Town of Prospect

PLAN OF CONSERVATION & DEVELOPMENT UPDATE

Effective February 1, 2014

PROSPECT
2013 PLAN OF CONSERVATION AND DEVELOPMENT UPDATE

Prepared for:
Town of Prospect Planning and Zoning Commission

Prepared by:
MILONE & MACBROOM®

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INTRODUCTION

The current Prospect Plan of Conservation and Development (POCD) was approved by the Planning and Zoning Commission (PZC) as effective on May 1, 2002. This POCD was used as a guide for a comprehensive revision of the Prospect Zoning Regulations effective July 1, 2004. The POCD was amended to incorporate the Open Space Plan prepared by the Prospect Conservation Commission effective January 1, 2010.

In accordance with State Statutes, the Prospect PZC initiated a review and update of the 2002 POCD upon the tenth anniversary of its effective date. As a result of this review and update process, this draft POCD has been prepared. The approach to this planning process has been to identify those aspects of the current POCD that require updating due to demographic, land use, and regulatory changes since 2002. Much of the demographic updating relates to the availability of the 2010 census. In addition, the PZC has reviewed the policies, goals, and actions contained in the 2002 POCD in light of updated statistics, changes in land use patterns and trends, recommended actions completed, and a re-visit to the vision for the future contained in the 2002 POCD.

From a technical perspective, the Town of Prospect has a much more developed Geographic Information System (GIS) than was available in 2002. This has facilitated a more detailed analysis of existing conditions, an estimate of potential build-out, and a higher quality of mapping. This better technology combined with a review of the 2002 POCD has identified which components need to be updated and which have changed little if at all since 2002. The recession over the last portion of the decade, and continuing to some extent today, has contributed to a slowing of growth, pressures, and limited changes.

As a result of this review and planning process, the approach in this update is to retain the 2002 POCD as a reference in the complete 2013 POCD. The components newly presented in this 2013 POCD include chapters on demographics, housing, land use, development potential, policies and objectives, and recommended actions. This material, when appropriate, is supported by mapping, charts, and other graphics.

Chapters 1 through 5 are all new, Prepared for this update

CHAPTER 1: DEMOGRAPHICS

This chapter provides background on Prospect's population - its characteristics, trends and regional context. This information will help facilitate planning decisions insofar as it explains current population conditions and recent and expected trends that will influence future development.

CURRENT POPULATION

The 2010 population of the Town of Prospect reported by the U.S. Census is 9,405, an increase of 8% from 2000. Census numbers indicate that Prospect and the surrounding towns of Bethany and Cheshire have grown at a tremendous rate in the past 40 years, far outpacing the County and the State. The Town's total population has grown 43.7% since 1970, from 6,543 to 9,405, as demonstrated in Table 1.

Towns of a similar size in New Haven County, specifically Middlebury, Bethany, and Oxford have seen a similar degree of growth, except for Oxford, whose population has nearly tripled in forty years. Prospect's population is densest in the north of the town, along Route 69, especially in census tract 3471, west of Scott Road, which has more than 1,350 people per square mile. Population density for 2010 by Census Block Group is shown in Map 1.

The Council of Governments of the Central Naugatuck Valley (COGCNV) compiles an annual demographic profile for the region[1]. In 2010, the Central Naugatuck Valley Region (CNVR) population was 287,768, which was an increase of 5.6% from 2000. The average population density for the region was 931 people per square mile in 2010, which is on average comparable to Prospect, although the areas in the southern portion of the town are considerably less dense than the regional average.

TABLE 1

Selected Population Changes in New Haven County 1970-2010

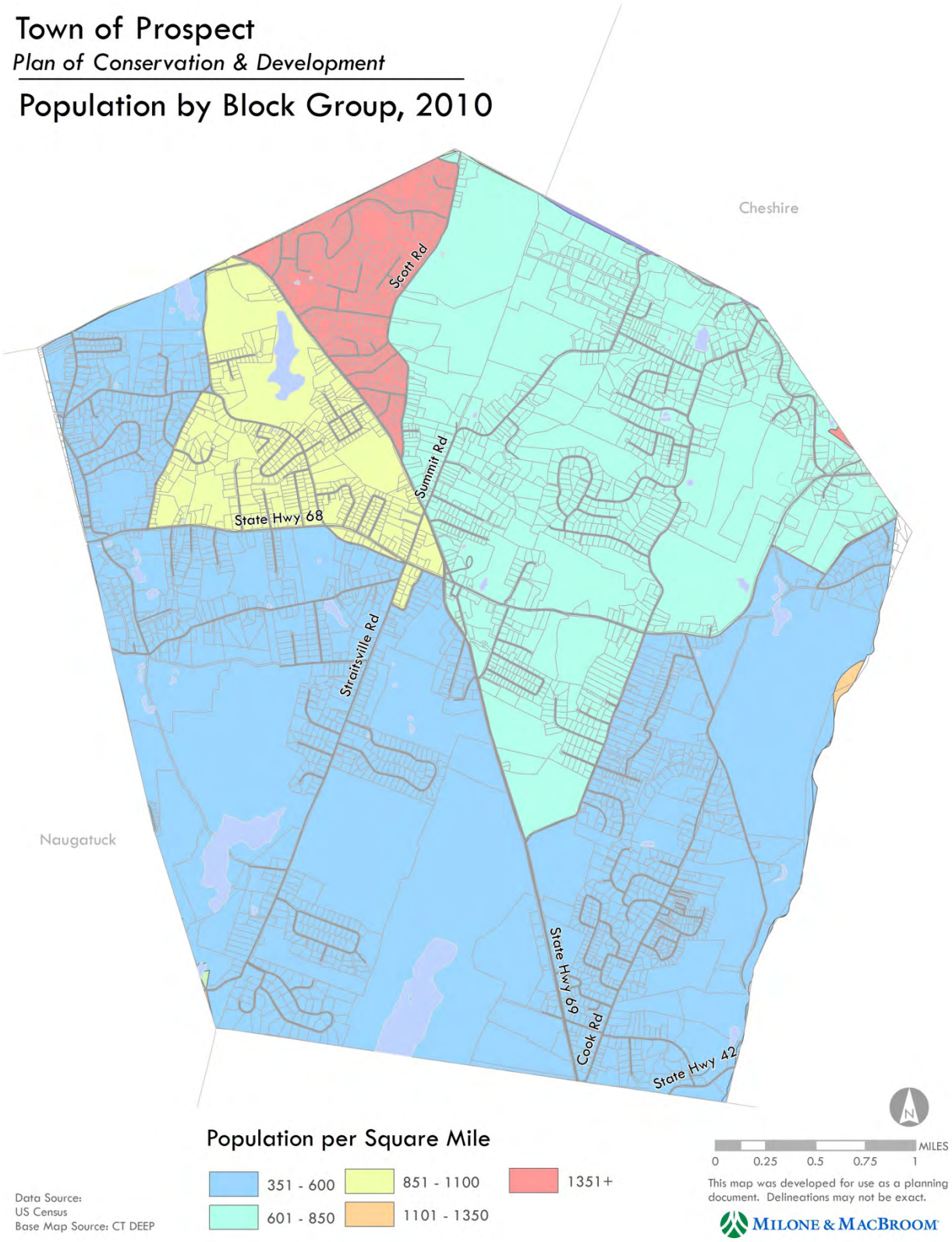
	1970	1980	1990	2000	2010	1970-2010* Change	2000-2010 Change
Prospect	6,543	6,807	7,775	8,707	9,405	43.7%	8.0%
Bethany	3,857	4,330	4,608	5,040	5,563	44.2%	10.4%
Cheshire	19,051	21,788	25,684	28,543	29,261	53.6%	2.5%
Middlebury	5,542	5,995	6,145	6,451	7,575	36.7%	17.4%
Naugatuck	23,034	26,456	30,625	30,989	31,862	38.3%	2.8%
Oxford	4,480	6,634	8,685	9,821	12,683	183.1%	29.1%
New Haven County	744,948	761,337	804,219	824,008	862,477	15.8%	4.7%
CNVR	-	237,385	261,081	272,594	287,768	21.2%*	5.6%
Connecticut	3,031,709	3,107,576	3,287,116	3,405,565	3,574,097	17.9%	4.9%

* Change for the CNVR is from 1980-2010.

Source: US Census, Council of Governments: Central Naugatuck Valley, A Profile of the CNVR: 2012

[1] Council of Governments: Central Naugatuck Valley, *A Profile of the CNVR: 2012*

MAP 1


Town of Prospect
Plan of Conservation & Development
Population by Block Group, 2010
Cheshire
Naugatuck
Scott Rd
Summit Rd
State Hwy 68
Straitsville Rd
State Hwy 69
Cook Rd
State Hwy 42
Population per Square Mile
351 - 600
601 - 850
851 - 1100
1101 - 1350
1351+
Data Source:
US Census
Base Map Source: CT DEEP
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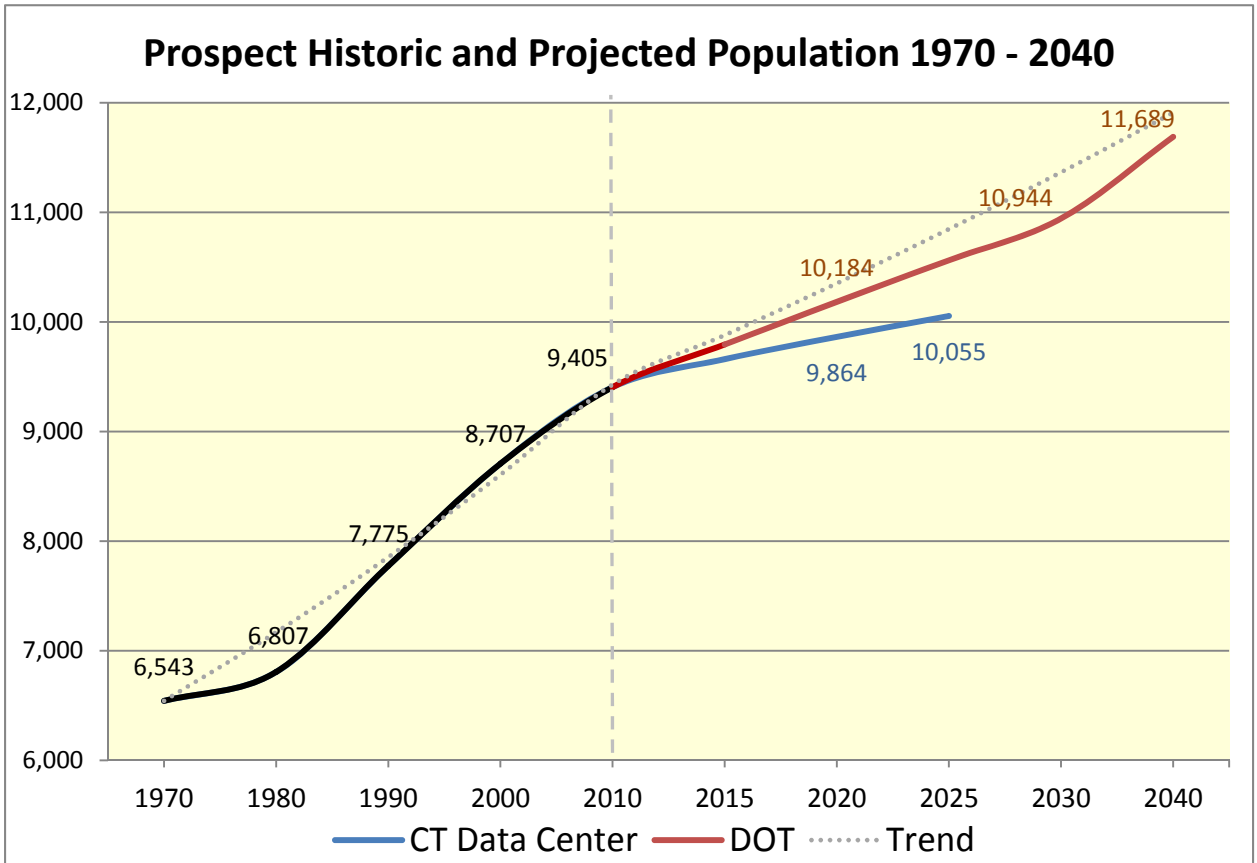
Population Projections

The Connecticut State Data Center at the University of Connecticut has projected populations for Prospect based on levels of fertility. The projections are shown in Figure 1 and listed in Table 2. The projections show an overall continued increase in the population over the next ten years. The fertility level projection shows a relatively small but stable increase in the population of approximately 0.2-0.3% per year, or an increase of 6.91% from 2010 to 2025. The Connecticut Department of Transportation also compiles its own population projections, which have been plotted in Figure 1, as well.

In comparison, fertility rate population projections for the State and New Haven County out to 2025 show a 4.8% and 6% increase, respectively, over 15 years. In addition, the neighboring communities of Cheshire and Bethany are projected to decrease by 1.13% and increase by 8.57% from 2010 to 2025, respectively. As shown in the trend line in Figure 1, the average growth in Prospect since 1970 was 1% per year, though the trend is not necessarily projected to continue.

Figure 1



Sources: U.S. Census, Projections from CT State Data Center and UCONN, June 2012 and CT DOT Population

Table 2 presents a comparison of population projections by The Connecticut State Data Center at UConn and the Connecticut Department of Transportation, as well as 2000 and 2010 census counts, for Prospect and the surrounding towns and region.

TABLE 2

Population Projections				
	Census Population		**UConn CTSDC Projection**	**CT DOT Projection**
	2000	**2010**	**2020**	**2040**
Prospect	8,707	9,405	9,864	11,689
Cheshire	28,543	29,261	29,120	35,831
Bethany	5,040	5,563	5,910	6,648
Middlebury	6,451	7,575	8,471	8,964
Oxford	9,821	12,683	14,714	18,001
Naugatuck	30,989	31,862	32,877	36,615
Connecticut	3,405,565	3,574,097	3,702,472	4,013,596
New Haven County	824,008	862,477	898,513	948,647

Source: UConn CTSDC, CT DOT

Elements of Population Change

Population changes result from natural increase (births minus deaths) and net migration. Overall, annual births in Prospect have declined during the last decade, as shown in Table 3. However, other communities and the State as a whole have experienced a more significant decline in annual births than the Town of Prospect. Indeed, national fertility and birth rates have declined precipitously since 2007 according to the National Center for Health Statistics.

Annual births are down 13% from 2000 to 2010 in Connecticut, compared to an 18% decline in Prospect (from 1999-2009). However, given Prospect's small population, it is important to also look at the average change in births, which was a decrease of 0.48% per year, or 4.8% for the same ten years.

The number of deaths each year has remained relatively stable, however after 2008, the number of deaths outpaces births resulting in a net natural decrease. The Town's natural increase from 2000 to 2010 was approximately 198 people. Given that the 2010 Census indicated a gain of 698 residents between 2000 and 2010, one can assume the community experienced an in-migration of approximately 500 people over the last decade.

Table 3

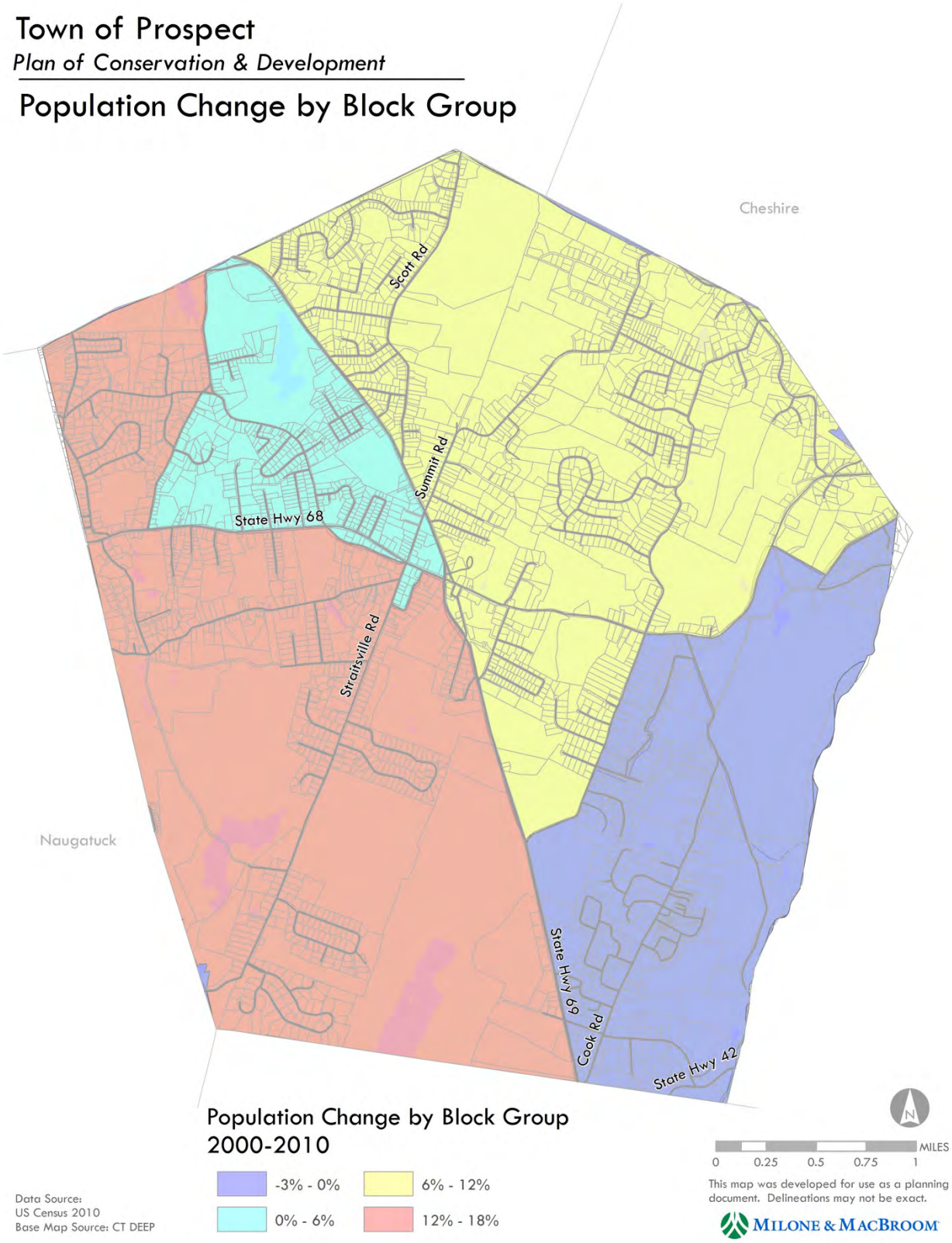
Prospect Natural Increase 1998-2009

	Births	Deaths
1998	82	72
1999	93	61
2000	102	78
2001	86	73
2002	110	71
2003	84	74
2004	104	76
2005	100	73
2006	79	83
2007	88	64
2008	75	75
2009	76	81
Total	1,079	881

Source: CT Dpt of Public Health, Office of Vital Statistics

As is the case in all communities, the population in various areas of the community changes at different paces. Map 2, *Population Change by Block Group,* shows changes in Prospect by census block groups.

MAP 2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State Hwy 69
Cook Rd
State Hwy 42
Population Change by Block Group
2000-2010
-3% - 0%
0% - 6%
6% - 12%
12% - 18%
Data Source:
US Census 2010
Base Map Source: CT DEEP
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This map was developed for use as a planning document. Delineations may not be exact.
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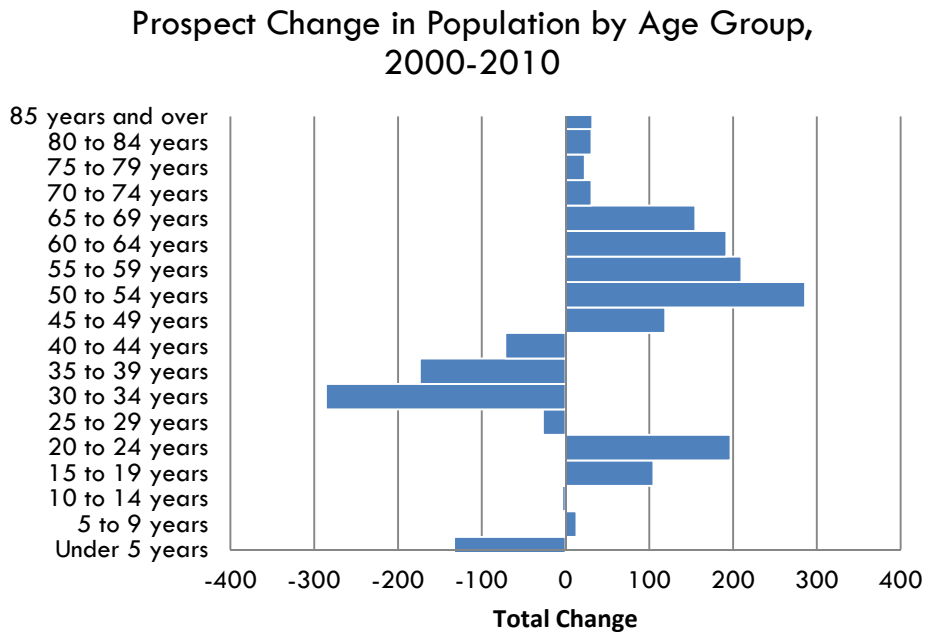
Age

In line with state and regional trends, Prospect's population aged between 2000 and 2010. The median age in Prospect was 43.8 in 2010, up 11 % from 2000 figures. These numbers reflect the overall national and state trends of an aging population.

