and ornamental trees, and providing tourist conveniences.						
Finalize the comprehensive municipal facility plan and set priorities for action. Seek professional assistance to identify locations where new facilities are most appropriate. Maintain a flexible approach and apply to potential funding sources when opportunities arise.						
Create a Parks Master Plan to determine facility needs, prepare expansion plans, estimate costs, and establish a timeline for action.						
Develop a recreation path along the old Trolley bed and connect to the trail in Middlebury.						
Identify a site and develop a bicycle/skate park for youth.						
Prepare checklists for opening a business and for submitting plans to obtain permits.						
Market key assets such as open space, antique shops, the Pomperaug River, historic walks, etc.						
Prepare visitor guides and build kiosks to provide useful information to shoppers and tourists. Place brochures in state tourism centers and highway rest areas.						
Preserve and encourage small-scale, locally owned businesses in Woodbury.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Town Planner						
In PI Districts, consider developing office park concept plans to meet a range of company needs for land and utilities.						
Develop an inventory of available lots with pertinent information and market locations on the web.						
In PI Districts, review zoning height limits and allowed uses to attract high-end professional or technical uses.						
Determine the feasibility of creating a Research and Development Park and establish design standards to promote a unified park concept in an environmentally sustainable manner.						
Participate in the regional Comprehensive Economic Development Strategy (CEDS) process of the COGCNV to make Woodbury eligible for EDA grants for development of industrial parks.						
Identify suitable locations for small or start-up companies that fit with the state's economic development strategy, i.e. nanotechnology, bioscience, and software/IT clusters.						
Contact the O&G property owner regarding future reuse and site restoration plans.						
Engage abutters of the O&G quarries in future site planning discussions, including a mixed-use development district with a variety of residential and commercial uses allowed.						
Determine the cost of extending water mains to the O&G quarries and evaluate on-site sewage treatment options.						
Identify incentives to entice clean industry e.g. tax reduction strategies, low interest loans, help with work force and technology grants, and other programs to innovative companies.						
Seek infrastructure grants for roads and utilities to lower the development costs of serving PI zones.						
Permanently protect 20% to 25% of Woodbury's land area as open space.						
Continue to protect key parcels that fall within Open Space Preservation Zones.						
Create provisions for ridgeline preservation for the Orenaug Hills and other sensitive ridgelines.						
Review open space subdivision regulations to insure open space lands achieve the open space objectives of the POCD.						
Develop a mechanism for enforcing easements in open space subdivisions and prior lands.						
Compile a catalogue of all open space easements and map their locations.						
Develop a Greenway Plan for the Pomperaug, Weekepeemee, and Nonnewaug Rivers.						
Continue to monitor development in the flood plain. Allow compatible uses, such as agriculture and recreation.						

Town Planner	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Provide design alternatives for single-family detached dwellings. Offer higher density options, especially for small lot, single-family homes, to reduce land requirements per dwelling unit.						
Consider “village” zoning to encourage small-scale mixed-use development. Allow a diverse mix of housing units at appropriate densities and compatible commercial uses such as shops, offices, and restaurants that satisfy a local need. Allow second floor apartments over first floor commercial uses.						
Offer incentives to encourage greater use of open space subdivisions.						
Institute a transfer of development rights program to preserve valuable tracts of open space while concentrating development in areas with the capacity to accommodate additional growth.						
Consider establishing a housing task force to look into alternative housing options in order to recommend measures to promote a broader mix of housing opportunities in Woodbury.						
Research Town-owned land (excluding parks and conservation properties), or land taken for nonpayment of taxes, for its suitability for affordable (subsidized) housing that qualifies under CGS §8-30g.						
Determine the extent of need for subsidized elderly housing. Encourage mixed-age housing developments to increase the diversity of housing options for the elderly.						
Consider options to create more affordable housing, e.g. offering a bonus for affordable units or requiring a percentage of units to carry deed restrictions for long-term affordability.						