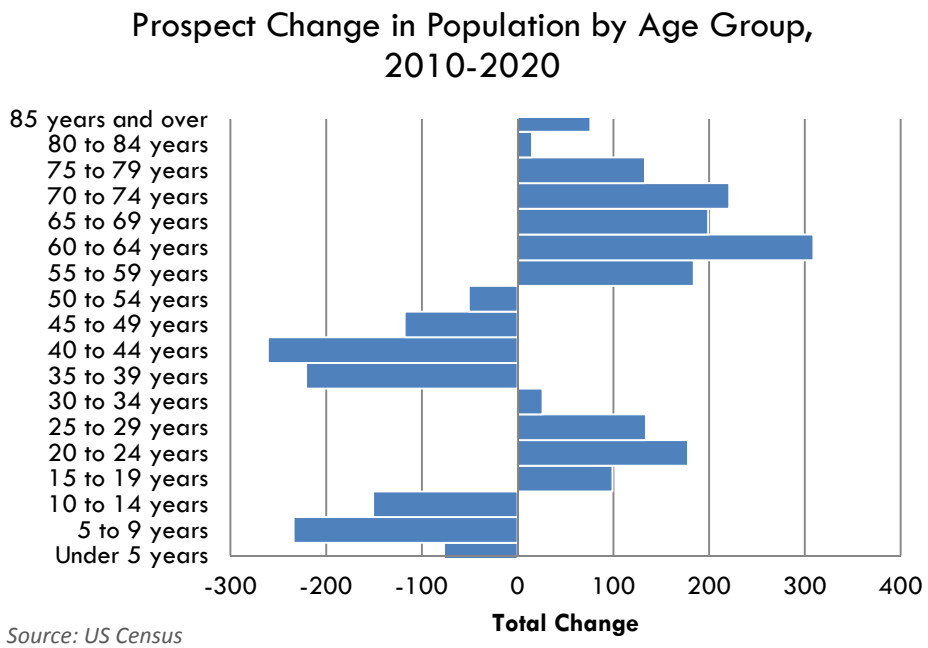
Looking more specifically at changes in population by age cohorts within Prospect, it is evident that Prospect has experienced a loss in the young family age population, including infants. Figure 2 shows changes by age groups from 2000 to 2010, and Figure 3 shows projected changes by age groups from 2010 to 2020, using the UConn model. The increases in the 15 to 30-year old population and the sizeable 50 year and older population suggest the trend of young single working people staying in or moving to the area, and people over 50 (generally the 'baby boomer' population) keeping their homes. The increase in population over 50 may also be a result of recent age restricted developments in the Town. The loss of young families and increase in older age groups has implications on facilities and service planning for the Town. It also affects the type of housing that may be required to support the changing population.

Figure 2



Source: US Census

FIGURE 3

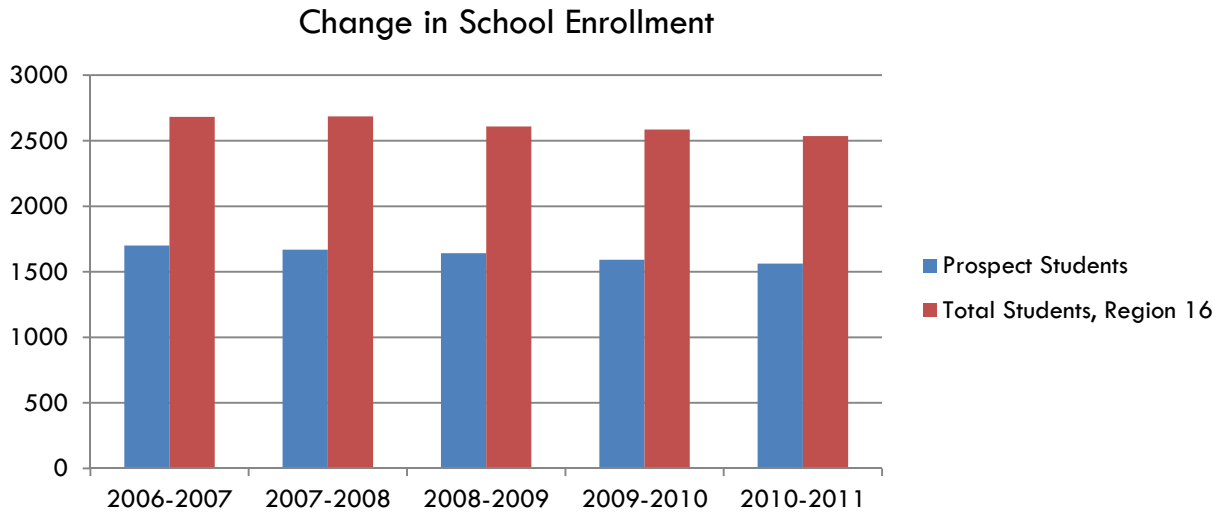


Source: US Census

SCHOOL AGE POPULATION

A projected decline in school aged population can have an effect on present school facilities. Although a decline in the number of students would not negatively impact the adequacy of existing facilities (versus a sudden increase), the subsequent lack of state funding tied to enrollment could affect the overall school district. Because Prospect is part of a regional school district, the effects of the enrollment for the entire district would have to be analyzed to gauge any impact to the facilities or budgets, however actual enrollment figures from the Connecticut Department of Education included in Figure 4 , shows that Region 16 and Prospect have seen a similar proportion of declining enrollment.

FIGURE 4



Source: CT CEDAR

Racial and Ethnic Composition

Prospect's racial composition is less diverse than the composition of New Haven County or the Central Naugatuck Valley Region.

Figure 5 shows the breakdown of Prospect's population by race. The majority, or 95%, is white. This is less diverse than New Haven County where the 2010 population was 75% white, or the CNVR which was 79.4% white in 2010. The COGCNV report found, however, that 76.9% of the region's minority population resides in Waterbury. As shown in Table 4, Prospect has seen an increase in all races. Some of these increases may be the result of self-reporting differences. Figure 5 shows racial composition in graphic form.

The Hispanic population, of any race, in Prospect was 3% in 2010. That is significantly less than the Hispanic population throughout New Haven County, which was about 15% 2010, or the CNVR, which was 14.8% in 2010. The COGCNV report found that as with minorities in general, 81% of Hispanics in the region reside in Waterbury.

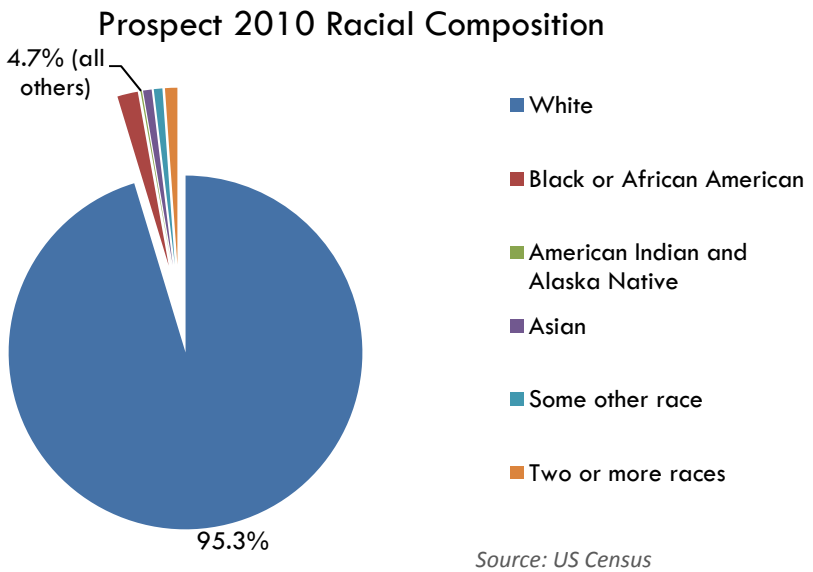
Table 4

Change in Prospect Racial Composition, 2000-2010

RACE	2000	2010	Change
One race	8,644	9,299	7.6%
White	8,386	8,964	6.9%
Black or African American	124	177	42.7%
American Indian and Alaska Native	8	12	50.0%
Asian	63	73	15.9%
Some other race	63	73	15.9%
Two or more races	63	106	68.3%

Source: US Census

Figure 5



Source: US Census

Households

In addition to changes in age and racial composition, the types of households in which Prospect residents live are changing. The Town experienced a moderate increase in total households between 2000 and 2010, of 337 or about 11%. More significantly, the number of single-person households, especially households over 65 and non-family households, increased as did the number of female households with children (see Table 5 below). The COGCNV report indicates that even as married-couple families are the majority of households in the region, their numbers are declining. This is not the case for Prospect, as shown in Table 5. Married-couple families overall grew by 4%, although the number of married-couple families with children declined by the same amount.

Table 5

Households by type	2000	2010	Change	% Change
Total households	3,020	3,357	337	11.2%
Family households (families)	2,456	2,616	160	6.5%
With own children under 18 years	1,087	1,088	1	0.1%
Married-couple family	2,142	2,226	84	3.9%
With own children under 18 years	974	934	-40	-4.1%
Male householder, no husband present	N/A	125		
With own children under 18 years	N/A	48		
Female householder, no husband present	214	265	51	23.8%
With own children under 18 years	76	106	30	39.5%
Nonfamily households	564	741	177	31.4%
Householder living alone	456	602	146	32.0%
Householder 65 years and over	202	282	80	39.6%
Households with individuals under 18 years	1,161	1,173	12	1.0%
Households with individuals 65 years and over	727	953	226	31.1%
Average household size	2.83	2.76		-2.5%
Average family size	3.16	3.15		-0.3%

Source: US Census

While the number of households in the entire Town of Prospect increased between 2000 and 2010, the average household size and average family size both decreased. As Map 3 indicates, the average population size varies by area, with larger households mostly located in the southwest section of the Town, and the smallest households in the southeast.

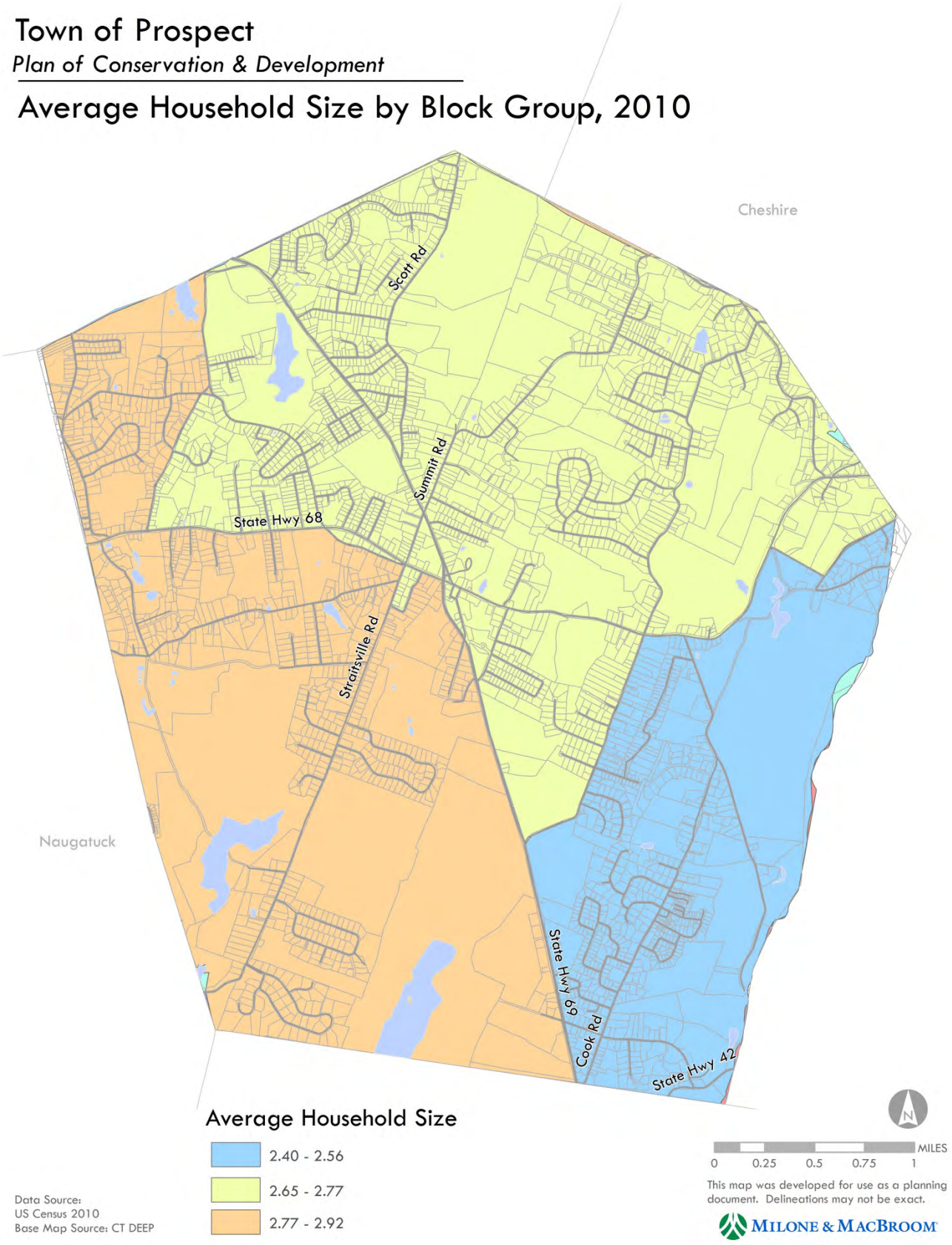
Additionally, while Prospect experienced only 11% growth in the overall number of households, the number of households headed by a person age 65 or older grew by 31%, from 727 in 2000 to 953 in 2010. This aging of householders has implications for the future of housing units in the community, especially when the real estate market recovers and householders decide to leave their family homes.

MAP 3

Town of Prospect

Plan of Conservation & Development

Average Household Size by Block Group, 2010



Data Source:
US Census 2010
Base Map Source: CT DEEP

Where is Prospect's Population Heading?

Prospect's population has grown quite steadily for the last 30 years. While incremental changes in population characteristics have occurred and will continue, the Town's trend of relatively high growth is expected to taper off. The following demographic trends can be expected over the next decade.

- Stable population – Prospect will likely maintain a steady population of around 10,000.
- Aging population - The population will continue to age, not just in Prospect, but across the Region and State.
- Decreasing household sizes – Prospect's household sizes will continue to decrease as fewer families with fewer children occupy housing units.

CHAPTER 2: HOUSING

As one of the principal land uses within a community, housing and housing-related issues affect all residents. The form, layout, condition, and cost of housing available within a community are key to the quality of life within a community. Prospect's current housing status will be examined in this chapter to determine what housing needs exist and to formulate courses of action to address those needs in the coming decade.

Current and past housing data comes from several sources. The US Census Bureau collects housing data in its decennial census via comprehensive surveying methodology. It has released housing data relating to total numbers of vacant and occupied housing units for the most recent (2010) Census. These numbers are shown in Table 6. It has not yet released more detailed housing data from the 2010 Census, so in its place, data from the Census Bureau's American Community Survey (ACS) has been used. This data is collected from a far smaller survey group than the decennial census, and is therefore generally less accurate; however, general trends can be ascertained. To supplement both data sets, building permit data from the CT Department of Economic and Community Development has been used. While these data sets are not considered entirely accurate, they are used together to present an overall idea of housing characteristics and changes in Prospect.

Existing Housing Characteristics

The 2010 Census recorded 3,474 housing units in Prospect. Ninety-six point six percent (96.6%) of the housing units were occupied leaving a 3.4% vacancy rate. Of the total 3,357 occupied housing units, 92.4% were owner-occupied and the remaining 7.6% were renter-occupied units. According to Census counts, 117 housing units were vacant.

Table 6 depicts the housing unit characteristics of Prospect compared to its neighboring communities, New Haven County and the State of Connecticut. The Town's vacancy rate of 3.4% was lower than the New Haven County and State rates of 7.6% and 7.9%, respectively. In terms of local communities, Prospect at 3.4% had the lowest vacancy rate, with the more urbanized Waterbury having the highest and Naugatuck the second highest. The towns with a similar high percentage of single family housing units all had very low vacancy rates, well below the State and County rates.

Prospect's percentage of rental units (7.6%) is considerably lower than the New Haven County and State of Connecticut rates. The communities in the immediate region all have renter percentages that are much higher than Prospect with the exception of Bethany, which has an even lower rental rate than Prospect. Thus, Prospect has a housing stock whose composition in terms of occupancy of units is characteristic of a small community in the region. This fact is indicative of Prospect's single family dominant housing stock, and the lower percentage of rental stock may also be explained by the high number of rental units in surrounding communities that satisfy much of the demand for rental housing in the immediate area.

TABLE 6

Housing Unit Characteristics: 2010 Prospect and Surrounding Communities						
	Total Housing Units	% Occupied	% Vacant	Total Occupied Units	% Owner Occupied	% Renter Occupied
PROSPECT	3,474	96.6%	3.4%	3,357	92.4%	7.6%
Cheshire	10,424	96.3%	3.7%	10,041	86.7%	13.3%
Waterbury	47,991	89.1%	10.9%	42,761	47.0%	53.0%
Naugatuck	13,061	94.5%	5.5%	12,339	67.9%	32.1%
Bethany	2,044	96.4%	3.6%	1,971	92.9%	7.1%
New Haven County	362,004	92.4%	7.6%	334,502	63.4%	36.6%
Connecticut	1,487,891	92.1%	7.9%	1,371,087	67.5%	32.5%

Source: U.S. Bureau of the Census, Decennial Census.

DEVELOPMENT TRENDS

Prospect's housing stock of 3,397 units, as enumerated by the 2011 American Community Survey and shown in Table 7, consisted of 90.1% single family detached housing; 2.0% single family attached (generally Town Homes); 1.5% multi-family housing (5 units or more); 2.5% two, three and four family housing; and 4.0% mobile home or other.

Zones that allow for single family residential use are illustrated on Map 4, *Land Zoned for Single Family Residential Use*, and housing density is illustrated in Map 5, *Housing Density by Block Group.* The densest areas of housing in Prospect are generally found in the northern and eastern parts of the town.

TABLE 7

Change in Housing Units by Structure Type: 2000 to 2011 Prospect, CT						
Type Of Structure	Total Housing Units 2000 Census	% of Housing Stock	Total Housing Units 2011 ACS*	% of Housing Stock	Change in Units 2000-2011	% Change Between 2000-2011
1 unit, detached	2,847	92.0%	3,059	90.1%	212	7.4%
1 unit, attached	22	0.7%	67	2.0%	45	204.5%
2 to 4 units	78	2.5%	85	2.5%	7	9.0%
5 or more units	17	0.5%	50	1.5%	33	194.1%
Mobile home, trailer, other	130	4.2%	136	4.0%	6	4.6%
TOTALS	3,094		3,397		303	9.8%

Source: U.S. Bureau of the Census, ACS

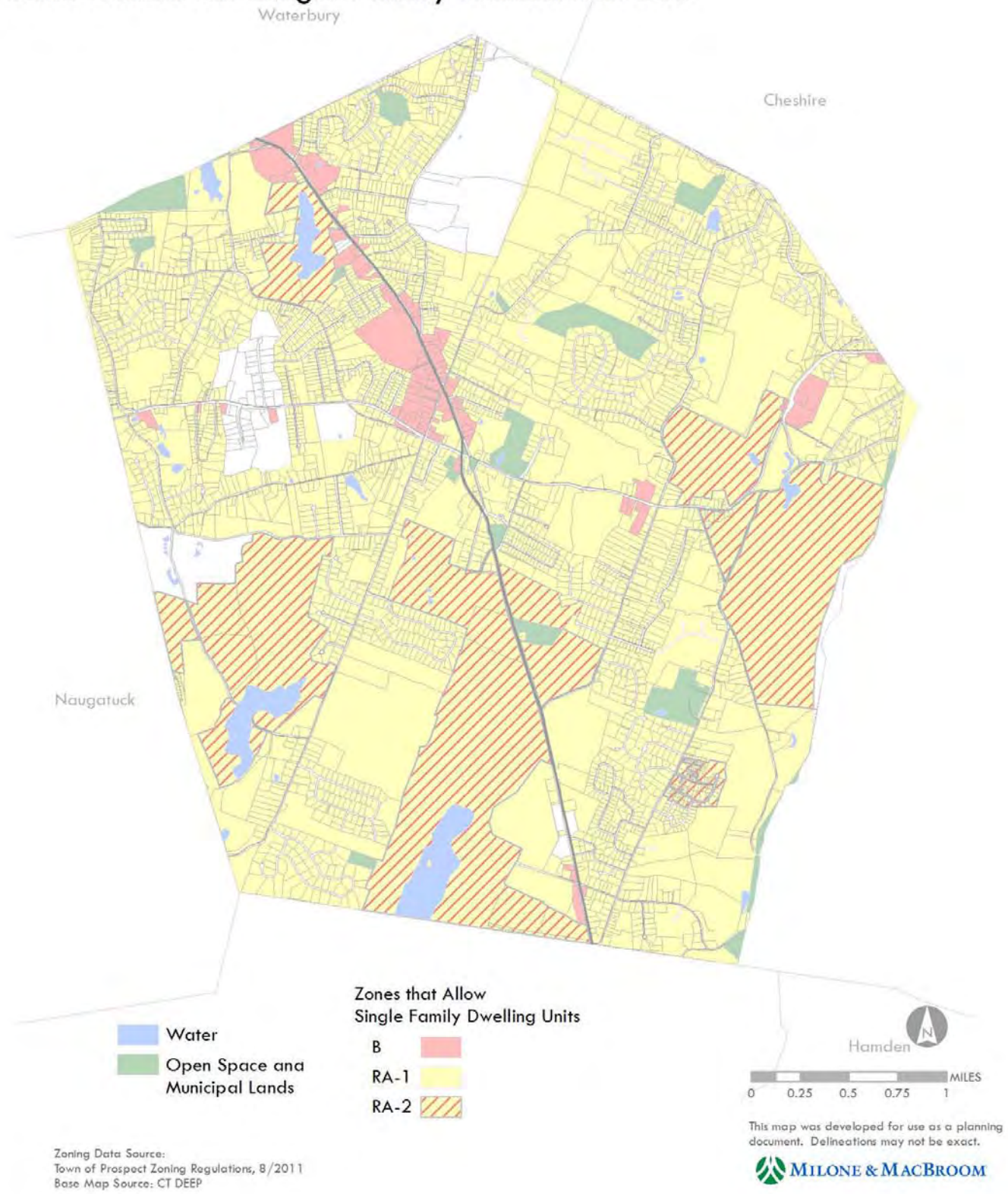
Table 7 illustrates changes that have occurred in the Town's housing stock between the 2000 Census and 2011. According to available data from the 2000 Census and the 2011 ACS 5-Year Estimates (which are based on a 5-year rolling average of estimates between 2007 and 2011), between 2000 and 2011 the number of housing units in single family detached structures increased by an estimated 212 units. Single family attached units increased by 45 units or 204.5% and multi-family housing (50 or more units) increased by 33 units or 194.1%. Both of these large percentages represent very small changes in the total number of units, but nevertheless show a decline in the overall percentage of single-family detached units, and an increase in those housing units that either single family attached, or buildings with five or more units. It can be assumed that a majority of the attached units are in the Toll Brothers development. The total estimated number of housing units in Prospect as of 2011 was 3,397. Figures 6 and 7 display these statistics in graphic form.

MAP 4

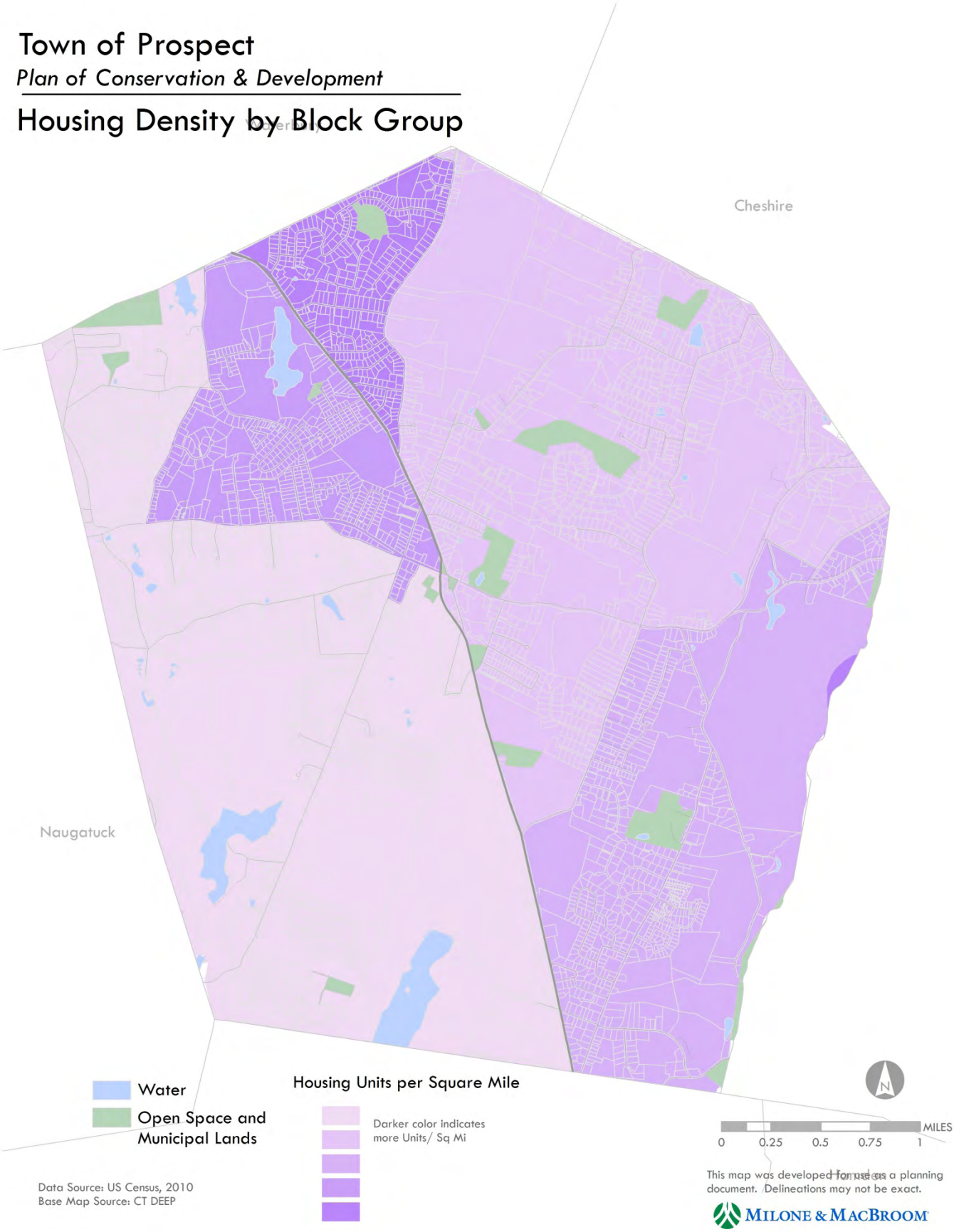
Town of Prospect

Plan of Conservation & Development

Land Zoned for Single Family Residential Use



MAP 5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Naugatuck
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Darker color indicates more Units/ Sq Mi
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Data Source: US Census, 2010
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MILONE & MACBROOM

FIGURE 6

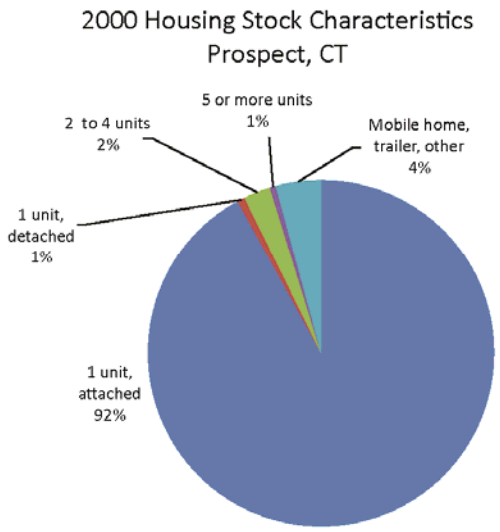
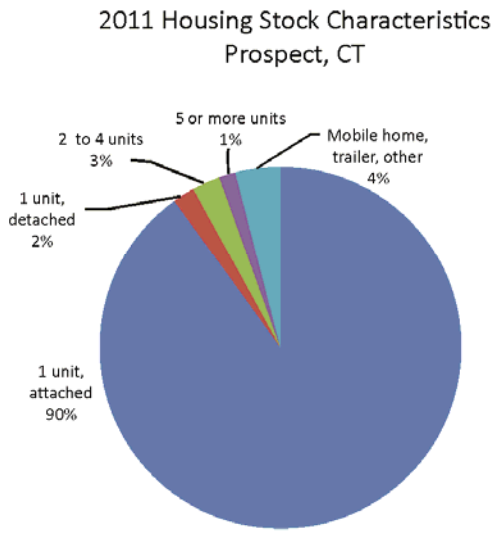


FIGURE 7



Based upon these figures, most of the increase in housing units since the 2000 Census have been in single family detached structures (212 out of 303).

In addition to the U.S. Census data, the State Department of Economic and Community Development (DECD) maintains an annual inventory of permits for housing units issued by town, current to 2011. As of 2011, DECD reported that Prospect had an estimated 3,411 housing units, an issuance of 564 permits since the 2000 Census. Of these units, 3,154 (92.5%) were single family attached and detached units, 73 (2.1%) were in two family structures, 2,058 (11.3%), and 39 (1.1%) were in structures with five units or more. There were no three or four family structures. There were also 145 mobile homes. It should be noted that often building permits are issued but the units are not built. This was specifically true with the burst of the housing bubble.

To quantify the housing unit growth that occurred in the Town during the last 10 years, statistics from the State of Connecticut Department of Economic and Community Development were used to determine housing construction authorizations by structure type by year. These statistics are presented in Table 8. All of Prospect's new housing development during the last decade was in the form of single-family detached housing and single-family town homes. Although 372 new housing permits were issued in Prospect between 2002 and 2011, the Town only experienced a net gain of 261 units during this period due to a number of demolitions. Since 2008, the Town ranked in the top twenty of Connecticut communities in terms of annual net gain in housing permits. Housing construction has remained extremely steady in Prospect, even as the number of net housing units Statewide has dropped.

TABLE 8

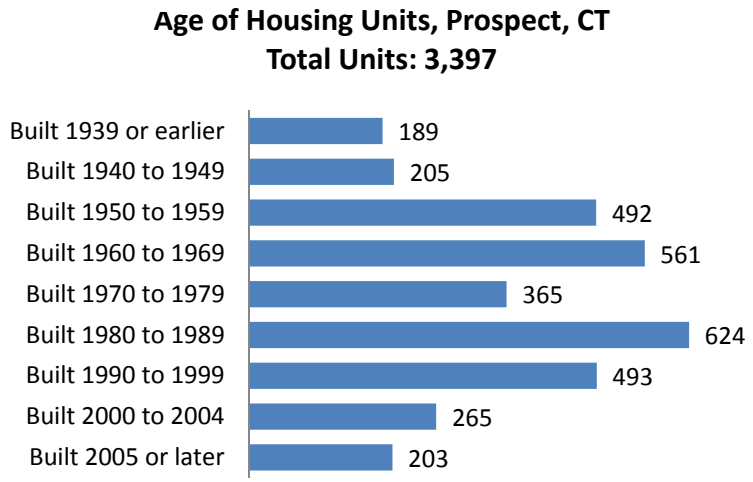
Housing Units & Construction Activity Authorized: 2002-2011								
Town of Prospect								
Year	Total Units Authorized	1 Unit	2 Unit	3 & 4 Units	5 or More	Demolitions	Net Gain	Rank in State by Net Gain
2011	49	49	0	0	0	0	49	12
2010	48	48	0	0	0	2	46	14
2009	36	36	0	0	0	1	35	16
2008	57	57	0	0	0	na	na	na
2007	39	39	0	0	0	na	na	na
2006	14	14	0	0	0	6	8	67
2005	33	33	0	0	0	2	31	104
2004	37	37	0	0	0	0	37	90
2003	28	28	0	0	0	0	28	103
2002	31	31	0	0	0	4	27	110
Totals	**372**	**372**	**0**	**0**	**0**	**15**	**261**	

Source: State of CT Department of Economic and Community Development, "Connecticut Housing Production and Permit Authorized Construction Report."

Prospect has very little diversity in housing stock and type. The Town almost entirely consists of single family detached housing built after middle of the twentieth century. There is a mix of moderately-valued residential structures with a mix of higher-end residential structures, although most structures are moderate in size and value. This value balance often has housing implications, including situations where a household experiences a decrease in income or size, and is in the market for a new home that is smaller or more affordable. Such units may be more difficult to find in Prospect; however, they are often abundant in surrounding communities, which may lead households in Prospect with shrinking sizes to leave the Town for more desirable housing stock in the surrounding towns.

An indicator of housing condition and housing variety in a community is the age of the housing stock. The age of housing stock generally affects both aesthetic appeal as well as the availability of a variety of housing types. As shown in Figure 8, only 26.1% of Prospect's housing stock was built before 1960. The number of housing units produced has been relatively stable every decade since then. 13.8% of the Town's total housing stock (468 units) was built from 2000 to the present.

FIGURE 8



Source: US Census

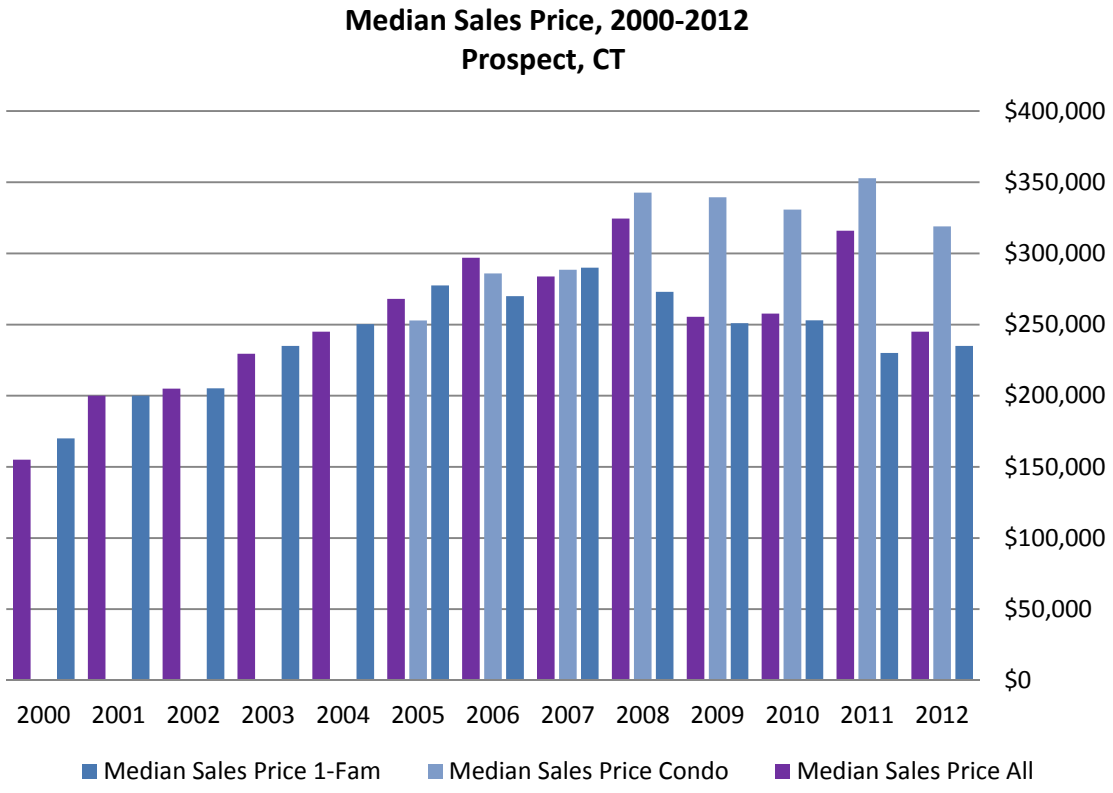
Affordability Of Housing

The issue of housing affordability is a state-wide problem but is most acute in towns with a majority of single family housing built after the middle part of the twentieth-century. Affordability on a regional basis is also complex and defies simple solutions. The cost of housing is the result of a variety of factors including, but not limited to, the demand for a specific location, availability of buildable land, interest rates, and labor and material costs. Other factors, such as the age and quality of the existing housing stock as well as the introduction of new product to the market greatly affect the cost of housing. Other factors independent of housing cost, such as job growth and local economic conditions, all work together to influence the cost and availability of housing. Most of these factors are beyond the control of local governments.

The State of Connecticut requires that the issue of affordable housing be addressed in each community's Plan of Conservation and Development. Development over the years in Prospect has resulted in a housing stock that is not diverse in terms of housing types, density, and styles. Current zoning regulations do not allow much flexibility in terms of providing a wide range of allowable densities and housing types.

According to recent real estate market statistics for the period of 2002 to 2011 from The Warren Group, an average of 81 single family homes per year were purchased in Prospect. As shown in Table 9 & 10 and Figure 9 median single-family residential sales prices were on an upward trend until 2007, and have since decreased and leveled off.

Figure 9



Source: The Warren Group

TABLE 9 & 10

Number of Sales & Median Sales Price in Prospect Single Family Homes, 2002-2012		
Year	**Number of Sales**	**Median Sales Price**
2002	114	$205,250
2003	88	$234,950
2004	102	$250,250
2005	74	$277,500
2006	92	$269,950
2007	97	$290,000
2008	77	$273,000
2009	73	$251,000
2010	55	$253,000
2011	45	$230,000
2012	77	$235,000

Source: The Warren Group

Number of Sales & Median Sales Price in Prospect Condos, 2002-2012		
Year	**Number of Sales**	**Median Sales Price**
2002	-	
2003	-	
2004	-	
2005	16	$252,900
2006	11	$285,900
2007	6	$288,500
2008	38	$342,756
2009	40	$339,399
2010	24	$330,730
2011	34	$352,833
2012	23	$319,000

Source: The Warren Group

Compared to adjacent communities, over the past several years Prospect's median single-family sales prices have remained considerably lower than the comparable communities as shown in Table 11. Bethany is the highest-priced town in the immediate area. Although its sales prices were on par with Cheshire and Prospect in 2002, Bethany far outpaced both through 2007. Bethany's median sale price has dropped most precipitously since, although it is still nearly $100,000 more than Prospect. Between 2002 and 2012, the median sales price in Prospect increased by 14.5%, while Cheshire increased by 18.8% and Bethany by 34.0%. Housing prices in Naugatuck, which has very different housing stock and housing characteristics, has decreased by 1.9%.

TABLE 11

Comparison of Median SF Home Sale Prices Prospect and Surrounding Communities, 2002-2012											
	2002	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**	**2009**	**2010**	**2011**	**2012**
Prospect	$205,250	$234,950	$250,250	$277,500	$269,950	$290,000	$273,000	$251,000	$253,000	$230,000	$235,000
Bethany	$242,500	$335,000	$320,000	$372,500	$415,000	$435,000	$362,500	$314,000	$317,500	$300,000	$325,000
Cheshire	$261,000	$290,000	$329,000	$344,000	$360,500	$342,250	$327,000	$339,900	$307,000	$335,000	$310,000
Naugatuck	$158,000	$169,900	$195,000	$235,000	$239,900	$234,900	$220,000	$176,000	$177,000	$165,500	$155,000

Source: The Warren Group

Much of the housing development in Prospect since 2007 has been the construction of new town homes developed by Toll Brothers in the northern part of the Town. Since 2008, town homes prices have outpaced single-family housing prices, as seen in Table 9 & 10. In 2012, the median sale price for a condominium/ town home in Prospect was directly on par with the single-family housing prices in Cheshire and Bethany. For comparison, the median sales prices of a condominium/ town homes in Cheshire was $173,500 in 2012, while it was $319,000 in Prospect. This is attributed to the newer, higher quality units within the Toll Brothers development. All such units in Prospect were in 55 adult communities.

Like many communities in Connecticut, Prospect experienced a dramatic climb in home sales prices from the latter half of the 1990s to 2007. A strong residential market had numerous positive impacts on communities like Prospect, such as rising assessments of residential properties (and thus increasing tax revenues from these properties) and attracting new residents to the Town.

Table 12 illustrates the number of single-family town home sales listings for the last week of December 2012 in Prospect. The vast majority of properties, 79% of the homes listed for sale, are clustered between $200,000 and $499,999. There were only 9 properties listed below $200,000 and none below $100,000 which creates a significant affordability barrier.

TABLE 12

Single Family Town Home Real Estate Listings by Price: December 2012		
	# of Listings	**% of Listings**
Less than $100,000	-	0.0%
$100,000-$199,999	9	16.4%
$200,000-$299,999	20	36.4%
$300,000-$499,999	24	43.6%
$500,000 or more	2	3.6%
Total	**55**	**100.0%**
Source: Realtor.com (2012); compiled by MMI		

With an average home sales price of $303,646 and a 20% down payment to avoid mortgage insurance, a new homeowner would need a mortgage of $243,000 and a down payment of nearly $61,000. At an assumed interest rate of 4%, a $243,000 mortgage would result in principal and interest payments of approximately $1,054 per month. Assuming roughly $1,000 per year in homeowner's insurance and a mil rate of 27.58, an additional $572 per month in taxes and insurance would be added, leading to a total monthly housing cost of $1,626. Using the standard calculation of 30% of gross household income for housing costs, a household would need to earn approximately $65,040 per year to afford an average home in Prospect. This income level is 30.5% lower than Prospect's 2011 median household income ($93,631), which itself is 49.8% more than the median household income for New Haven County as a whole ($62,497).