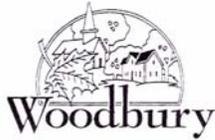
	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Parks and Recreation Commission						
Revitalize the beach at Hollow Park to increase use of this outdoor swimming facility.						
Create a Parks Master Plan to determine facility needs, prepare expansion plans, estimate costs, and establish a timeline for action.						
Develop an indoor recreational center or incorporate needed recreational facilities into the new Community Center.						
Develop a recreation path along the old Trolley bed and connect to the trail in Middlebury.						
Acquire land outside of flood plains for development of needed recreation facilities.						
Expand hiking trails in municipal/non-profit lands.						
Make the most efficient use of existing recreation areas before considering land acquisitions.						
Develop brochures of walking tours of historic neighborhoods/properties and open space links. Install wayfinding signage to direct visitors to prominent sites.						
Increase use of recreation facilities at Region 14 schools. Avoid duplication of facilities if the schools can meet Town recreation needs.						
Develop new ballfields.						
Identify a site and develop a bicycle/skate park for youth.						
Find an alternative location for community tennis courts.						
Establish an outdoor skating rink with adequate space for parking.						
Increase water-based recreation to meet local and regional needs.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Historic District Commission						
Continue to implement the land use policies for Main Street as expressed in the 1993 "Plan of Development for Main Street."						
Develop design guidelines for the MSD district that demonstrate how new development can occur that is compatible with existing character. Preserve the status quo to the extent possible while adapting to the commercial needs of Woodbury.						
Police						
Conduct a Corridor Study of Main Street that examines the potential for future traffic growth and recommends actions to improve traffic flow, enhance pedestrian safety, and retain rural appearance.						
Enlist ConnDOT to perform an in-depth analysis of the Route 6 / Route 64 intersection to determine corrective actions and prevent severe accidents.						
Review signal timing to improve intersection efficiency and minimize automobile idling.						
Sidewalk and Shade Tree Committee / Route 6 Improvement Committee						
Continue planting, replacement, and maintenance of trees on public streets, parks, and building sites.						
Conduct a Corridor Study of Main Street that examines the potential for future traffic growth and recommends actions to improve traffic flow, enhance pedestrian safety, and retain rural appearance.						
Create a pedestrian-friendly environment by improving crosswalks at major intersections, providing amenities such as benches and kiosks at key locations, planting gardens and ornamental trees, and providing tourist conveniences.						
Continue construction of the sidewalk network along Main Street, Route 317, and adjacent streets, and develop new sidewalks near schools to encourage greater walking to school by Woodbury's youth.						
Implement removal of overhead utility lines in the commercial areas and historic districts of Main Street by 2020. Work with the utilities to assess the engineering feasibility and pursue funding sources for construction.						
Woodbury Business Association						
Work with NW Regional Tourism Board and regularly update Town attractions and services.						
Work with the business community to promote community events and improve the business climate.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Cultivate a network of relationships to identify needs and essential capacities to foster growth of companies in the growing energy services sector.						
Capital Needs Committee						
Finalize the comprehensive municipal facility plan and set priorities for action. Seek professional assistance to identify locations where new facilities are most appropriate. Maintain a flexible approach and apply to potential funding sources when opportunities arise.						
Build one new major capital facility every three years as fiscal resources allow.						
Develop long-term maintenance program for existing facilities to extend their useful life. Fund one or two capital equipment/building renovation projects each year to keep abreast with needs.						
Construct a new DPW garage to replace the current dilapidated facility.						
Establish a community center with provisions for programs and services for all age groups.						
Solve the Library space shortage through an expansion or relocation. Evaluate building a new Library on the municipal campus and renovating the existing Library into a municipal office building.						
Utilize the basement in the Senior Center for municipal purposes.						
Determine the feasibility of purchasing the Annex before the lease expires. If the purchase is not feasible, develop a permanent solution to the office space shortage.						
Evaluate municipal buildings for compliance with disability access laws, and schedule upgrades to remove barriers. Construct an elevator for the Shove Building, if feasible. Appoint a Town official to oversee implementation of the accessibility plan.						
Establish an emergency shelter and purchase a generator for a back-up power source. Furnish the shelter with equipment and supplies and become fully prepared for emergencies. Implement key provisions of the Hazard Mitigation Plan.						
Evaluate the condition of the police building and decide whether to renovate, demolish and rebuild, or relocate to new quarters. If a new Police Building is the preferred option, conduct a siting analysis using industry standards to determine the best location.						
Build a branch fire station on the westerly side of the Pomperaug River to provide reliable fire protection to the entire Town.						
Construct a climate controlled records storage area.						