On a regional basis, Prospect has the seventh highest median home sales price of the 13 municipalities in the Central Naugatuck Valley Council of Governments (COGCNV) for which data is available. In addition, statistics provided by HOMEConnecticut, an initiative of the Partnership for Strong Communities organization, indicate that Prospect has only a small "gap" in terms of raw dollars between its median household income and the qualifying income needed to purchase a home at the median sales price in the Town. Prospect's median household income is relatively high, as previously stated, and therefore many residents will have the average qualifying income needed to purchase a home. It should be noted that the median household income represents households already in place. The barrier to affordability in Prospect may be, therefore, in retaining the new households created by current residents (by providing smaller units, for example) or in attracting new residents to move into Prospect, especially given the high expected down payment.

In a community such as Prospect, an additional barrier to affordability is the lack of diversity of housing stock. Housing is almost entirely larger, single family detached homes. Even though the prices in Prospect are affordable for families seeking this type of housing, the lack of small units and rental units which appeal to both new families and downsizing families, limits the diversity in population, and the overall affordability of Prospect. Because the income levels are relatively high, this may simply be a supply side problem. The addition of more units, and more diversity of units could expand affordability without reducing existing housing value significantly.

Detailed housing figures from the 2011 American Community Survey included statistics on gross rent for renter-

occupied units. With 169 specified renter-occupied units, Prospect's median rent in 2011 was $893. As shown in Table 13, this rent level is the second lowest among the surrounding communities, including the more urban community of Naugatuck. This suggests that the quality of rental units in Prospect may be lower than surrounding communities that receive higher median rents. As to be expected, Naugatuck and Waterbury contain the vast majority of the area's rental housing. In 2011, 34.2% of the area's rental units fell within the $750 to $999 gross rent cohort, followed by 32.5% of the units falling within the $1,000 to $1,499 gross rent cohort. Units renting for $1,500 or more per month in the area accounted for 6.0% of the area's total.

TABLE 13

Gross Rent for Specified Renter-Occupied Units: 2011										
Prospect and Surrounding Communities										
	Bethany		Cheshire		Naugatuck		Prospect		Waterbury	
	Units	Percent	Units	Percent	Units	Percent	Units	Percent	Units	Percent
Occupied units paying rent	**66**		**1,260**		**3,586**		**169**		**20,505**	
Less than $200	0	0.0%	50	4.0%	17	0.5%	0	0.0%	988	4.8%
$200 to $299	0	0.0%	20	1.6%	32	0.9%	0	0.0%	880	4.3%
$300 to $499	0	0.0%	83	6.6%	297	8.3%	0	0.0%	1,221	6.0%
$500 to $749	0	0.0%	78	6.2%	523	14.6%	28	16.6%	3,756	18.3%
$750 to $999	8	12.1%	197	15.6%	1,100	30.7%	74	43.8%	6,908	33.7%
$1,000 to $1,499	6	9.1%	427	33.9%	1,407	39.2%	60	35.5%	5,976	29.1%
$1,500 or more	52	78.8%	405	32.1%	210	5.9%	7	4.1%	776	3.8%
No Cash Rent	29		121		226		33		951	
Median Rent	**$1,738**		**$1,238**		**$966**		**$893**		**$881**	
Source: US Census, American Community Survey										

HUD publishes, on an annual basis, a schedule of Fair Market Rents for counties and metropolitan areas across the United States. HUD's FY 2013 Fair Market Rents provide a better picture of actual rents in these areas at the present time. Fair Market Rents are based upon Census data that is updated through various rental housing survey tools. For 2013, the Fair Market Rents for the Waterbury, CT HUD Metro FMR area (of which Prospect is a part) was $572 for a studio apartment, $772 for a one-bedroom apartment, $942 for a two-bedroom apartment, $1,173 for a three-bedroom apartment and $1,275 for a four-bedroom apartment. These numbers are far below fair market rents in all other metropolitan areas in the State, and are less than half of the rents for the highest Metropolitan area of Stamford-Norwalk. Norwich- New London, which has the second lowest fair market rent levels in the State, is at least $100 higher per month than the Waterbury area for a comparable unit.

To supplement Census and HUD data on market rents, a survey of units currently for rent were examined. Data sources included the Republican American rental listings, Craigslist.com rental listings, Rent.com and Apartmentguide.com listings. There were no complexes with rental available found in the Town of Prospect, and overall, only two private houses for rent. This suggests that of the 169 rental units in Prospect, most are long-term, private rentals.

The 2011 ACS statistics indicate that 181 owner-occupied households in Prospect, or 20.4%, paid thirty percent or more of household income for monthly housing costs. Rental households paying thirty percent or more of household income for gross rent were 112 households or 69.2% of total renter households. These households do not meet State and Federal housing affordability guidelines, which mandate housing affordability as paying less than 30% of ones income for housing expenses. The disparity between the percentage of owner and renter occupied units not meeting the affordability guideline suggests that many households who cannot afford to own a house in Prospect leave the town, and those that remain and choose to rent instead, have limited incomes. As previously stated, the rents in Prospect are generally lower than the surrounding communities, and therefore the high percentage of renters who do not meet affordability guidelines is a particular concern.

Multifamily Housing And Housing For Aging Demographics

Of the 3,397 housing units in Prospect, only 1.5% are multifamily units (buildings with 5 or more units), but an additional 2.5% of the inventory is in 2 to 4 unit structures. Currently, multifamily dwellings are not permitted by the zoning regulations in Prospect, except specifically age restricted units, with a minimum of 15% of the units designated as age-restricted, affordable. Such housing is currently permitted in any Residential (RA-1 or RA-2) or Commerce Park (CP) zone, and as a single parcel with a minimum of 5 acres, although not more than 8 units per acre can be built, and no building shall contain more than eight units.

Housing for an aging population is a critical concern for most communities. As the population ages, it is important that a community provide alternative living arrangement options. This gives the population opportunities to continue to reside in the community where they have spent the majority of their years and not be forced out by escalating housing prices. Housing product can include a range of types and supporting services, from conventionally designed housing units intended to promote mobility (e.g., one-level, grab bars, ramps, etc.) to provision of medical and support of daily living functions, there are many variations of housing product. The main distinguishing characteristics of the housing types are the level of medical assistance and the extent of communal facilities provided.

Future demand for housing in Prospect will depend upon market conditions, the economy and similar outside forces that cannot be predicted. However, with almost 34% of Prospect's population being between the ages of 45 and 64, it is reasonable to expect the demand for housing options for older persons in Prospect will increase over the next decade.

When thinking about multifamily housing and housing for aging demographics in Prospect, it is important to consider Prospect's unique character, density and urban design elements to establish reasonable criteria for multifamily housing to increase the supply of affordable housing. Careful planning for the future possibility of these types of units can guide developments to areas in Prospect which meet these criteria.

Housing Issues, Trends And Implications

In terms of planning for the next ten years and beyond, several housing issues and trends in Prospect have future implications. These include:

- An aging population will increase the demand for smaller, age in place units;
- A minimal diversity of housing type, size, age, and design in the existing housing stock may require an expansion of the type of units cited above;
- A shortage of rental units resulting in low vacancy rates and very little turnover of units will limit the opportunities for older households desiring a downsizing as well as younger persons who grew up in Prospect and desire to remain in the community;
- A shortage of areas zoned to permit multifamily housing, which limits the potential to diversify the housing stock.

CHAPTER 3: LAND USE

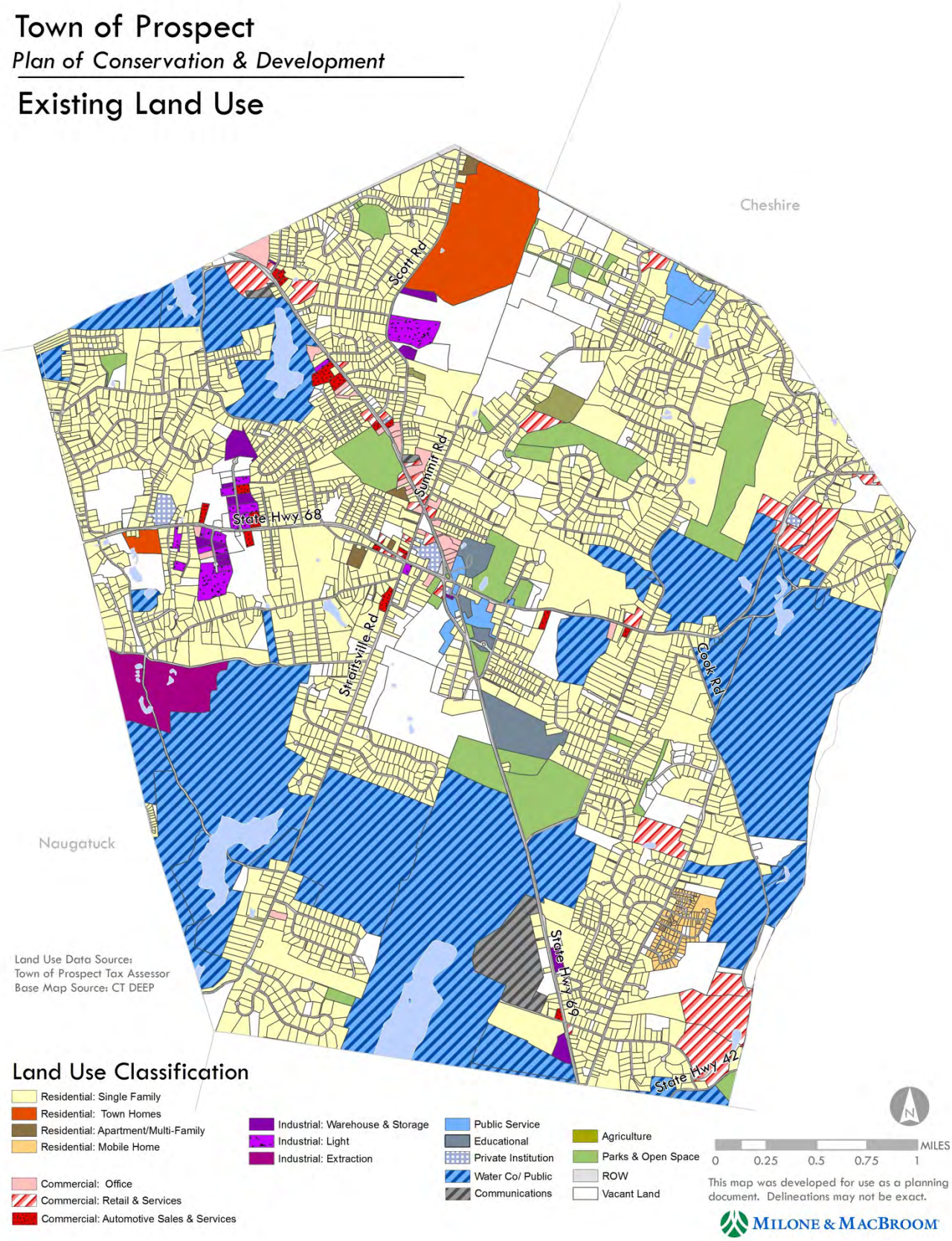
As part of the update to the Prospect Plan of Conservation and Development, in cooperation with the Town Assessor and Land Use Inspector, records were accessed to assemble a variety of statistics for each parcel in Prospect. These statistics include the land use for each of the parcels. This information was entered into the GIS database for mapping purposes. The attached Existing Land Use Map presents this information broken down into nineteen categories. This updates the map prepared in 2002 as part of the preparation of the current plan. This map is identified as Map 6, *Existing Land Use*.

Map 7, *Land Use Change – 2012-2013,* highlights those parcels which have changed land use in the period since 2002. There are some individual residential parcels within subdivisions that have changed from 'vacant' to 'developed' since 2002. For purposes of clarity, these parcels are not highlighted on the map. However, the extent of these parcels is not significant enough to impact neither the plan revision nor any policies that might be contained in the update.

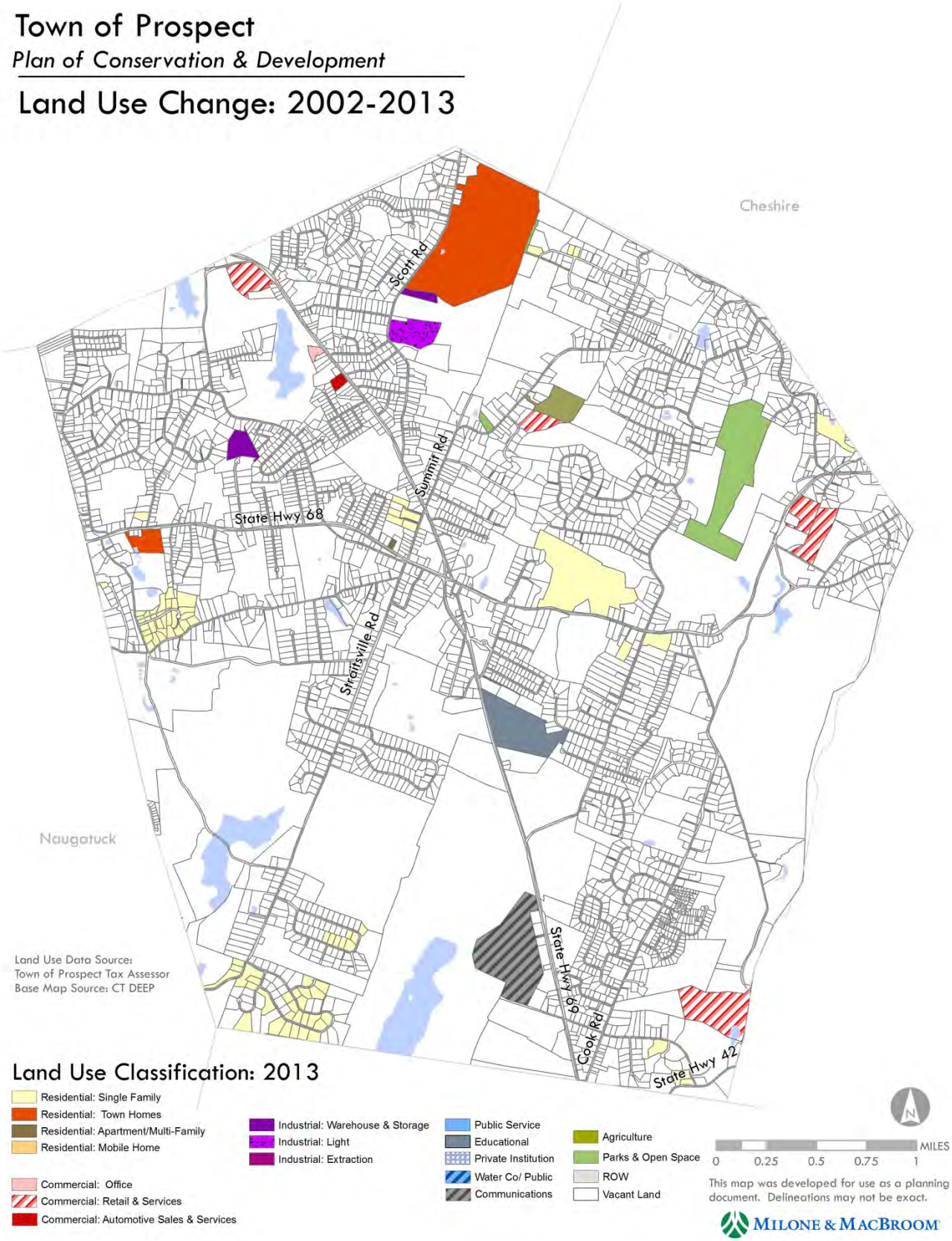
Map 8, *Conflicting Zoning,* shows those parcels on which there are land uses that are in conflict with the Town Zoning District Map. As can be seen from a review of this map, the number of such parcels is quite small when one considers the total number of parcels in the town. This is evidence that the current plan and zoning map have been used effectively by the Planning and Zoning Commission in the guiding of development in Prospect.

In terms of the overall development pattern in the town, a calculation of the percentage land use on an acreage basis has been completed. Table 14 presents the result of this calculation. Similar to the current plan, the dominant land uses are single-family residential and water company properties. Municipal and open space uses are the third highest land use category by acreage. What is interesting is the small amount of vacant land. Therefore, it can be expected that future development will result from the subdivision of large residential parcels currently occupied by a single residence and redevelopment/change of use on currently developed parcels. Such parcels will often contain nonresidential uses that, due to changing market conditions, have become undervalued and offer the potential for more economic returns.

MAP 6


Town of Prospect
Plan of Conservation & Development
Existing Land Use
Cheshire
Naugatuck
Scott Rd
Summit Rd
State Hwy 68
Straitsville Rd
Cook Rd
State Hwy 69
State Hwy 42
Land Use Data Source:
Town of Prospect Tax Assessor
Base Map Source: CT DEEP
Land Use Classification
Residential: Single Family
Residential: Town Homes
Residential: Apartment/Multi-Family
Residential: Mobile Home
Commercial: Office
Commercial: Retail & Services
Commercial: Automotive Sales & Services
Industrial: Warehouse & Storage
Industrial: Light
Industrial: Extraction
Public Service
Educational
Private Institution
Water Co/ Public
Communications
Agriculture
Parks & Open Space
ROW
Vacant Land
MILES
0 0.25 0.5 0.75 1
This map was developed for use as a planning document. Delineations may not be exact.
MILONE & MACBROOM

MAP 7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Commercial: Retail & Services
Commercial: Automotive Sales & Services
Industrial: Warehouse & Storage
Industrial: Light
Industrial: Extraction
Public Service
Educational
Private Institution
Water Co/ Public
Communications
Agriculture
Parks & Open Space
ROW
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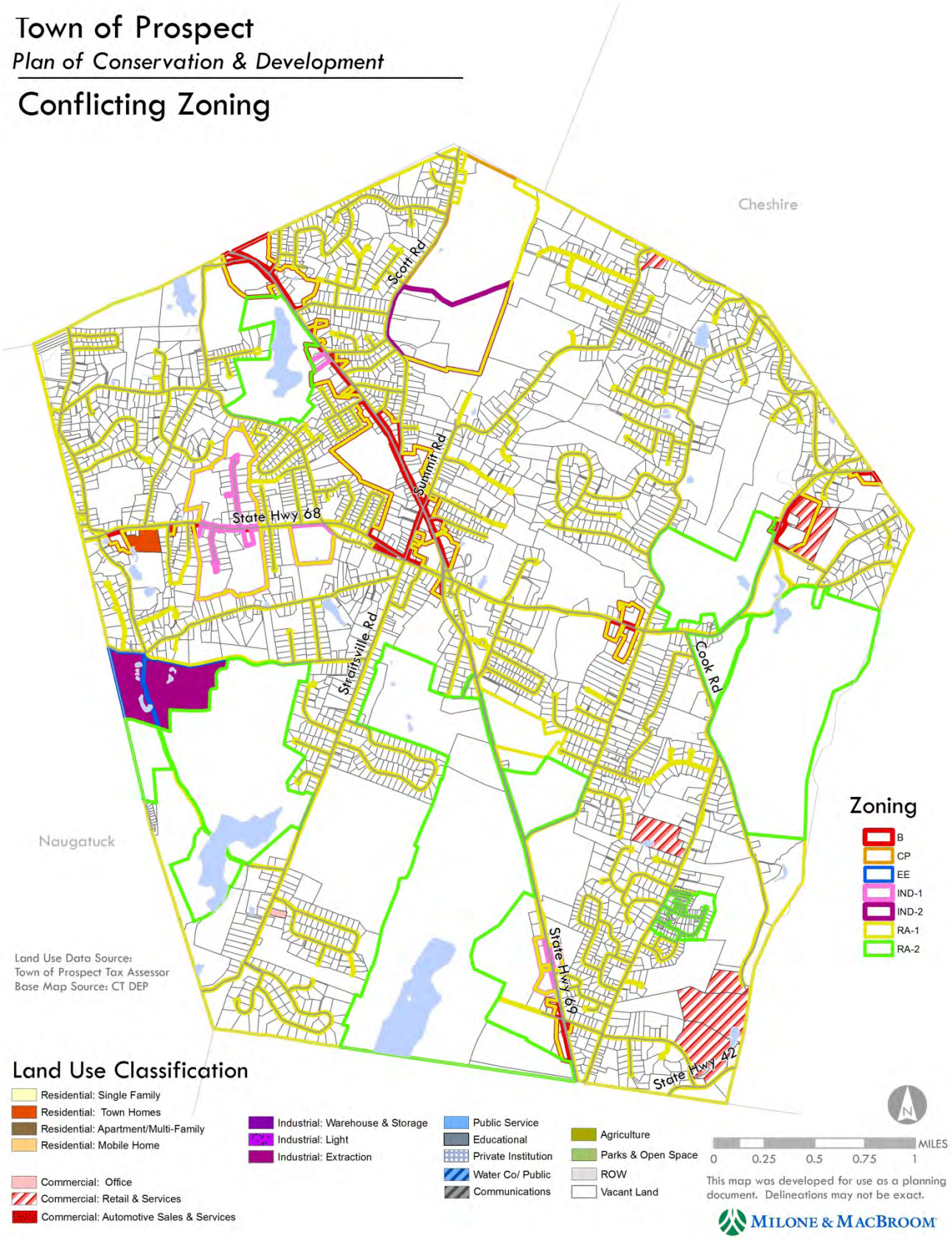
MAP 8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Zoning
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RA-1
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Private Institution
Water Co/ Public
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Agriculture
Parks & Open Space
ROW
Vacant Land
MILES
0 0.25 0.5 0.75 1
This map was developed for use as a planning document. Delineations may not be exact.
MILONE & MACBROOM

TABLE 14

Town of Prospect 2013 Land Use

LAND USE CATEGORY	ACRES	PERCENT OF TOTAL
Commercial: Office	51	0.6%
Commercial: Automotive Sales & Services	36	0.4%
Commercial: Retail & Services	160	1.7%
Communications	8	0.1%
Educational	69	0.8%
Industrial: Extraction	88	1.0%
Industrial: Light	60	0.7%
Industrial: Warehouse & Storage	69	0.7%
Parks & Open Space	380	4.1%
Private Institution	30	0.3%
Public Service	63	0.7%
ROW	491	5.3%
Residential: Condominium/ Active Adult	181	2.0%
Residential: Apartment/Multi-Family	19	0.2%
Residential: Single Family	3,991	43.3%
Residential: Mobile Home	37	0.4%
Vacant Land	1,076	11.7%
Water Co/ Public	2,407	26.1%
TOWN TOTAL	**9,218**	**100%**

Source: MMI, Tax Assessor Data

CHAPTER 4: DEVELOPMENT POTENTIAL

The 2002 Plan of Conservation and Development presents an analysis of the development potential if all vacant land in Prospect is developed. The methodology used to arrive at an estimate for residential and nonresidential development included identification of the amount of vacant land in each zoning district. An analysis of development constraints was undertaken to identify land which is not feasible for development due to wetlands, steep slopes, and floodplains. In addition, water company lands were not included. Map 9, *Natural Constraints to Development,* displays these constraints on a town-wide basis. This land was subtracted from the total of vacant land to compute a net amount of land available for development. The zoning requirements for the specific district were then used to estimate the number of dwelling units or nonresidential square footage that could be potentially developed. It should be noted that these estimates are for a total build out which, in practicality, will never occur.