	Land Use	Open Space	Economic Development	Housing	Public Facilities	Transportation
Renewable Energy Subcommittee						
Seek state funds to implement energy conservation measures and evaluate the potential for renewable energy sources to meet the Town's energy needs.						
Collect and monitor energy data in municipal buildings on a regular basis to identify possible cost saving measures.						
Incorporate LEED concepts into all municipal buildings. Consider alternative energy sources to supply some of the building energy needs.						
Consider incentives to encourage greater use of alternative energy sources, perhaps by offering a local tax exemption for such improvements.						
Library Board of Trustees						
Solve the Library space shortage through an expansion or relocation. Evaluate building a new Library on the municipal campus and renovating the existing Library into a municipal office building.						
Region 14						
Work with Region 14 to finance the best school system the Town can afford. Consider renovating Mitchell School before building a new elementary school. Fund for the High School renovation project.						
Fire Marshall						
Build a branch fire station on the westerly side of the Pomperaug River to provide reliable fire protection to the entire Town.						
Housing Task Force						
Research Town-owned land (excluding parks and conservation properties), or land taken for nonpayment of taxes, for its suitability for affordable (subsidized) housing that qualifies under CGS §8-30g.						
Determine the extent of need for subsidized elderly housing. Encourage mixed-age housing developments to increase the diversity of housing options for the elderly.						
Consider options to create more affordable housing, e.g. offering a bonus for affordable units or requiring a percentage of units to carry deed restrictions for long-term affordability.						

APPENDIX 2
SURVEY ANALYSIS



Town of Woodbury
Plan of Conservation and Development
Results of Community Survey

Methodology

As part of the 2009 Plan of Conservation and Development, the Planning Commission initiated a community survey to query Town residents of their attitudes and perceptions concerning Woodbury's development trends and concerns for the future. The Town Planner, Christopher Wood, AICP, and Land Use Director, Judi Lynch, CZEO prepared the survey instrument by first identifying critical issues affecting life in Woodbury. The questions solicit residents' opinions on these topics since they represent planning challenges that will affect the community in the years ahead. These survey results will prove valuable to the Commission as it prepares policies and strategies to guide growth while meeting the aspirations of citizens for the long-term prosperity of the Town.

The Commission decided upon an on-line survey instrument and placed the form on the Town's website. Town staff widely advertised the availability of the survey through local media outlets, announcements at meetings, and a prominent display on the website itself. Paper copies of the survey were available in the Town offices and other locations for residents without internet access. The Town enlisted the assistance of its Information Technology consultant, Chris O'Donnell from O'Donnell and Company to prepare the survey for on-line use. Town staff transferred the data from the surveys into an Excel spreadsheet for analysis. The Commission is grateful to Judy Ryan, Assistant Town Clerk, for her careful entry of the results. In addition, after determining that the number of surveys was too low to rely upon for making important policy decisions, the Commission decided to offer townspeople a second chance. The web master placed the survey back on the web site and Town staff re-advertised its availability. Planning Commissioners Eileen Denver and Sarah Martin recorded the additional data into the spreadsheet.

The volunteers also copied the comments respondents offered for questions 15 and 39. This report summarizes these comments in a general way. The reader may wish to read the full detail of these comments in the original file placed on the Town's web site, although it contains 32 pages! The numbers adjacent to each comment are simply for reference purposes and do not refer to a specific survey number. For Question 15, 114 respondents offered comments, and 255 respondents (58%) submitted comments to Question 39. The large number of respondent who took the additional time to offer their individual thoughts about Woodbury speaks highly of the concern residents have for the future of their community.

Returns

Woodbury received 436 completed surveys. Assuming one survey per household and an estimated 3,800 households in the Town, the response rate is 11.5%. While the methodology did not yield a true random sample of residents in Woodbury, the large number of responses provides a good snapshot of opinions likely to be held by the population as a whole.

Section 1: Demographics

2. How many people are in your household?

The greatest number of respondents live in two-person households (44.0%) followed by four-person households (20.0%) three-person households (12.8%) and single person households (9.9%). This is consistent with the population as a whole. In the 2000 Census, the largest number of households consisted of two people (35.4%) followed by one person (25.3%), three people (16.6%), and four people (14.9%).

3. Do you own or rent your home?

74.5% of respondents own their home, and 25.2% rent. This is almost identical to the 2000 Census results, where 75.0% own a home and 25.0% rent.

4. How many years have you lived in Woodbury?

The majority of people who completed the survey have lived in Woodbury for quite some time. Almost half (49.1%) have lived in Town for more than 15 years, and another 29.2% have lived in Town between six and ten years. This is consistent with the Census, where 58.8% of householders had lived in Woodbury for more than five years, and 42.7% had lived in Town for more than 10 years. While a higher percentage of long-tenured residents completed the survey than its percentage of the population, their willingness to express their views indicates that long-time residents care strongly about the Town.

5. How long do you plan to reside in Woodbury?

The vast majority (90.4%) of respondents indicate they intend to live in Woodbury for at least five years. Since most respondents will continue to live in Woodbury for many years, it appears they wished to express their views in order to have a say in how the Town should change (or not) over the 10-year planning period.

Conclusions

Based on the characteristics of the people who completed the survey, the sample is generally representative of the population as a whole. In addition, a majority of respondents has both resided in Woodbury for a long period and expects to continue to do so. These folks are more likely to be concerned about the condition of the Town and its prospects for change. The Planning Commission can therefore rely upon the results as instructive of the way those most concerned about the Town truly feel.

Section 2: Community Identity

6. Woodbury has special characteristics that provide a unique identity to the community.

Overwhelmingly, the vast majority of respondents (95.6%) agree or strongly agree that Woodbury has special characteristics.

7. Sustaining Woodbury's historic Main Street is essential to preserving the Town's character.

By far (95.6%), respondents believe that preserving the historic character of Main Street is a key component of the Town's identity.

8. The most significant community characteristic defining Woodbury is (select one):

Over half of the respondents (52.8%) selected historic ambience as the Towns' most defining characteristic. Open space and scenic vistas came in second place with a significant percentage of responses (28.2%).

Conclusions

Residents take great pride in the character of their community. Most important to the Town's identity is its historic Main Street. In their individual comments, many respondents noted with pride their perception of the importance of preserving Main Street's historic qualities. Residents also enjoy the Town's open space and scenic vistas, perhaps indicating a willingness to take steps to preserve open space to maintain the feel of a small New England town.

Section 3: Business and Economic Development

9. *Additional home based business opportunities should be allowed in residential districts.*

There is strong support for home-based businesses. Over two-thirds (69.8%) agree or strongly agree with this statement.

10. *More commercial development and redevelopment options should be made available for properties on the historic Main Street.*

There is a difference of opinion on this matter. 60.7% of respondents are not in favor of increasing commercial development options along historic Main Street, while 37.8% hold the opposite opinion. The Planning Commission should consider this question carefully before allowing additional commercial development in this district. The results reinforce residents' perceptions of the importance of Main St. to the Town's identity as expressed in question 7. If new development options are considered for Main Street, regulations should seek to insure design is consistent with its existing character.

11. *The Town of Woodbury should promote more commercial development.*

There is not a great deal of support for promoting commercial development. 44.0% agree or agree strongly with this statement, while 54.6% disagree with the statement. While slightly more are in favor of commercial development in general than promoting it along Main Street as noted in the previous question, there is a difference of opinion about whether to encourage this use at all in Woodbury. This may indicate that the public is generally satisfied with the amount of commercial development in town. However, in their individual comments, many respondents offered suggestions for diversifying the commercial mix in Woodbury. See Attachment 1.

12. *New areas for commercial development should be established in Woodbury.*

A similar response occurred for this question. 42.0% are in favor of finding new areas to encourage commercial development, but 56.6% are opposed.

13. *Woodbury should evaluate ways to provide opportunities for small manufacturing, professional, and trades and services enterprises.*

A clear majority (64.5%) are in favor of providing opportunities to expand small manufacturing and professional services in Woodbury. This indicates a preference for this type of activity as opposed to increasing the base of retail trade, restaurants, and non-professional services.

14. *Woodbury needs:*

- A. More small scale retail opportunities
- B. Large scale discount retail shopping
- C. More commercial recreational facilities
- D. More professional services (medical, legal, accounting, etc.)

Clearly, Woodbury folks are opposed to large discount shopping outlets as only 11.7% of respondents indicated a preference for this use. A clear majority (63.2%) are in favor of small-scale retail uses. One may draw a distinction from the preceding questions by assuming residents support

the existing status quo of small antique shops, restaurants, and individual stores rather than out-of-town chain stores and franchises. This question again shows limited support for more professional services (49.3% in favor, 48.4% opposed), but less support for commercial recreation services (40.6% in favor, 58.8% opposed).

15. *List specific commercial stores or business services that Woodbury needs.*

This is an open-ended question where survey takers could insert their own ideas for the type of commercial activity they think Woodbury needs. A summary of the results appears in Attachment 1 of this document. While no statistical inferences are possible, the comments do provide some interesting ideas for the kind of commercial growth residents desire.