This 2002 analysis resulted in an estimate of the potential for 1,877 dwelling units and 4,900,000 square feet of nonresidential development. The basis for this estimate was the amount of lot area needed for each dwelling unit and 35% lot coverage in one story buildings for nonresidential development. Alternative zoning scenarios were calculated that would reduce this potential. For residential use, the approach was to increase the minimum lot area for residential use by changing R-1 districts within public water supply areas to R-2. For nonresidential development, the building coverage was reduced from 35% to 25% and 20%.

For the 2013 update, a process similar to the one described above has been completed. The GIS-generated parcel map and link to the assessor's data has increased the accuracy of the process. In addition, the Existing Land Use map contains changes in use since 2002, as well as changes in zoning regulations. Tables 15 & 16 contain estimates of the potential amount of development of residential and non-residential land, respectively. GIS has been used to prepare maps that display both the development constraints and the development potential.

TABLES 15 & 16

Prospect Vacant or Underutilized Residential Lands, 2013					
Zone	**Total Acres**	**Constrained Acres**	**Net Buildable Land (Acres)***	**Minimum Lot Size (SF)**	**Potential Dwelling Units****
RA-1	1,580	511	1,037	40,000	822
RA-2	119	32	83	80,000	36
Subtotal	**1,699**	**543**	**1,120**		**858**
* Net excludes those parcels that do not mean minimum building requirements after excluding constrained acres					
** Net buildable area minus 20% utility allowance/ Minimum lot size					

Prospect Vacant Non-Residential Lands, 2013					
Zone	**Total Acres**	**Constrained Acres**	**Net Buildable Land (Acres)***	**Minimum Lot Size (SF)/ Maximum Coverage**	**Potential Floor Area (SF)**
B	11	2	8	20,000/35%	128,038
IND-1	82	14	68	40,000/ 35%	1,042,962
IND-2	92	33	59	40,000/ 35%	900,087
Subtotal	**185**	**49**	**136**		**2,071,087**
* Net excludes those parcels that do not mean minimum building requirements after excluding constrained acres					

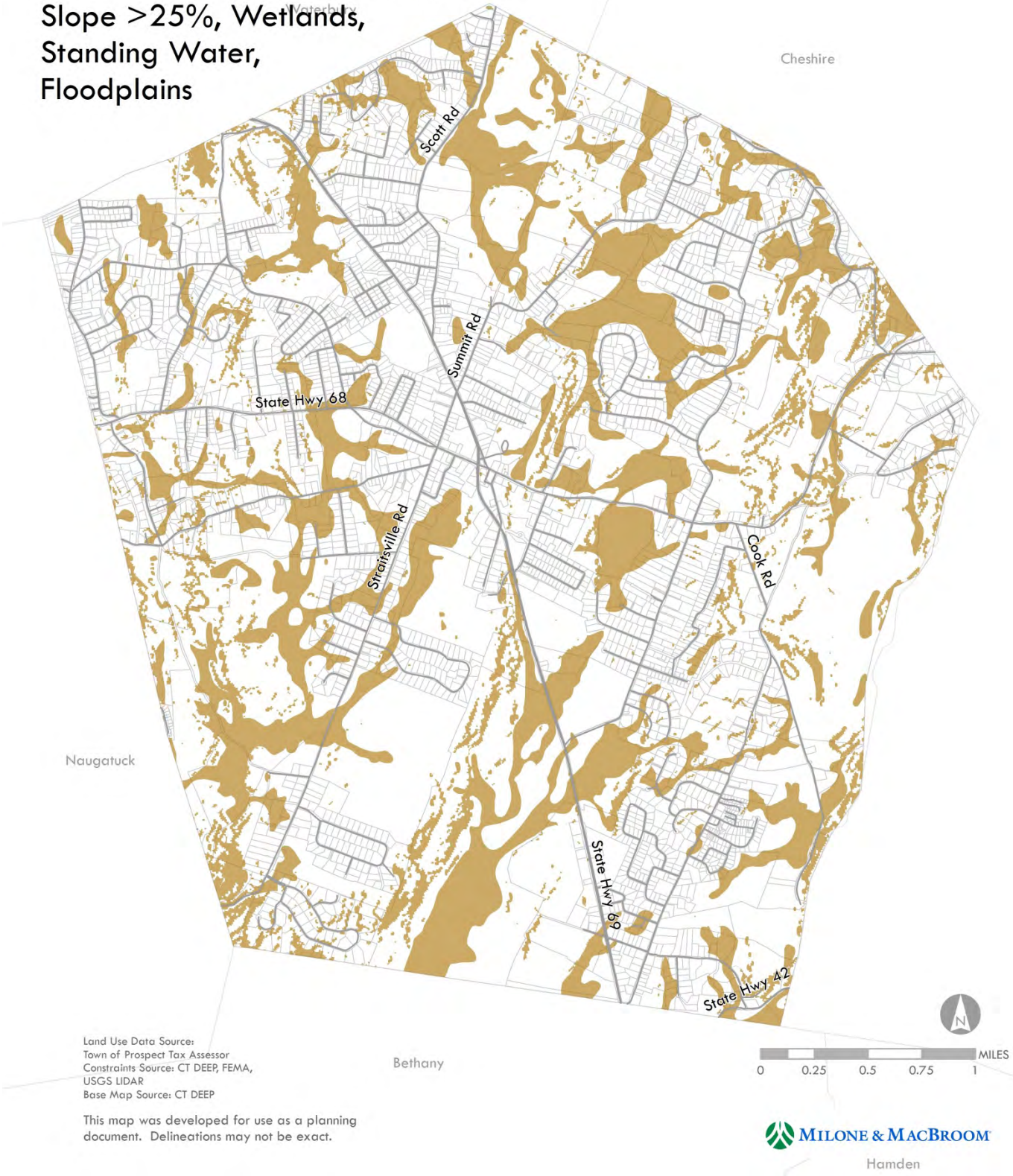
Source: MMI

MAP 9

Town of Prospect

Plan of Conservation & Development

Natural Constraints to Development: Slope >25%, Wetlands, Standing Water, Floodplains



Land Use Data Source:
Town of Prospect Tax Assessor
Constraints Source: CT DEEP, FEMA, USGS LIDAR
Base Map Source: CT DEEP

This map was developed for use as a planning document. Delineations may not be exact.

MILONE & MACBROOM

Map 10, *Development Potential*, displays the result of this calculation on a specific area basis for residential development. The map shows a net developable area, as a calculation of the gross area minus constrained areas. The existing zoning requirements were applied to arrive at a Residential Potential Development estimate of 822 units in the R-1 District and 36 units in the R-2 District for a total of 858 units.

Map 11, *Non-Residential Development Potential,* displays the result of the calculation for nonresidential development potential. This calculation uses the 35% building coverage with a single-story building, as was the assumption in the 2002 plan. This results in a potential floor area of 128,038 square feet in the B District, 1,042,962 square feet in the Ind-1 District, and 900,087 square feet in the Ind-2 District for a total of 2,071,087 square feet.

The most significant impact on the development potential estimates between 2002 and 2013 is the Toll Brothers' development, off of Scott Road. The CP zoning designation with special permit provisions for residential development had a major impact when combined with the development of smaller vacant non-residentially zoned properties on the overall nonresidential development potential.

In March of 2013, the regional Council of Governments Central Naugatuck Valley published a *Residential Build-Out Analysis* for Prospect. Using a slightly different methodology, their analysis found potential for an additional 924 residential units, a difference of 66 units from the Milone and MacBroom Analysis.

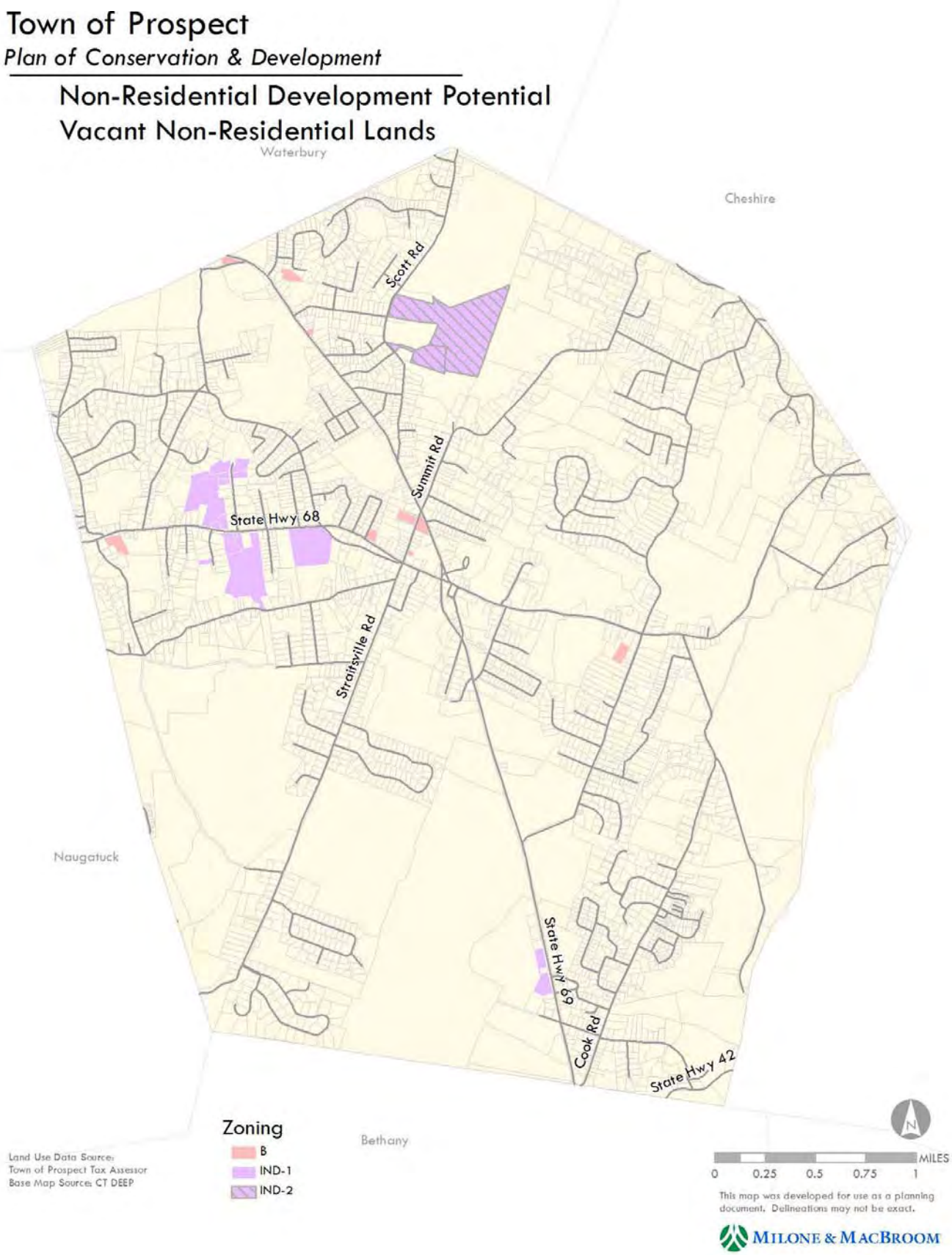
Future Development Potential

A full build out is not to be expected or planned for, but it represents the amount of the development that is possible under current regulations in Prospect. The Commission and the community should continue to develop a vision for Prospect's future, and may wish to make adjustments to zoning and other development regulations in order to better align visions with future development potentials.

MAP 10

Town of Prospect
Plan of Conservation & Development
Residential Development Potential
Vacant and Underutilized Residential Lands
Waterbury
Cheshire
Scott Rd
Summit Rd
State Hwy 68
Straitsville Rd
Naugatuck
State Hwy 69
Cook Rd
State Hwy 42
Bethany
Zoning
RA-1
RA-2
Land Use Data Source:
Town of Prospect Tax Assessor
Base Map Source: CT DEEP
MILES
0
0.25
0.5
0.75
1
This map was developed for use as a planning document. Delineations may not be exact.
MILONE & MACBROOM

MAP 11


Town of Prospect
Plan of Conservation & Development
Non-Residential Development Potential
Vacant Non-Residential Lands
Waterbury
Cheshire
Scott Rd
Summit Rd
State Hwy 68
Straitsville Rd
Naugatuck
State Hwy 69
Cook Rd
State Hwy 42
Bethany
Zoning
B
IND-1
IND-2
Land Use Data Source:
Town of Prospect Tax Assessor
Base Map Source: CT DEEP
MILES
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0.25
0.5
0.75
1
This map was developed for use as a planning document. Delineations may not be exact.
MILONE & MACBROOM

CHAPTER 5: CHANGES SINCE 2002 POCD

This chapter contains a description of miscellaneous changes that have taken place since the adoption of the 2002 POCD. These changes provide background in support of Chapter 6, *Policy and Objectives* and Chapter 7, *Action Agenda*.

LAND USE PLAN

The updated information in the preceding chapters has been input into the Land Use plan. The Land Use plan is a reflection of the goals, objectives, and recommendations of this updated POCD as well as an integration of the elements from the adopted Open Space Plan. Map 12, *Land Use Plan Map,* is based on the 2002 Land Use Plan Map, but has been updated to reflect development changes and proposed land use changes that have occurred in the last 11 years, and the adoption of the Open Space Plan.

WATER LINE AND SEWER CONNECTION EXTENSION

Map 13, *Existing Water Service Areas and Sewer Extension Areas,* presents the extent to which water lines have been extended since adoption of the 2002 Plan, and identifies areas where sanitary sewer connections have been made. These connections have been privately funded.

COMMERCE PARK ZONE

Subsequent to the adoption of the 2002 POCD, a new zoning district (Commerce Park-CP) in the Scott Road corridor was adopted. The regulations for this district were subsequently amended to permit age-restricted housing by Special Permit. This has had the dual impact of reducing the amount of vacant land for nonresidential development as a result of the Toll Brothers community, and increasing the population in Prospect.

RECESSION

In the last half of the 10-year period since the adoption of the 2002 POCD, the nation has experienced a severe economic recession, impacting the pace of development. This has impacted Prospect in several ways including a slowing in the pressure for new or expanded community facilities. Development trends over the next 10 years should be carefully monitored to assess impacts.

OPEN SPACE PLAN

The 2002 POCD has been amended by adoption in 2010 of the Open Space Plan prepared by the Conservation Commission. This Open Space Plan remains the applicable plan in this updated POCD.

REGULATORY CHANGES

The Planning and Zoning Commission, subsequent to the adoption of the 2002 POCD, undertook comprehensive revisions to the Prospect zoning and subdivision regulations. The regulations now incorporate many of the policies and goals included in the 2002 POCD.

Historic Districts and Sites

The Town of Prospect has two Historic Sites and one Historic district that are either listed on the State or National Registers of Historic Places. They are shown on Map 14, *Listed Historic Properties.*

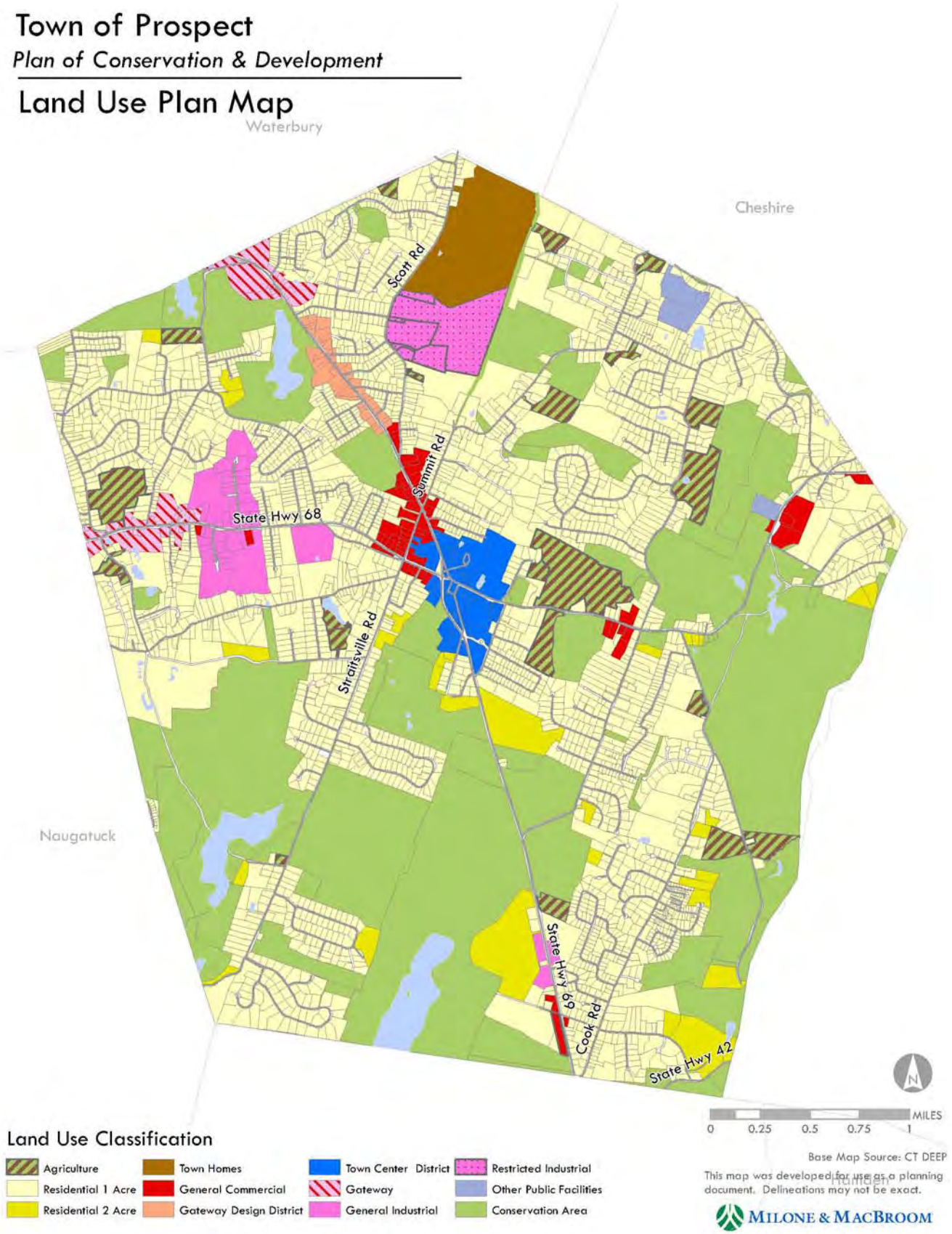
The David Hotchkiss House, built by Frederick Hotchkiss for his son, David Miles Hotchkiss, in 1819, and the surrounding farm are owned by the Town of Prospect. The house was added to the National Register of Historic Places in 1982, and is also listed on the State Register of Historic Places.