Conclusions

An important part of Woodbury's identity is its historic Main Street, with its many antique shops, restaurants, small, locally owned stores, and lack of fast food establishments, franchise pharmacies, and big box retail outlets. Residents appreciate the unique flavor of this area and do not wish to open up the Town to uncontrolled commercial development. Respondents might like to see changes in the mix of businesses in the Town to satisfy their own tastes, but not at the expense of drastically altering the small-town, individually owned business nature of mercantile activity in Woodbury. There is support for more professional services to meet the needs of a growing community. Many respondents also favor modestly expanding the tax base through controlled development of an office park or limited industrial district to attract "clean" uses such as Research and Development and computer software companies.

Section 4: Housing and Residential Development

16. *Residential developments that allow smaller lots in exchange for more open space are appropriate for Woodbury.*

This question asks for opinions regarding the Planning Commission's increasing use of its "Open Space Subdivision" option for allowing smaller lots in exchange for preserving more open space. A very slim majority (50.6%) support the approach.

Ed. Note: A computer error prevented tabulation of many responses to questions 17-20. One should use caution in interpreting the results of these questions due to the small sample size.

17. *Affordable housing opportunities are readily available in Woodbury.*

The results do not provide a clear sense that residents perceive a need for affordable housing. Less than one-half of respondents (48.6%) agree or strongly agree with this statement; yet slightly more (51.3%) disagree or strongly disagree with the statement. The fact that over half the respondents feel that affordable housing opportunities are not readily available may indicate that there is an overall lack of such opportunities in town. More research is necessary to determine the level of need for affordable housing; efforts to provide such housing may take place to address an identified need for certain population groups.

18. *Woodbury should do more to promote housing availability and affordability.*

A slim majority (53.7%) are in favor of promoting additional housing in Woodbury.

19. *Woodbury has adequate rental residences available.*

A large majority (72.5%) believe Woodbury has an adequate supply of rental housing. This is consistent with the actual condition in Woodbury, where 25% of the housing stock is rental based on the 2000 U.S. Census.

20. *Woodbury should allow alternative residential development patterns, such as higher density cluster development or planned residential development, if this would promote housing diversity and reduce environmental and land use impacts.*

A majority (54.4%) agrees or strongly agrees with this statement. It supports the Planning Commission's use of the Open Space Subdivision option for residential development. It may also lend support for exploring smaller lot or higher density options to create a more diverse house stock or reduce the amount of land converted to housing.

Conclusions

Woodbury appears to have a good mix of rental and ownership housing. While there may be a need for rental units for special populations, such as the elderly, most respondents were not in favor of adding more market-rate rental units. Respondents do not strongly perceive a need to promote additional affordable housing, but this may reflect the make-up of the respondents who, for the most part, are homeowners and have lived in Woodbury for quite some time. While the Town has a large supply of rental units, this does not necessarily indicate that it is affordable to low and moderate income households. The responses indicate agreement with the need for alternatives to the conventional single-family subdivision to increase housing diversity and to preserve open space. The Planning Commission may wish to consider other arrangements that increase housing density on developable tracts in return for preserving open space.

Section 5: Conservation and Open Space

21. *Woodbury should protect more open space.*

There is strong sentiment for this policy; 85.7% agree or strongly agree.

22. *I would be willing to pay more in property taxes annually to pay for more open space acquisition.*

A slim majority (55.3%) would be willing to pay more in property taxes to acquire open space.

23. *The first priority for open space acquisition should be (select one):*

24. *The next highest priority for open space acquisition should be (select one):*

These two related questions seek to identify the principal purposes for which residents would support acquiring open space. The five choices all have significant support, indicating that residents perceive multiple benefits of open space preservation. In the first instance, *habitat* achieved the highest response (24.8%). Interestingly, *habitat* achieved the second highest rate in question 24, with about 47% of respondents favoring *habitat* protection as their first or second priority (assuming that survey takers did not repeat their preference in the second instance). Preserving *scenic vistas* and *farmland* were selected the second and third most frequently. *Farmland* was the second preference of respondents (22.0%) in question 23, while preserving *scenic vistas* was the first preference (24.8%) of respondents in question 24. *Recreation areas* came in fourth at 16.7% in question 23, but received less support in question 24 (10.1%). *Forests* were the fifth priority in question 23 at 14.9% and moved up to fourth priority in question 24 at 18.8%.

Conclusions

There is strong support among respondents for preserving open space, but less support for increasing property taxes to pay for it. Perhaps residents would support financing open space purchases if local tax dollars leveraged state or non-profit contributions. As noted above, residents feel strongly about preserving open space for wildlife habitat, scenic vistas, and farmland, and showed less support for forests and recreation areas. Acquisitions that combine categories, for example, forested habitat, might receive voter backing.

Section 6: Municipal Facilities and Services

25. *The current Woodbury Public Library is adequate for the Town's needs.*

26. *Woodbury needs a new public library.*

27. *I would be willing to pay more in property taxes annually to pay for a new public library.*

These three questions seek to understand the sentiment for constructing a new library given the current over-crowded conditions that exist. In fact, a clear majority do not see a need to build a new library. In question 25, 69.7% agree or strongly agree that the Library is adequate for the Town's needs. In question 26, 31.9% agree there is a need for a new library with 66.5% opposed. In addition, in question 27, over two-thirds (68.6%) appear unwilling to pay more in property taxes to fund a new library. One should not construe the results as indicating dissatisfaction with Library services, but only an unwillingness to pay for a new library among other competing demands.

28. *Woodbury provides adequate facilities for recreation.*

A majority (58.0%) agrees that Woodbury provides adequate recreation facilities, but a significant minority (40.4%) disagree with the statement.

29. *The first priority for additional or improved recreational facilities should be (select one):*

30. *The next highest priority for recreational facilities should be (select one):*

The survey provided five choices for respondents to indicate their preference for additional or improved recreational facilities. In both questions, *walking paths and trails* was the highest priority among survey takers. Combining the two scores, 61.5% of respondents made this their first or second preference (again assuming no respondent chose the same item in both questions). *Swimming pool* had the second highest response rate in question #29 (15.6%), and it was the second highest overall choice, selected by a combined 27.5% of respondents in both questions. *Athletic fields* was the third preference in #29 and had the fourth highest overall rate at 24.3% combining responses in both questions. *An indoor recreation hall* was the last choice of respondents in #29 but was the second preference in #30; combined, it ranked third overall at 25.9%. Respondents selected *tennis courts* a combined 22.9% in both questions.

31. *I would be willing to pay more in property taxes to pay for new and improved recreational facilities.*

Nearly half (49.6%) of respondents would be willing to more in property taxes for new and improved recreational facilities.

32. *Woodbury's roads are well maintained and meet the Town's needs.*

Respondents rate the conditions of the Town's roads very highly; 83.7% agree or strongly agree that the Town has good road maintenance practices.

33. *Land use regulations and procedures are effective and efficient.*

While over half (51.6%) agree or strongly agree with the statement, 38.4% disagree and 10.1% left the question blank. There is not enough information from the survey to determine the reasons respondents may have for not demonstrating stronger support for local land use controls.

34. *Adequate social and community services are provided by the Town.*

Most respondents seem pleased with the social and community services that the Town provides as 75.9% agree or strongly agree with the statement.

35. *Programs and services for seniors in Woodbury are adequate.*

Respondents feel even more strongly about the services the Town provides to seniors; 85.8% of respondents agree or strongly agree with this statement.

36. *Programs and services for Woodbury youth are adequate.*

A higher percentage of respondents agrees with the statement (48.7%) than disagrees (42.2%) with a high rate of no responses (9.2%). However, many commenters in question 39 expressed a strong desire for a youth center and additional activities for Woodbury's children.

37. *Rank the following issues in order of importance to the Town over the next 10 – 20 year planning period (9 = highest importance 1 = lowest importance – use each ranking only once):*

In order of rank, from highest to lowest, the results are:

Quality of Life	1
Historic Preservation	2
Land Conservation	3
Public Safety	4
Environment	5
Business Development	6
Municipal Facilities	7
Housing	8

These rankings were determined by weighting each score according to its importance. Since 9 was the highest possible score, each choice of 9 received nine points, each choice of 8 received 8 points, etc., with each lowest selection receiving 1 point.

The findings provide insight into residents perceptions of the most pressing concerns the Plan should address. Not surprisingly, residents rate their quality of life as the most important asset to protect. Historic resources play an important role in defining the Town's character, and residents consistently express a strong preference to safeguard these resources in the face of development pressure. Woodbury residents have a strong land ethic and believe land conservation and environmental protection are important planning considerations. Housing, municipal facilities, and business development are the least important planning issues among respondents. The common theme may be that residents perceive a threat to their quality of life and loss of significant resources in the face of pressure for new housing and commercial development. Residents will surely want a Plan that protects the Town's historic and scenic character by recommending polices that limit development and maintain Woodbury's individuality and traditional New England charm.