The Prospect Green Historic District was listed on the National Register of Historic Places in 2000. The listing includes 10 contributing structures and objects, and 5 noncontributing structures and objects all centered around the Prospect Green. The buildings include the historic and present libraries, Congregational Church and parsonages, Civil War monument, historic and present schools, Grange, Advent Chapel, Police Station, and Volunteer Fire Department. All sit on a hill designated as the highest point in New Haven County. The district is also listed on the State Register of Historic Places.

Functional Road Classifications

Several roads have changed their functional road classification, as determined by the Connecticut Department of Transportation, since the 2002 POCD. An updated map, entitled *Functional Road Classifications* is shown on Map 15.

MAP 12


Town of Prospect
Plan of Conservation & Development
Land Use Plan Map
Waterbury
Cheshire
Naugatuck
Scott Rd
Summit Rd
State Hwy 68
Straitsville Rd
State Hwy 69
Cook Rd
State Hwy 42
Land Use Classification
Agriculture
Residential 1 Acre
Residential 2 Acre
Town Homes
General Commercial
Gateway Design District
Town Center District
Gateway
General Industrial
Restricted Industrial
Other Public Facilities
Conservation Area
MILES
0
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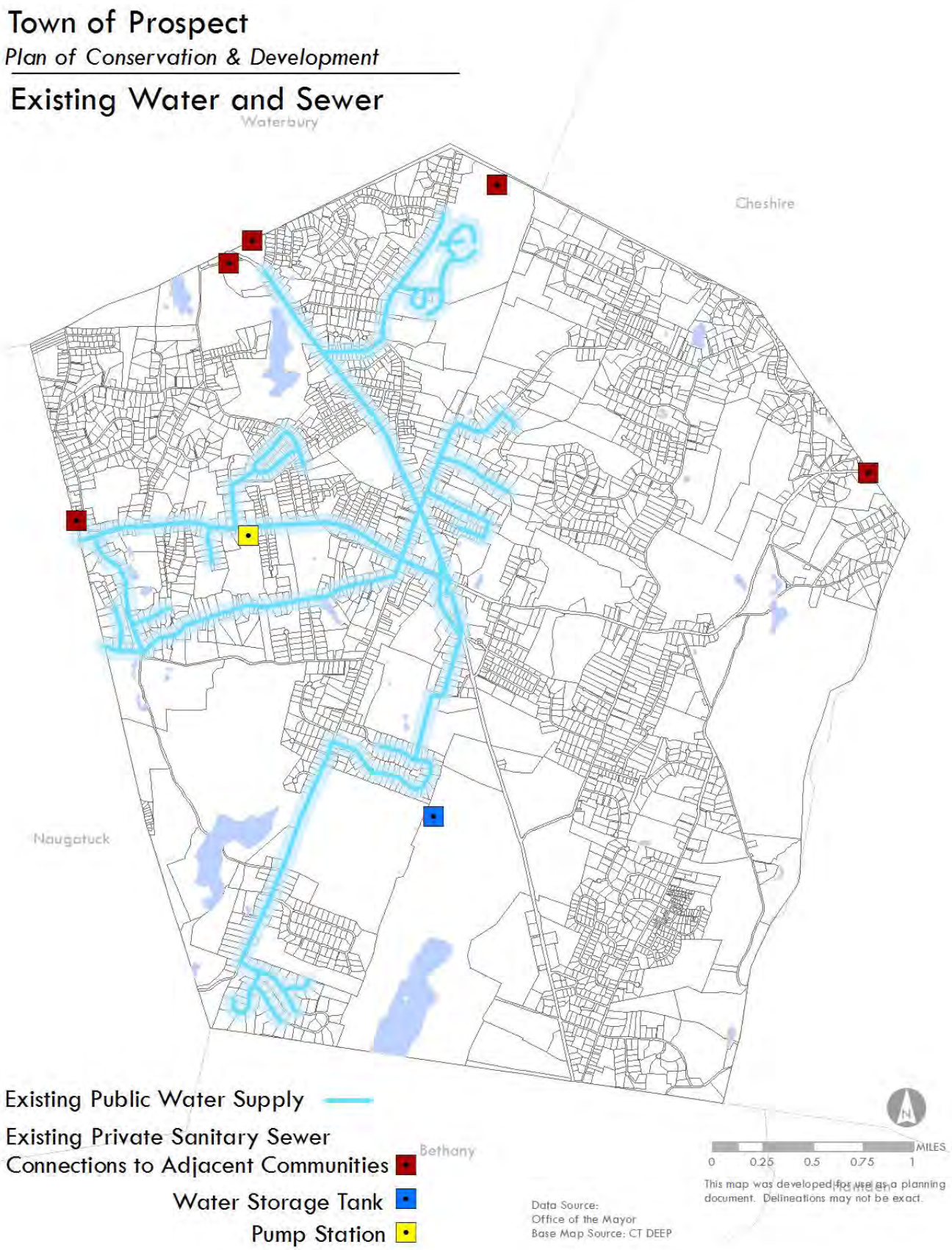
0.75
1
Base Map Source: CT DEEP
This map was developed for use as a planning document. Delineations may not be exact.
MILONE & MACBROOM

MAP 13


Town of Prospect
Plan of Conservation & Development
Existing Water and Sewer
Waterbury
Cheshire
Naugatuck
Bethany
Existing Public Water Supply
Existing Private Sanitary Sewer Connections to Adjacent Communities
Water Storage Tank
Pump Station
MILES
0 0.25 0.5 0.75 1
This map was developed for use as a planning document. Delineations may not be exact.
Data Source:
Office of the Mayor
Base Map Source: CT DEEP

MAP 14

Town of Prospect
Plan of Conservation & Development
Listed Historic Properties
Waterbury
Cheshire
David Hotchkiss House; NRHP, State Register
Prospect Green Historic District; NRHP, State Register
Naugatuck
Prospect Dairy; State Register
Bethany
MILES
0 0.25 0.5 0.75 1
This map was developed for use as a planning document. Delineations may not be exact.
Data Source:
CT SHPO; NRHP; Office of the Mayor
Base Map Source: CT DEEP
MILONE & MACBROOM

MAP 15

Town of Prospect
Plan of Conservation & Development
Functional Road Classifications
Waterbury
Cheshire
Scott Rd
Summit Rd
State Hwy 68
Southfield Rd
Naugatuck
State Hwy 69
Cook Rd
State Hwy 42
Bethany
Classifications
Collector
Minor Arterial
Principal Arterial
MILES
0
0.25
0.5
0.75
1
This map was developed for use as a planning document. Delineations may not be exact.
MILONE & MACBROOM
Data Source:
Connecticut Department of Transportation
December 31, 2011
Base Map Source: CT DEEP

CHAPTER 6: POLICIES AND OBJECTIVES

Based upon an analysis of conditions at the time of preparation of the 2002 POCD, community input and decisions made by the Planning and Zoning Commission, a series of policies and objectives were included in the POCD. This material has been reviewed and discussed by the Commission. This chapter presents the policies and objectives from the 2002 POCD with changes as part of this update.

Changes to the content of the 2002 POCD are shown in a bold typeface in order to provide ease of identification.

POLICY UPDATE

The update of the "Existing Conditions" component of the 2002 Plan of Conservation and Development provided the Commission with new information on community conditions and trends. It also provided new information on the comparative position of Prospect versus other small towns in the Central Naugatuck Valley Region. The changing conditions required the Commission to revisit certain policy positions included in the 2002 POCD and proposed revisions reflective of the changes.

1. The 2010 Open Space Plan as prepared by the Conservation Commission, which has been adopted by the Planning and Zoning Commission as an amendment to the 2002 POCD, shall remain the Open Space Policy in this updated POCD.

2. Residential Growth Policy. State population forecasts, formulated in 1995, **and referenced in the 2002 POCD,** estimated only modest population increase in Prospect to the year 2020. At that date, the population was estimated likely to be about 8,900. **The most recent census data indicates a population of 9,405 in 2010.**

The **earlier** 1975 Plan of Development had forecast an expected population of about 12,000 persons by 1990, which obviously did not occur. However, depending on the assumptions applied, the development potential analysis conducted for Prospect's vacant lands based on current zoning indicated that continued residential development could lead to a population count in a range from 10,730 to 12,840, if water company lands are kept out of development and up to 15,745 if water company lands are fully developed for homes. **The development potential completed for the 2013 update estimates 858 additional dwelling units could be built. Using 2.5 persons per unit, this would result in 2,145 persons. This would result in a population of 11,550. The Planning and Zoning Commission would prefer to see the Prospect population contained below the earlier forecast of 12,000, consistent with the capacity of community facilities and rural community character.**

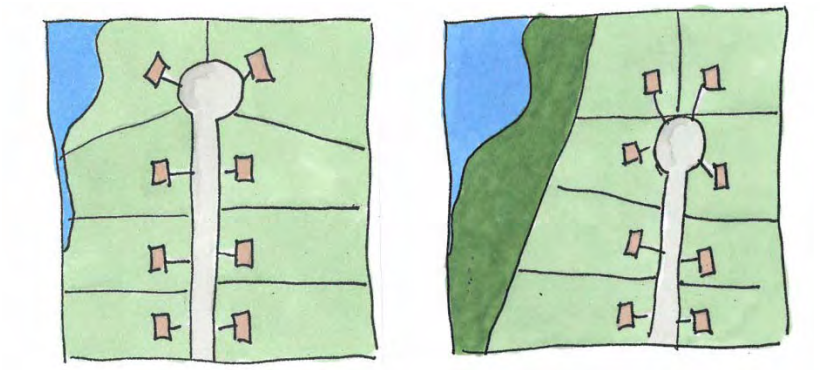
The Commission does not intend to stop new residential growth, however, it does propose to adjust land use policies and development standards to influence the build-out potential downwards consistent with environmental conservation concerns and the desired community character. A key proposed change is extended two-acre minimum zoning designation to both water company lands and non-water company lands in the water supply watershed neighborhoods. This change should hold the population growth in the range of 10,383 to 11,741.

The Town does recognize its obligation to address the issue of affordable housing and mix of housing types.

Prospect has in excess of 20% of its lands identified as "Conservation" locations in the State Plan of Conservation and Development. In such communities, State Statutes on the Plan of Conservation and Development require the Town to consider "cluster development". In such developments as defined by statute, development standards as to lot sizes, yard requirements and such can be reduced if at least one-third of the site is conserved as open space.

Presently, the Prospect Zoning Ordinance and Subdivision Regulations contain no cluster development provision. The Planning and Zoning Commission has considered cluster design and determined not to include it in the local land use regulations. A fee in lieu of open space program has been initiated and this approach is considered preferable with land acquisitions based on Town priorities rather than creation of a collection of scattered and unrelated open space holdings. The Commission is also concerned that "cluster" will lead to an effective increase in density and development potential as difficult lands are set aside as open space reserve and limited buildable areas are overcrowded with additional homes, set close together in contrast to the prevalent low density development pattern. As part of the planned review of the zoning and subdivision

regulations, the Commission may re-visit this issue to determine if some type of cluster development should be adopted as part of future regulation amendments.



As illustrated in the conceptual sketch on the left, Cluster Developments are a way to conserve open space areas and reduce infrastructure costs, while maintaining the same number of housing units and lots. The standard development on the left has 8 single-family parcels, a water area, and a cul-de-sac. The cluster development on the right still has 8 parcels, however the land bordering the water has been set aside as open space, the parcel sizes have been slightly reduced, and therefore the amount of new roadway needed has been reduced as a result of the reduced size of lot frontages

3. Public Utilities, Sewer and Water Policy.

Over the last several years, areas of the Town have had properties tie into sewer lines in adjacent communities. These tie-ins have been privately financed. These properties include Señor Panchos on Route 68, a medical office and banquet facility on Route 69 at the Waterbury town line, and a residential property near the Naugatuck town line along Route 68, and the Toll Brothers age restricted development on Scott Road.

These cases represent situations and opportunities where limited expansion of sanitary sewer into Town from neighboring communities is acceptable to enhance the tax base, to provide an opportunity to allow a new use which will be beneficial to the Town and to prevent degradation of environmental resources. The Commission's policy in the 2013 Plan of Conservation and Development, with respect to sanitary sewers is to anticipate limited services at the edges of Town. Such uses that are dependent on such service and which enhance the tax base as being net revenue positive also add to the character and quality of life in Prospect. The Commission remains opposed to any general extension of sewer service for residential development. However, residential development in the areas discussed above to achieve a mix of housing types and to address the issue of affordable housing may be considered as part of future zoning and subdivision regulation amendments.

In the 2001 Connecticut Water Company Water Supply Plan, future service areas have been identified as required by §25-32d-1 of the Regulations of Connecticut State Agencies. The future service areas include to 5, 20 and 50-year planning horizons corresponding to 2004, 2010, and 2040. **Chapter 5 of this update contains Map 13, *Existing Public Water Supply*, which is an update of Map 16 in the 2002 POCD.**

The 5-year planning horizon includes those areas where development projects are in various stages of active planning and other areas where system improvements within the next five years are anticipated by the Connecticut Water Company. The 20-year planning horizon includes areas that development projects are speculative at this time, but have a reasonable chance of actually occurring over the long term. Also included in the 20-year horizon are most major commercial and industrially zoned areas. Such areas often require public water service to allow development to proceed. Some areas outside these planning horizons may require the benefits of public water supply. This demand for public water will grow as the standards for drinking water quality, including that derived from private wells, become more stringent. According to the Connecticut Water Company, these areas will most likely be served by non-interconnected satellite water systems.

On the matter of water service expansion, the Commission holds the opinion similar to sewer extension that extension should be limited to areas which will lead to a strong tax base or areas in which existing well supplies have proven problematic. Water service should not be extended as a means to facilitate residential development. On undeveloped sites where the underlying water supply is unreliable, the Commission may find such sites unsuitable for subdivision or only suitable for subdivision at exceptionally low densities that would not overburden the available supply. Where water service is brought to a neighborhood that has had a supply problem, the new service will not be considered justification to reduce minimum lot sizes in such neighborhoods.

The siting of telecommunication (cell) towers was a relatively new issue that Planning and Zoning Commissions across the state was forced to address in the POCD. While the siting of new cell towers is a responsibility given to the Connecticut Siting Council, recommendations made within the **POCD** can help guide the siting of towers away from sensitive areas of town. In fact, the Connecticut Siting Council recommends that appropriate sites for cell tower relocations be identified in the Plan of Conservation and Development as a means for the Town to be proactive as opposed to reactive to siting proposals.

To assist the Town with the recommendation, a "Potential Wireless Propagation" map was provided by the Connecticut Siting Council that illustrates areas in town where wireless coverage is deficient. The location of the deficient areas in Prospect coincides generally with the location of Water Company owned property. Much of this land is undeveloped and is currently public water supply watershed. Due to the remoteness of this property, the siting of telecommunication towers in this area would be the least obtrusive to the residents of Prospect. However, care must be given to ensure the siting location is consistent with the land use plan of the water utility and will not threaten any unique resources in the area, particularly the public water supply.

Since the adoption of the 2002 POCD, the siting of wind turbines has become an issue of importance. Such a facility was proposed in Prospect which resulted in extensive public opposition. Following review of the proposal, the Siting Council voted not to permit the location.

4. School Facilities Policy. At the time of preparation of the 2002 POCD, Regional School District (#16) had a committee studying Algonquin School replacement.

The Planning and Zoning Commission finds that principal responsibility for school planning will rest with the Regional Board of Education. However, such planning should take into consideration the role of the schools in the community as a center of education, social and recreational activities. Attention should also be given to the appropriate reuse of existing facilities.

Potential school sites were identified in the 2002 POCD by screening vacant parcels in town that had a minimum of 10 acres and are located on a main road. Several possible sites were identified which satisfied these criteria, without consideration of water company land. In the 2002 POCD, these potential school sites were shown on Map 17, *Potential School Sites*. Subsequent to the adoption of the 2002 POCD a new school site was selected on Route 69 from these potential sites. As a result of the planned construction of a new school, a school in Prospect will be closed. The Planning and Zoning Commission will participate in any approval process under which the Town purchases the school currently owned by the regional school board. This will be done in accordance with Section 8-24 of the Connecticut General Statutes. If the school is purchased by either the Town or a private entity, the Commission will review any proposed use in accordance with its regulations.

5. Economic Development Policy.

a. Gateways. Map 16**, entitled *Gateway Areas*, identifies a northern and western gateway area. Both areas should be developed with improved design requirements. The northern gateway should encourage office, institutional, and hospitality uses, with a limit on convenience retail. The western gateway area should encourage a mix of commercial and industrial uses. The Commission should consider adoption of specific zoning districts or overlay regulations for each area.**

b. Prospect Center. The Planning and Zoning Commission has recognized the historic and social importance of Prospect Center in **the 2002 POCD**. The Commission is concerned that the image and the amenities of the Center of Town be improved. Existing development lacks a strong cohesive image and continuity. Increasing traffic can threaten to make the roadway the dominant feature to the detriment of the landmarks and institutions located here.

The Town Center should be the preferred location for the expansion of public facilities and institutions. Traffic planning should consider the appearance of the roadway as well as its capacity, convenience and safety. The circulation plan for the area should include consideration of pedestrian convenience and include a walkway plan that links activities in the Center. Public and private site planning should strive for a level of quality that enhances appearance of the community and strengthens the image of the Center.

To promote an improved Town Center appearance and to alleviate traffic congestion, the Commission proposes to review and refine zoning classifications, permitted uses and development standards with the intent to eliminate high traffic generators, reduce the lot coverage and improve parking availability and appearance.

The Planning and Zoning Commission will analyze the advantages and disadvantages of the establishment of a Village Center District as shown on Map 17, *Potential Village* District, in accordance with State Statutes. The adoption of such a district would provide a higher degree of design review. Priority as to designation should be placed on the Town Center Village area.

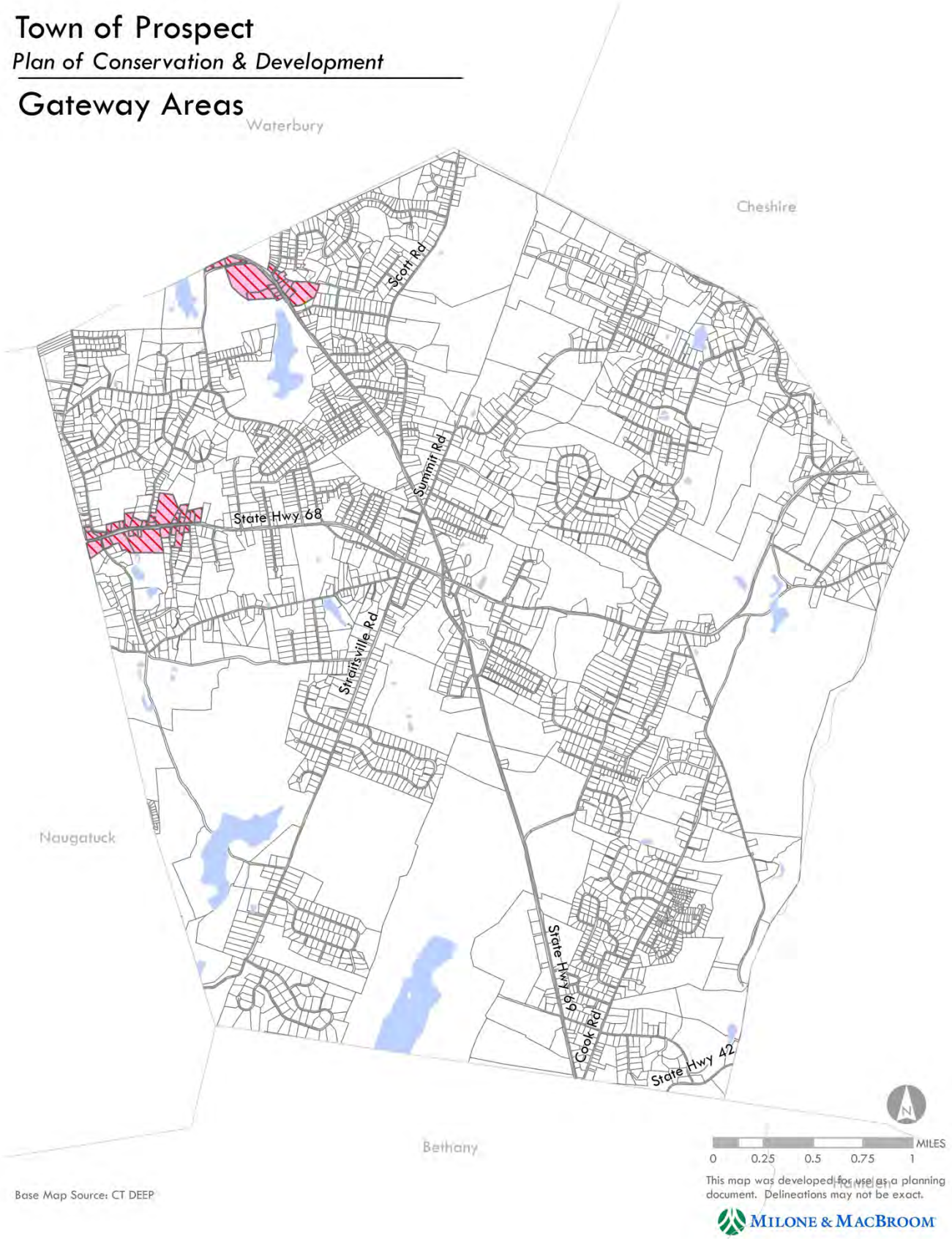
Town acquisition of key parcels or easements could be a more direct means to control and improve the appearance of the Town Center and provide traffic and pedestrian improvements.

c. Scott Road. The Commission finds that development along Scott Road in the vicinity of the Waterbury town line remains desirable for the long-term economic balance of the community. This is an example of an area into which sanitary sewer expansion and public water extensions would be desirable. Should such development proceed, the Commission intends to guide the layout and design such that traffic is focused toward I-84 in a manner that does not create a requirement to upgrade the classification and cross-section of Scott Road running towards Route 69. The bulk of this roadway should remain residential in character and traffic should be controlled to be compatible with such existing use.