38. *Assuming that \$1,000 of the annual property taxes you pay to the Town of Woodbury are applied to the following non-educational expenses, allocate that \$1,000 based on your preferences:*

Police, Fire, and Emergency Protection	\$230
Open Space and Parks	\$177
Public Works	\$159
Recreation	\$135
Library	\$122
General Government Services and Regulation	\$111
Social Services & Senior Services	\$105

The figures presented are the average dollar amounts selected by survey takers. By a wide margin, respondents are very supportive of *police, fire, and emergency protection*. Investments here, of course help to protect health and safety. Consistent with other questions, residents seem willing to pay more to purchase land for *open space and parks*. All residents also directly benefit from *public works*, and they wish to apply a significant portion of their tax dollars for roads and drainage improvements. Other governmental services garnered less enthusiasm for greater public spending.

39. *Provide any additional comments or recommendations for consideration in the Town Plan of Conservation and Development*

See Attachment 2.

ATTACHMENT 1

QUESTION 15

List Specific Commercial Stores or Business Services That Woodbury Needs

Many respondents would like to see additional “high end” retail stores. Specific examples include: Banana Republic, Gymboree, Crate ‘n Barrel, Pottery Barn, Talbot’s, Williams-Sonoma, LL Bean, Cold Water Creek, Soft Surroundings, J. Jill, and Eddie Bauer.

Respondents frequently called for general retail shops. These include a food or grocery store, men’s and women’s clothing stores, book stores, shoe stores, discount retailer, record store, general store, art/pottery store, bike shop, sporting goods, art supply store, and culinary store. Residents want new stores and services to complement the existing flavor of Main Street and make Woodbury a destination.

The need for more restaurants was a recurring theme, with respondents suggesting a variety of eating establishments. These include drive-in coffee shops i.e. Starbuck’s or Dunkin Donuts, family restaurants, ethnic restaurants, moderately priced restaurants, a Corey’s-type restaurant, affordable restaurants, an ice cream shop, outside dining / cafés, and Panera Breads. Many respondents were adamantly opposed to franchise operations like Dunkin Donuts.

Several respondents expressed a desire for facilities that offer live entertainment, such as coffee houses, a jazz club, and a town theater for concerts and plays. Some comments mentioned a desire for clubs to stay open into the evening hours to provide options for night activity.

Many commenters expressed a strong need to provide facilities oriented to families and children, such as a small movie theater, miniature golf, golf driving range, indoor recreation facility, skating rink, and bowling alley.

A number of commenters expressed a desire for expanded recreation facilities. These included motorized recreation, mountain biking, horse riding, cross country skiing; tennis courts, a gym or exercise center, hiking and walking trails, and a swimming pool.

While a handful of respondents suggested the need for large chain stores (Walmart, discount retailer, pharmacy) by far most comments in this regard were strongly in favor of keeping such uses out of Woodbury. Here are a sample of some comments:

- ◆ No franchises!!! Protect our small businesses from giant corporate competition.
- ◆ Please go after small community-based businesses and not large corporate companies.
- ◆ Woodbury must not allow franchise or corporate business: including but not limited to Dunkin Donuts, McDonald’s, Rite-Aid, etc. Main Street is being trashed.
- ◆ I don’t want to see our Main Street look like Southbury’s Main Street or parts of Watertown that are congested with fast food chains, big food chains or mega retail stores.

Some general services that appear lacking in town include a car wash, electronics store, alternative energy services, small engine repair, laundromat, bakery, health club, tailor, dry cleaner, shoe repair, and a nursery school.

Professional services some respondents desired include medical office or clinic, dental offices, hi-tech companies, chiropractor, and accounting.

Some commenters felt that Woodbury does not need any more commercial activity. For example, one respondent said, "New commercial uses should be limited to those properties which are already commercial. There is currently an adequate amount of commercial properties in Woodbury."

Several respondents expressed a high level of satisfaction with Woodbury as a renowned antique center. These commenters feel that Woodbury should support such activity and conversely, discourage businesses that run counter to the unique character of Main Street. This sentiment is evident in the following comment: "Woodbury needs to continue to support and expand the existing antique businesses. Our town is known as the "Antique Capitol of the East". This unique feature is the dominant source of economic income of our town and is the leading characteristic of Woodbury. This must be preserved."

Many commenters believed that the Town's economic strength lays in its uniqueness as a tourist destination with its many antique shops, restaurants, and small stores. They do not wish to undermine this uniqueness by allowing the kinds of businesses found in most other communities. Others stated they moved to Woodbury simply to get away from generic commercial strips.

Some comments expressed a desire to establish new areas for commercial activity in order to preserve Main St. for antiques, small businesses, and restaurants. One possibility is the northern portion of Route 6 where it enters Watertown.

ATTACHMENT 2

QUESTION 39

Provide any additional comments or recommendations for consideration in the Town Plan of Conservation and Development.

With 256 individual comments covering 25 pages, the following bullets provide only a brief summary of important themes expressed by respondents. As one might expect, there are differing opinions on the strategies the Plan should recommend. To get a full understanding of the many opinions, the reader may wish to review the unedited compilation of suggestions.

- ◆ While a few commenters desired fast food establishments, such as Dunkin Donuts and McDonald's, most indicated a desire to keep such uses out of Woodbury in order to support the small restaurateur that offers individual fare.
- ◆ Preserving historic Main Street is a high priority. Any new development in the historic district should have the appearance of a traditional New England design. Some suggested architectural review to maintain consistency with Woodbury's historic styles.
- ◆ Residents like the fact that Main St. has retained its historic character, and the many small businesses and restaurants are a source of pride.
- ◆ Respondents frequently expressed a need for a youth center and more activities for children. "There is nothing for them to do" was a common refrain.
- ◆ There seems to be a desire for community facilities, both public and private, that provide a varied assortment of interesting activities and allow for mingling of residents of various ages.
- ◆ Many commenters adamantly expressed a desire to keep out franchise retailers and chain stores. Overwhelmingly, residents prefer small, distinctive stores to position Woodbury as a unique shopping experience. Some noted the heavy reliance on antique trade and a need to diversify the business mix.
- ◆ Respondents desire more hiking trails and bicycle routes, with connections to the Middlebury Trolley bicycle path cited frequently.
- ◆ High taxes are a source of concerns for many commenters, particularly for those on fixed incomes. Some comments noted a need to lessen the reliance on the residential sector for tax revenue.
- ◆ While some individuals felt more economic development would help to lower taxes, the majority believe that the Town should not chase after large commercial projects simply to lower taxes.
- ◆ Some commenters felt the Town should cater to "clean" businesses, light industry, or professional offices that can provide some tax relief without imposing undue impacts on the Town.
- ◆ Some respondents would like to stop additional development, if it were possible, in order to preserve the Town in its current state.
- ◆ Several commenters thought the Town should seek to bury the overhead utility wires along Main St. to enhance the area's aesthetics.
- ◆ Open space priorities include farmland preservation, the United Water Company property, ridgeline protection, river property, and scenic vistas.

- ♦ Many commenters requested additional recreation facilities including a swimming pool, tennis courts, ice skating, and a golf course. In addition, some respondents feel the Town should do a better job maintaining its existing fields and recreation facilities.
- ♦ There were few complaints about Town roads. Several comments included a suggestion for a traffic light at LaBonne's. One noted missing street name signs causes confusion in rural parts of Woodbury.
- ♦ There was very little criticism about municipal services in general. Some commenters asked for expanded recreation programs and new park facilities.
- ♦ Several people commented on the over-crowded conditions at the Library and the need for a new Library or an expansion.
- ♦ Several residents requested sidewalk and crosswalk improvements to enhance walking to high use areas such as commercial districts, school, parks, and tourist destinations.
- ♦ Main St. traffic congestion was an irritant for a few respondents.
- ♦ Some commenters expressed frustration with the lack of control the Town has over the Board of Education. Only a few expressed dissatisfaction with the current grading configuration. The condition of school buildings was a concern for several commenters.
- ♦ Regarding housing, some comments noted a need to expand in-law apartments to provide additional diversity in the housing stock. While some commenters desired to expand housing diversity in Woodbury by allowing small-lot alternatives, others are content to continue present trends of building single-family homes on large lots.
- ♦ Adult housing received several requests.
- ♦ Some commenters were not satisfied with the outcome of recent open space subdivisions, believing the protected open space was not worth the trade-off of allowing smaller lot sizes.
- ♦ Several respondents requested a noise ordinance to deal with barking dogs and loud auto related noise.
- ♦ A few commenters felt consolidating town services in the municipal campus is preferable to having services spread out in various locations.
- ♦ Some respondents suggested efforts to slow down development, including increasing minimum lot sizes and purchasing open space.
- ♦ Some respondents felt the Town is overly restrictive of new commercial growth and suggested officials seek to streamline the development review process.
- ♦ There seems to be agreement on the need to patronize local farmers, such as expanding farmer's markets, in order to help keep existing farms viable and reduce reliance on imported produce.
- ♦ Some comments suggested improving the Town's web site to provide more timely information on community events, such as a town calendar that lists public meetings and civic gatherings.
- ♦ Providing activities for young families may increase Woodbury's attractiveness as a residential community and maintain property values according to some.