The development potential analysis **in the 2002 POCD** indicated a building potential at the Scott Road site likely to exceed market demand for space and of such a magnitude that full build-out could possibly create traffic and land use concerns. The Commission reviewed the zoning designation in this area to assure uses, development densities, and access consistent with the natural characteristics of the site and the nature of the surrounding development.

Subsequent to the adoption of the 2002 POCD, a portion of the Scott Road corridor was zoned for a Commerce Park (CP) designation. After the adoption, the CP regulation was amended to allow age restricted housing as a Special Permit. This resulted in the construction of an age restricted development by Toll Brothers. The Commission will review future land use and zoning policies for the remaining vacant or underdeveloped non-residential zoned area.

MAP 16


Town of Prospect
Plan of Conservation & Development
Gateway Areas
Waterbury
Cheshire
Scott Rd
Summit Rd
State Hwy 68
Straitsville Rd
Naugatuck
State Hwy 69
Cook Rd
State Hwy 42
Bethany
MILES
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0.5
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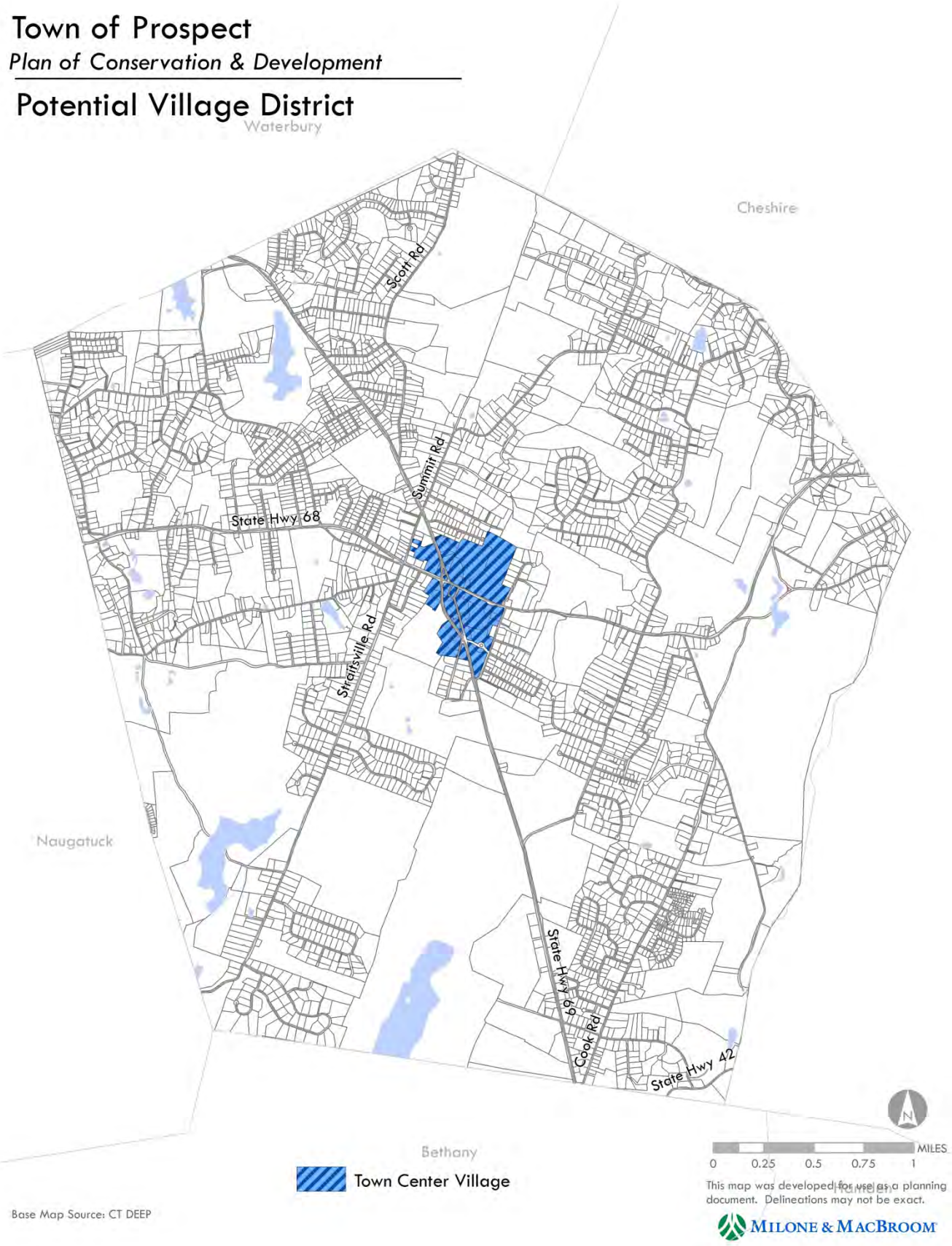
This map was developed for use as a planning document. Delineations may not be exact.
Base Map Source: CT DEEP
MILONE & MACBROOM

MAP 17

Town of Prospect

Plan of Conservation & Development

Potential Village District



Base Map Source: CT DEEP

UPDATED GOALS AND OBJECTIVES

This section of the Plan of Conservation and Development describes the goals that the Planning and Zoning Commission has established on a variety of community development policies **as part of this update**. This section presents in general terms the Commission's vision of what we would like Prospect to be.

With respect to the update of existing conditions and policy positions, the goals for Prospect in some cases are to keep certain desirable conditions as they are now. In other cases, the goal is to correct an undesirable condition or change the direction of a trend.

The generalized goals are supplemented with some specific objectives. These objectives are benchmarks that represent progress toward our goal. These objectives might involve the formalization of policy into regulations, capital improvements, program activities, or site acquisition. Following are our updated goals and objectives.

Goal 1:

Community Character.

Prospect should maintain its historic small town, aesthetic and environmental qualities. These qualities include an attractive Town Center that presents a distinctive sense of place and outlying neighborhoods that include low-density residential use and maintenance of large areas of woodlands.

Objectives that support this goal are:

1) Educate the development and business community on types of design and architectural and landscape treatments which enhance or detract from the Town character. A means to do this might be a photo album of samples of good and bad practices, which could be incorporated as addenda to the zoning code.

2) Maintain the concentration of municipal facilities in the Town Center.

3) Plan and install sidewalks in the Town Center area to provide safe and convenient pedestrian connections between the various commercial, recreational, government and institutional activities.

Goal 2:

Open Space & Environment.

Prospect should maintain its public and private open spaces, which allow passive and active recreation opportunities and preserve environmentally significant areas.

Subsequent to the adoption of the 2002 POCD, the Conservation Commission prepared an Open Space Plan. This Plan was adopted effective January 1, 2010 as part of the POCD. This Plan will remain the Open Space Policy of the Commission. Objectives in the Open Space Plan shall guide the Commission.

Goal 3:

Water Quality Protection.

Prospect's goal is to preserve the quality and quantity of water within its surface and ground waters to assure long-term suitability as sources of drinking water supply and to maintain healthy riparian zones.

Objectives which support this goal are:

1) Incorporate the identified aquifer protection area as a district within the zoning regulations, which will be subject to supplementary regulation and develop such regulations consistent with protection of water supply.
2) Storm water management provisions should include minimizing the use of impervious surfaces and encourage infiltration as a means to control run off.
3) Permit the extension of sanitary sewers to service economic development sites above the aquifer in order to facilitate growth of the local economic base and maintain protection of the underlying aquifer.

The principal highways in Prospect, Route 68 and Route 69 include business areas outside the Town Center. **These development areas are sited close to the Waterbury and Naugatuck town lines in the event that private sanitary sewer connections are needed. Other portions of Routes 68 and 69 should be expected to experience a mix of commercial and special permit uses along their length. Route 68 east of the Town Center should be retained in predominately residential and woodlands character.**

North of Route 68, residential use should prevail at a density reflective of one-acre lots. South of Route 68 land use will be a mix of low density residential and water supply lands and woodlands. Two main areas in Prospect will be reserved for industrial park development. One is the already partially developed area along Route 68 and the other is the undeveloped industrial land along Scott Road. **Subsequent to adoption of the POCD, a portion of this area was re-zoned to Commerce Park which allows age restricted housing by special permit.**

Goal 4:

Land Use Pattern.

The vision for Prospect's future land use pattern includes a Town Center, which is a mix of retail, office, government, school, park and religious uses reflecting and supporting the social and economic life of the Town. The density of the Town Center should remain much as it is today, but the appearance and convenience should be improved.

Objectives which support this goal are:

1) Restrict **private** extension of sanitary sewers from neighboring towns to economic development uses beneficial to the town's economy, tax base and general welfare.
2) Maintain present one acre lot minimums in locations which are provided with public water supply and discourage extension of water lines to tracts which would be unsuitable for one acre lots without public water supply. Allow the subdivision of such lands only at lower densities compatible with likely well yields.
3) Study the feasibility of a municipal industrial park at the Scott Road site including the use of State grant programs and/or cooperative ventures with property owners to facilitate industrial development. **This should exclude the area approved for age restricted housing**

Further goals in this category are the preservation of the Town's cultural heritage as represented by historic sites and buildings and provision of an adequate system of parks to fulfill the leisure and recreational needs of Town residents. The Planning and Zoning Commission has administered existing regulations with an eye to these goals. **The Commission should identify cultural and historic resources appropriate for preservation. Once identified, the Commission should recommend to the Town Council that a demolition delay ordinance be adopted.**

Goal 5:

Health, Safety and Welfare.

Prospect's goal in these areas includes protection of the public health and environment from the adverse effects of air pollution, groundwater contamination, from harmful exposure to electric and magnetic field produces from high-voltage transmission lines and from adverse effect of noise.

Objectives in this update of the Plan of Conservation and Development to support these goals are:

1) **Continue to** review zoning, subdivision and wetlands **regulations** for environmental protection and public health and safety.

2) Participate in regionally sponsored hazardous material disposal programs.

3) Identify the inventory of existing historic and cultural resources and include them in the Plan of Conservation and Development.

4) Continue the program of playfield and facility improvements at Town parks.

Goal 6:

Protection of Steep Slopes, Inland Wetlands & Floodplains.

Certain topographic features present severe limitations on the suitability of sites for urban development. Steep slopes, inland wetlands and floodplains should be avoided as development locations.

Certain topographic features present severe limitations on the suitability of sites for urban development. Steep slopes, inland wetlands and floodplains should be avoided as development locations. Construction on these areas or disruption of these areas can be detrimental to the ecosystem and create problems such as soil erosion and sedimentation of waterways, debilitation of wetland habitat and increase flood hazard. **Subsequent to adoption of the POCD the zoning regulations were amended to more accurately define buildable areas to achieve this goal.**

An objective of the Plan of Conservation and Development is: the continued diligent application of zoning, subdivision and wetlands regulations, which have been adopted to address issues of floodplains, soil erosion and sedimentation and inland wetlands.

Prospect's main arteries function on a multi-purpose basis providing (a) intra-town connection between various sections of Prospect's residential, commercial, industrial and institutional areas, (b) through traffic which has neither its origin or destination in Prospect, (c) links between abutting towns Bethany, Cheshire, Naugatuck and Waterbury, including connections to limited access Route 8 and I-84, and (d) service frontage for retail, office and service activities. The multi-functional nature of these highways is expected to continue and the vision for the future of these roadways is balanced traffic and land use management that considers each function.

The next functional level of roadways within Prospect are collector streets. **These roadways collect the traffic from cul-de-sacs and shorter streets within a neighborhood and provide connections to the arterial road network**. In some cases, these collectors also provide secondary links to neighboring towns. In the northeast quadrant, the collector road is Summit Road. In the southeast quadrant, the collectors are Cook Road and Cheshire Rd (Route 42); In the southwest quadrant, Straitsville Road and Salem Road are collectors; and in the northwest Bronson Road is the collector. The level of residential development and volume of traffic along these collectors varies. The future vision for these roadways is that they serve as a safe and convenient network of local streets with an appearance and function consistent with the Town and neighborhood character as well as the intensity of area development.

Goal 7:

Circulation System.

There are no limited access highways serving Prospect directly and none are envisioned for the Town's future. Two State highways, Connecticut Routes 68 (East/West) and 69 (North/South) are the Town's main arteries.

Objectives of the Plan of Conservation and Development are as follows:

1) With respect to the State Highways through Prospect, the Town is limited to a role as advocate or critic about proposed changes. An objective for these roads is that the State recognizes their function as Prospect's "main streets" in any design revisions. In addition, include consideration of pedestrian needs and commercial business requirements together with through traffic demands.
2) An objective for collector roads is to conduct a review of roadway conditions to identify problem areas with horizontal or vertical sight lines, problems with curvature, drainage, cross-section, or pavement conditions and develop a prioritized program of improvement.
3) Another objective for collector roads is to retain key rural features, which have not yet been destroyed including stonewalls, mature trees and wooded frontage.

Goal 8:

Community Facilities.

Continued community growth and a desire to provide the highest quality of small town living, leads to a vision of continued improvements and upgrading of community facilities.

As the Town of Prospect has grown, the local community facilities have been expanded and improved. Continued community growth and a desire to provide the highest quality of small town living, leads to a vision of continued improvements and upgrading of community facilities.

Objectives to realize this vision include:

1) Continued development of recreational facilities to meet the demands of youngsters and active adults for team sports fields and active play areas.
2) Development and operation of indoor recreation and social facilities to address community needs at all age levels.
3) Replacement or modernization of obsolete school facilities at Algonquin School.
4) Modernization and expansion of Town Hall Offices as appropriate to keep up to date with the needs of modern public administration and community service.

THE PATTERN FOR THE FUTURE

This section includes the proposed plan, which comprises the Updated Plan of Conservation and Development. The several plans include an Open Space Conservation Plan, a Land Use Development Plan and associated Community Facilities Plan and Circulation Plan.

THE PROSPECT PLAN OF CONSERVATION

The updated plan includes a specific element for conservation, consistent with the new emphasis on conservation implied by the statutory name change to Plan of Conservation and Development. The features that are to be included in this Plan are illustrated **in the Open Space Plan**. The degree and manner of resource protection varies from resource to resource as presented below.

In the Town of Prospect, water supply reservoirs and watershed lands are a major component of current and historic land use. These water supply lands represent a key component of Prospect's community character and image and it is the intent of the Plan of Conservation and Development that all such lands be retained as open space.

In the immediate future it is expected that all of these lands will probably continue as actively managed water supply properties. However, there has been a trend in recent years for water companies to dispose of excess lands. In the event any of the water supply operations with lands in Prospect proposes to dispose of these lands, the Town should make every effort to assure their continued restriction as open space.

The Town approach can include solicitation of a donation of the lands, use of Town budget or bonding to acquire the lands or development rights, or pursuit of State grants for Town purchase or State acquisition of the lands for incorporation to the State Park and Forest system. Another key component of the Open Space Conservation Plan is the identification of an aquifer protection area. Land uses in this area may in fact include the full range of residential, commercial and industrial activities, except that certain uses and certain construction and site improvement practices which may be detrimental to the underlying aquifer will be screened through a zoning overlay. The level of protection for this resource will be primarily regulatory, but may be coordinated with future open space acquisition and P.A.490 tax incentives.

The natural resources section on existing conditions displayed the widespread distribution of inland wetlands throughout Prospect. These are important natural habitats and are designated as protected areas. These wetland locations are not anticipated to be acquired, but will be regulated under the Towns Inland Wetlands Regulations. The intent of those regulations is to prevent filling and debilitation of these key natural resource area. This does not preclude acquisition of such sites. In fact, portions of major wetland sites have been acquired in some cases by the Prospect Land Trust.

Prospect Center is another component of the Prospect Conservation Plan. This is an area with a concentration of mixed-uses such as municipal, retail, residential, and institutional and it is an area that should see its historic features protected and its appearance, image and amenity enhanced through improved site plan review management and land use controls. **The Commission should consider the adoption of a Village District Zone which would work to preserve and enhance the historic character of this area.**

Existing park and recreation areas are identified as resources to be protected. These include Town of Prospect parks on both Town land as well as the City of Waterbury's East Mountain Golf Course. Protection of these lands will be through continued Town management for recreation use and through tax incentives under P.A.490 for continued private recreational use.

Another type of resource area identified on the Conservation Plan is local farms. These are farmlands listed as such on the assessor's records. The on-going level of protection for these resource areas will be continued use assessment as farmland to encourage retention of the lands in such use. The Town acquisition of these areas is not anticipated unless the sites are suitable locations for municipal or educational facilities. Permanent preservation of

farmlands could be encouraged through solicitation of a development rights donation to the Prospect Land Trust or by Connecticut State Department of Agriculture purchase of development rights under the Farmland Preservation Program.

Undeveloped woodlands are a notable and extensive feature of Prospect's landscape. Woodlands over 5 acres and situated in residential zoning districts are identified among the resource areas to be protected. There are substantial woodlands within the industrial zones along Union City Road and along Scott Road and Summit Road. Because these industrial zones have a priority for economic development, the woodlands there are not proposed to be conserved. Still, site planning for industrial parks in these areas should be reviewed with attention to preventing unnecessary clear-cutting.

In the woodland areas identified for protection, the approach should be a combination of tax incentives under P.A.490 allowing use assessment and regulatory management through the subdivision process as well as zoning. **In watershed neighborhoods, these woodlands should be rezoned to lower density – two-acre minimum instead of one acre. In all areas, subdivision regulation and design review should discourage clear-cutting of large tracts.**

The Planning and Zoning Commission will remain aware of the location, proximity and overlap of the various resources in the review of development proposals and be guided by the Conservation Plan in establishing priorities for Town action or/and in promoting open space reserves, easements and linkages in private development.

The Prospect Plan of Development

The Prospect Plan of Development identifies the location and extent of recommended residential, commercial, industrial, and institutional development areas, as well as those areas to be conserved from development. In some cases, an area identified for a particular use reflects an existing condition that is expected to continue. In other cases, lands may be presently undeveloped and the designation indicates proposed future use considered suitable for the area. These categories are illustrated on **Map 12, *Land Use Plan***. The purpose of each category is described below.

This plan is both a narrative and graphic representation of Prospect's vision of the future. This *Land Use Plan* Map provides a broad illustration of desired development patterns based largely on existing land use and development patterns, environmental and natural features, physical features, current and potential zoning designations, and planning analysis conducted as part of the overall drafting of the 2013 Plan of Conservation and Development, as well as the Commission's goals and objective outlined in the POCD.

Due to the generalized nature of the Land Use Plan, there may be individual properties within a given area with an actual land use that differs from the Plan's land use designation. As described above, the purpose of the *Land Use Plan* is to illustrate broad proposed land use patterns and relationships between uses.

Land Use Categories

Conservation Areas. The areas shown on the ***Land Use Plan*** as Conservation Areas are properties identified as possessing resources that should be protected and which have some level of protection in place. The level of protection varies from P.A.490 designation and use assessment to actual ownership by the Town of Prospect. While water supply lands are privately held, their use, disposition and reuse is regulated by both the Connecticut DEEP and DPUC; and those regulatory procedures include consideration of municipal interests.

Development in Conservation Areas should be sympathetic to the resources present on the property, and should aim to mitigate negative impacts on those resources. Mitigation techniques can include, but are not limited to, cluster development, as defined in the Policy Update section of this Plan; linkages or access to existing open space; or conservation easements to protect the critical areas or structures that are present on a part of a property.

Designation of a property as a Conservation Area does not indicate that it should or will be acquired by the Town of Prospect, but that is one approach to assure conservation. Lands in this category most likely to experience pressure for development will be P.A.490 designated sites. These tend to be smaller than water

company tracts and therefore, more affordable to a typical residential developer. Should the Planning and Zoning Commission receive an application for development of lands designated as Conservation Area, the Mayor and the Town Council will be notified in the event the Town would choose to acquire the property rather than see it developed.

Development density of conservation sites in water supply watershed areas should be regulated to be no more intensive than one home per two acres. Outside of water supply watershed areas, the development intensity allowed at these properties should be consistent with the neighborhood, generally a one-acre minimum lot requirement.

Residential Areas. These areas are proposed primarily for residential single-family use. Certain additional uses might be appropriate such as churches, cemeteries, elderly apartments, elderly congregate house, convalescent homes, municipal or utility uses, but only subject to special conditions regarding site size and roadway location which would make them compatible with the principal residential use of these areas.

The residential density is proposed in two categories. A suburban density of one family per one-acre lot is proposed for most of the Town. **A conservation area density of one family per two-acre lot is proposed for water supply watershed neighborhoods, mostly south of Route 68, as shown on the Land Use Plan Map, Map 12. This is consistent with State and Regional Plan recommendations for water supply lands and with topographic conditions and constraints. Typical utility service in these areas is expected to be onsite septic disposal and well water supply. Central locations may be served by public water but are expected to retain their suburban density.**

Agriculture. The on-going level of protection for Agriculture areas will be to maintain use assessments on agricultural lands and to continue to uphold the State "Right to Farm" law, in order to encourage the continued farming use of such lands. The Town acquisition of these areas is not anticipated unless the sites are suitable locations for municipal or educational facilities. Permanent preservation of agriculture areas could be encouraged through solicitation of a development rights donation to the Prospect Land Trust or by Connecticut State Department of Agriculture purchase of development rights under the Farmland Preservation Program.

Commercial Areas. The designated commercial areas are proposed primarily along **Routes 68 and 69**, with some additional spot business centers at outlying locations on Cheshire Road and New Haven Road.

The character of the business community in Prospect is a mix of restaurants, retail stores, and personal and automobile service activities meeting the local convenience requirements of Prospect residents. Complementary to consumer oriented activities in the business areas are office buildings accommodating small business enterprises and professional services. The scale of these buildings and uses tends to be small. Only two local retail stores exceed 10,000 square feet, the CVS store and Oliver's Market. Conservation of Prospect's small town character is deemed to require restriction of future commercial developments to a size consistent with the prevailing business scale.

Expansion, new development and redevelopment of business areas should incorporate attention to improved traffic and access management in these areas and also improved building and landscape appearance.

Commercial development is categorized based on location. At the Waterbury/Prospect (northern) and the Naugatuck/Prospect (western) town lines the area is identified as "Gateway." This designation at the northern gateway area is intended to focus on office, institutional with limited convenience retail, or other special permit type uses that can present a high quality of design. The western gateway area is intended to permit a mix of retail, industrial, and residential uses at a higher design quality than what currently exists. Existing uses that do not conform to this pattern will not be restricted but any expansion will be subject to improved site design standards. This area is also the most suitable for the potential future location of housing at a higher density, which may provide more affordable housing options for Prospect's residents. The geographic limits of each area are shown on Map 16, *Gateway Areas*.

A second category of commercial area is identified as "The Prospect Business Design District". This incorporates properties on Waterbury Road, Old School House Road and Union City Road. Highway access conditions, lot sizes and established uses within this center vary, and zoning designation is not expected to be uniform throughout the area. Nevertheless, development in this neighborhood should be subject to site and architectural design review intended to alleviate traffic congestion, improve landscape continuity and building appearances. **Map 17 entitled *Potential Village District* displays an area proposed for consideration for a Village District under State Statutes.**

The other areas designated as "Gateway" should be analyzed in order to adopt design controls rather than a Village District designation. These should include the preservation of trees.

Current zoning standards allow commercial development with up to 35% building coverage. This standard should be reduced to further limit construction density in order to limit traffic generation, increase the parking to building ratio and provide more area on site for landscape design and pedestrian circulation.

The third category of commercial areas are the general commercial sites spotted along the state highways, Route 68 and Route 69 south. These include existing businesses, often predating zoning and typically being a mix of restaurants, auto repair shops, and nurseries. There are also included some vacant lots to provide expansion potential in Prospect for uses not well-suited to a Town Center or industrial park location.

Industrial Areas. Locations for industrial development have been identified to provide locations for growth of the economic base of the community including expansion of local employment and the tax base. All industry and commercial development in Prospect will be expected to meet performance standards controlling dust, smoke, noise, vibration, odors, gases, fumes, glare, heat, waste disposal. In addition, infrastructure appropriate for industrial development must be provided.

Industrial areas have been divided into two classifications, restricted industrial locations at the north side of Town along Scott Road and general industrial at locations on Union City Road and New Haven Road. The Scott Road industrial lands have been identified as a potential industrial park development project. **It should be noted that a portion of the area shown in the 2002 POCD as restricted industrial has been developed for town house residential. The remaining area has** extensive wetlands as well as large amounts of land suitable for development. To be compatible with the wetlands system, moderate traffic generation, and distinguish this area from competitive sites in Prospect, Naugatuck and Waterbury, it is proposed to restrict development to a minimum lot size of five acres. Uses permitted in this area should also be more restrictive.

The Union City Road sites are nearby an aquifer protection area and the New Haven Road sites are nearby lands in a Connecticut Water Company watershed. Because of this proximity to water supply resources, the following uses are proposed to be removed from the permitted category at these locations:

Petroleum Products: sales, storage/distribution

Laundry, Dry Cleaning (processing)

Storage of Highway Materials - salt

Development in general industrial areas is expected to occur on lots of at least one acre with adequate on-site provision for parking and loading. Outdoor storage is allowable subject to appropriate screening and setbacks. Parking areas and front yards should be landscaped to provide a buffer between industrial and residential areas and to present an attractive appearance conducive to attracting desirable and viable businesses including research and development, manufacturing, warehousing, distribution, wholesale and business offices.

The Prospect Government/Cultural/Education Center

The location surrounding the nationally registered historic Town Green, north and south of Route 68 is shown on the Plan of Development as a municipal facilities center. This area includes Town Hall, The Long River Middle School, The Community School, the Volunteer Fire Department, State Trooper's Office, Senior Center, Prospect Town Library, The Historical Society and a couple of Town parks and green spaces.

Zoning of this area is residential, with the above noted activities representing some of the nonresidential activities allowable in the residential district and clustered in this area. Future uses in this location should be compatible with existing facilities. Most of the properties in this area are Town owned, and consideration should be given to creating a pedestrian walkway system to link the several uses for convenience, safety and recreational enhancement.

New development that occurs in this area should be designed in such a way as to fit in with the historic character of the area. **It is recommended that a Village District designation be considered to guide development in the area in a way that is sensitive to the historic character and enhances the Town Center aspect of this unique**

location in Prospect.

Community Facilities Plan

Another aspect to development additional to general land use distribution is the extent and location of community facilities. These facilities include service infrastructure such as public water supply and sanitary sewers and facilities such as schools, parks, library, town hall, public works garage, fire stations, and other municipal buildings and lands.

The community facility plan includes limited privately funded potential sanitary sewer extensions from Waterbury and Naugatuck. The purpose of this extension would be to serve the type of uses described earlier in this POCD update. Map 13 shows the general existing public water service area. As discussed under the School Facilities Policy section, several possible sites of adequate size and location on a main roadway were contained in the 2002 POCD. Since the adoption of the POCD, a site on Route 69 has been selected.

The plan seeks to maintain a concentration of community facilities in the center of Town.

Circulation Plan

The hierarchy of streets within Prospect as classified by the Connecticut Department of Transportation, as shown on Map 15, includes Route 68, 69 and Scott Road classified as arterials, expected to carry substantial volumes of commuters, through traffic and local shopping and business trips. These roads are expected to require traffic signal controls at key intersections and to have a cross-section, which provides adequate lanes for through traffic and turning vehicles in the Town Center. It is expected that access management is going to play an important role in addressing the traffic issues, particularly along the Route 69 Corridor. Techniques such as limiting curb cuts and shared access points should be encouraged along the Corridor. In addition, recommendations made as part of the COGCNV commissioned Route 69 Traffic Operation Study should be incorporated as appropriate.

The cross-section on these routes in the center of Town should be modified in the future to incorporate sidewalks for pedestrian movement. It is not expected that on-street parking will be permitted along these routes. Uses along these roads will be required to provide and maintain adequate on-site parking to prevent parking overflow onto the highway.

The next level of streets in the network are the designated collector roads which link subdivisions and cul-de-sacs to the main highways and which in some cases make secondary connections to neighboring towns. In all cases, these tend to be the older established roads in Town. As such, they often were not constructed to contemporary road design standards that are applied to the new subdivision streets that obtain access from these collectors. These collectors tend to present the “problems” in the circulation network. The curves, bumps, and trees growing close to the road that frequently characterize such streets increasingly become safety hazards as the level of traffic increases with the new subdivision development along their length.

The Circulation Plan is based upon a 3-tier approach to provide safe and adequate traffic circulation. (1) The Connecticut Department of Transportation will be responsible for management and maintenance of the State routes running through Prospect. (2) The Town will pursue a prioritized program of municipal improvements to the collector component of the network, including Scott Road, the only arterial that is not a State Route. The collector streets are not expected to include sidewalks. They are expected to have adequate sightlines, a good paved surface, adequate drainage and shoulder areas sufficiently clear of obstacles to avoid hazard. (3) The Town will carefully regulate the location, design and construction of new subdivision roads by private developers.

CHAPTER 7: ACTION AGENDA

Prospect Plan of Conservation and Development Action Agenda		
Implementing Agencies: **TC** – Town Council; **PZC** – Planning and Zoning Commission; **IWC** - Inland Wetland Commission; **BOR** - Board of Recreation; **CC** - Conservation Commission; **EDC** - Economic Development Commission; **BOE** - Board of Education; **CHD** - Chesprocott Health District; **TE** - Town Engineer; **WPCA** – Water Pollution Control Authority; **CNVCOG** - Central Naugatuck Valley Council of Governments		**LEAD AGENCY**
GOAL 1: ENHANCE COMMUNITY CHARACTER		
Recommendation Actions:		
1	Educate businesses and applicants on the desirable types of building design, signage and landscape for the Route 69 and Route 68 Corridors.	PZC, EDC
2	Propose to CNVCOG and ConnDOT that the Route 69 study incorporates an evaluation of sidewalk installation in the vicinity of Prospect Municipal and Business Centers. The pedestrian areas could alternatively be a sidewalk system in the State R-O-W or a greenway system to be installed through private properties over R-O-W to be acquired.	PZC, CNVCOG, TC
3	**Develop a policy in relation to the siting of wind turbines**	**PZC**
4	**Consider amending the zoning regulations to include Village District regulations.**	**PZC**
5	**Consider amending the zoning regulations to include Gateway Overlay or Zoning District regulations.**	**PZC**
GOAL 2: PROTECT PROSPECT'S NATURAL AND CULTURAL RESOURCES INCLUDING IMPORTANT NATURAL HABITATS, AREAS FOR PASSIVE AND ACTIVE RECREATION AND OPEN SPACE AREAS TO MAINTAIN PROSPECT'S LOW DENSITY.		
Recommendation Actions:		
1	Continue to regulate designated inland wetlands and waterways to prevent their filling or degradation.	IWC
2	Monitor the potential disposition or reuse of water supply lands and advocate their maintenance as public or utility lands. Cooperate with land trusts and other advocacy groups to maintain these areas as woodlands.	PZC, TC CC
3	Solicit the donation of conservation easements from landowners whose properties are in use assessment under P.A.490.	CC
4	Use the map of cultural and natural resources as a guide to review proposed subdivisions.	PZC
5	Identify critical open space action areas and potential paths for linkage of both conservation and recreation locations.	PZC, CNVCOG, CC

6	**Consider amending the zoning regulations to provide for the clustering of single-family homes on properties over a specified minimum size to protect the natural environment**	**PZC**
GOAL 3: PROTECT THE QUALITY AND QUANTITY OF WATER IN WATER SUPPLY SOURCE/AREAS.		
Recommendation Actions:		
1	**Enforce zoning ordinance provisions to protect aquifers**	**PZC**
2	Ensure stormwater management practices in new developments that include minimizing the use of impervious surfaces and encourage infiltration as a means to control run-off.	PZC, TE, IWC
GOAL 4: MANAGE LAND USE DEVELOPMENT TO BE CONSISTENT WITH THE CAPACITY OF COMMUNITY FACILITIES AND THE DESIRE TO PROTECT PROSPECT'S "SMALL TOWN" FEELING.		
Recommendation Actions:		
1	Continue to regulate residential development to require one or two acre lots. Do not reduce the lot size minimum in neighborhoods to which public water supply is extended.	PZC
2	Review and adjust commercial zoning to foster clustered uses consistent with the differentiated business areas in the Plan and to alleviate traffic congestion.	PZC
3	Cooperate with the Economic Development Commission in fostering an industrial park at the north end of Scott Road.	PZC, EDC
4	**Consider permitting housing types to provide affordable housing in addition to the age-restricted housing provisions by amending the zoning regulations**	**PZC**
5	**Review the extension of private sanitary sewer lines connecting with systems in adjacent communities.**	**PZC, WPCA, EDC**
GOAL 5: PROTECT AND ENHANCE THE PUBLIC HEALTH SAFETY AND WELFARE OF THE PROSPECT COMMUNITY.		
Recommendation Actions:		
1	**Continue** the review of the proposed site plans and subdivisions to incorporate review and comment from the health district, fire and police officials.	PZC, TE, CHD
2	Participate in regional hazardous material disposal program.	CC, TC
3	Cooperate with the Connecticut Water Company to extend public water service to neighborhoods that have demonstrated well water supply problems.	TC, TE, CHD

GOAL 6: PROTECTION OF STEEP SLOPES, INLAND WETLANDS AND FLOODPLAINS.		
Recommendation Actions:		
1	Continue to regulate inland wetlands and waterways to prevent their filling and degradation.	IWC
2	Continue requirement of Soil Erosion and Sedimentation Plans.	PZC, IWC, TE
3	Continue restriction of development within floodplains and flood hazard areas as identified by the Federal Emergency management Agency (FEMA) mapping.	PZC, TWD, TE
GOAL 7: TO IMPROVE PROSPECT'S TRAFFIC CIRCULATION SYSTEM		
Recommendation Actions:		
1	Integrate improvements recommended as part of the Traffic Operations Study commissioned by the COGCNV into the Plan of Conservation and Development and with the Capital Budget process to prioritize improvements.	PZC, TC, CNVCOG TE
2	Prepare and adopt a sidewalk plan to connect the Town Center Area.	PZC, TC, TE
3	Conduct a review of roadway conditions along Town collector streets to identify problem areas with horizontal or vertical sight lines, problems with curvature, drainage, cross-section or pavement conditions and develop a prioritized program of improvement.	TE, PZC
4	Conduct inventory of key rural features along Town Collector streets including stonewalls, mature trees and wooded frontage and incorporate into a Rural Resource Protection Strategy.	CC, PZC
GOAL 8: PROVIDE ADEQUATE COMMUNITY FACILITIES TO MEET THE NEEDS OF THE PROSPECT COMMUNITY INCLUDING A MODEST LEVEL OF FUTURE GROWTH.		
Recommendation Actions:		
1	Continue to add and upgrade playfields and park facilities.	BOR, TC, PZC
2	Investigate with the water companies the possibility of opening certain lands for passive recreational use – walking, bird watching.	CC, TC, PZC
3	Study the space requirements and **possible** future expansion needs of Town Hall.	TC
Implementing Agencies: **TC** – Town Council; **PZC** – Planning and Zoning Commission; **IWC** - Inland Wetland Commission; **BOR** - Board of Recreation; **CC** - Conservation Commission; **EDC** - Economic Development Commission; **BOE** - Board of Education; **CHD** - Chesprocott Health District; **TE** - Town Engineer; **WPCA** – Water Pollution Control Authority; **CNVCOG** - Central Naugatuck Valley Council of Governments		**LEAD AGENCY**

CHAPTER 8: INTERGOVERNMENTAL CONSISTENCY

STATE

This Plan was compared with the *Conservation & Development Policies: The Plan for Connecticut, 2013-2018,* (*the State C&D Plan*) adopted July 2013. This Plan is generally consistent with the proposed *State C&D Plan*, with residential, commercial, industrial, and cultural center areas generally aligning with State identified Priority Funding Areas and/or Balanced Growth Priority Funding Areas. **Priority Funding Areas** are areas delineated by the State POCD that are intended to help state agencies comply with "CGS Section 16a-31(a) [that] requires state agencies to determine the consistency of their proposed actions with the State C&D Plan."[2] These areas are intended to be targeted for funding of growth-related projects. The areas are delineated based on U.S. Census Bureau Census Blocks that have access to municipal water, wastewater, bus service or other mass transit, or are defined as Urban Areas or Urban Clusters by the 2010 U.S. Census. In Prospect, these conditions are present, in part, in nearly all of the Block Groups (although they are certainly not present in *all areas* of these block groups). A full definition of Priority Funding Areas can be found on page 32 of *the State C&D Plan.* Maps of the Funding Areas, and Conservation Areas within the Town of Prospect, are show on the following pages. **Conservation Areas** "are delineated based on the presence of factors that reflect environmental or natural resource values."[3] A Conservation Area can be defined as having one or more conservation factors, such as Existing or potential drinking water supply watersheds. The full definition of such areas and full list of factors can be found in *the State C&D Plan* on page 33. Areas where Priority Funding Areas and Conservation Areas intersect are defined as **Balanced Priority Funding Areas**, and are to be considered for both their potential growth and conservation, as defined on page 32 of *the State C&D Plan.*

This Plan was also found to be generally consistent with the following growth management principles, pursuant to *Connecticut General Statues* §8-23(e).

(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

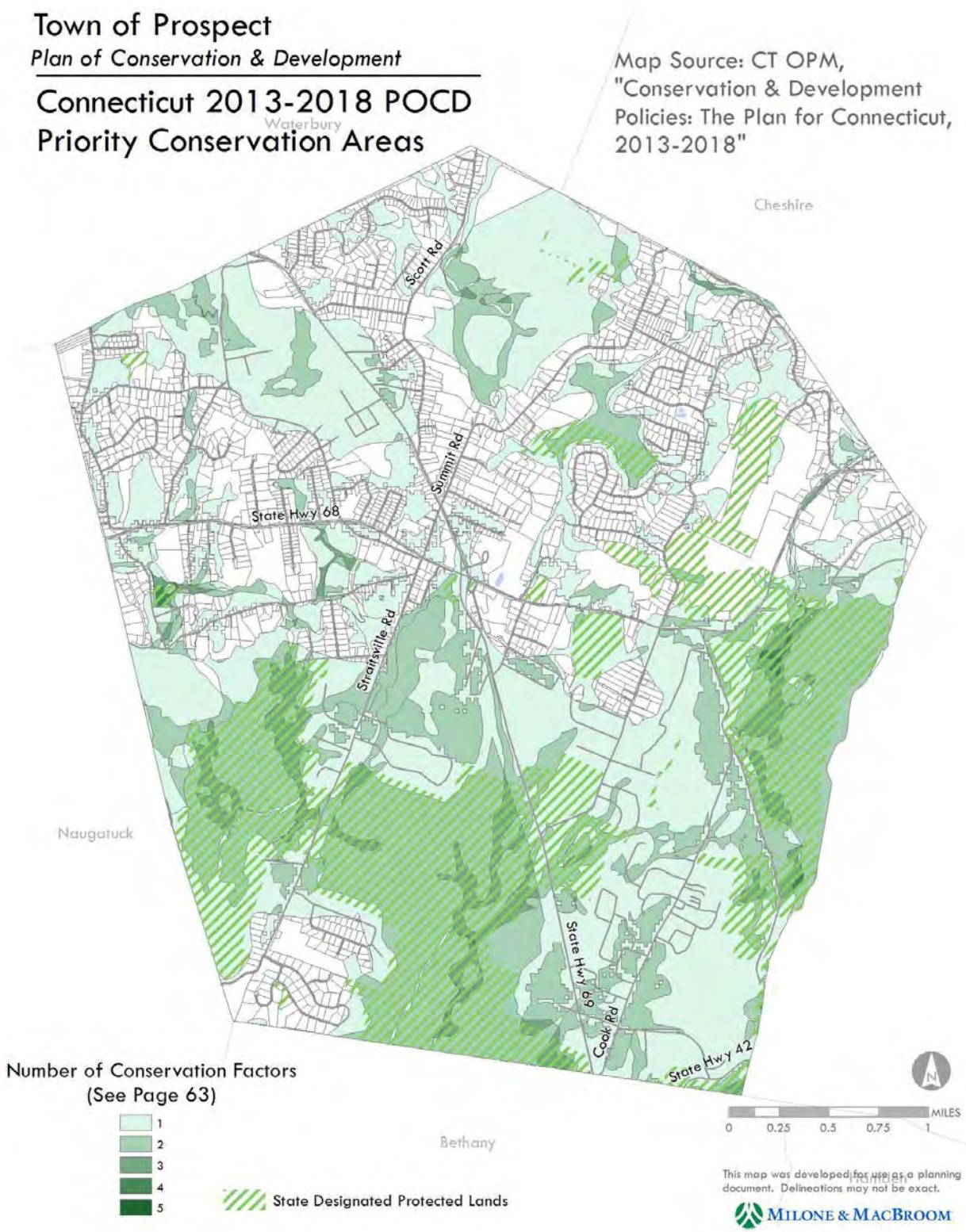
This Plan continues to support the concentration of development along major transportation corridors and the conservation of natural resources and significant land areas.

REGION

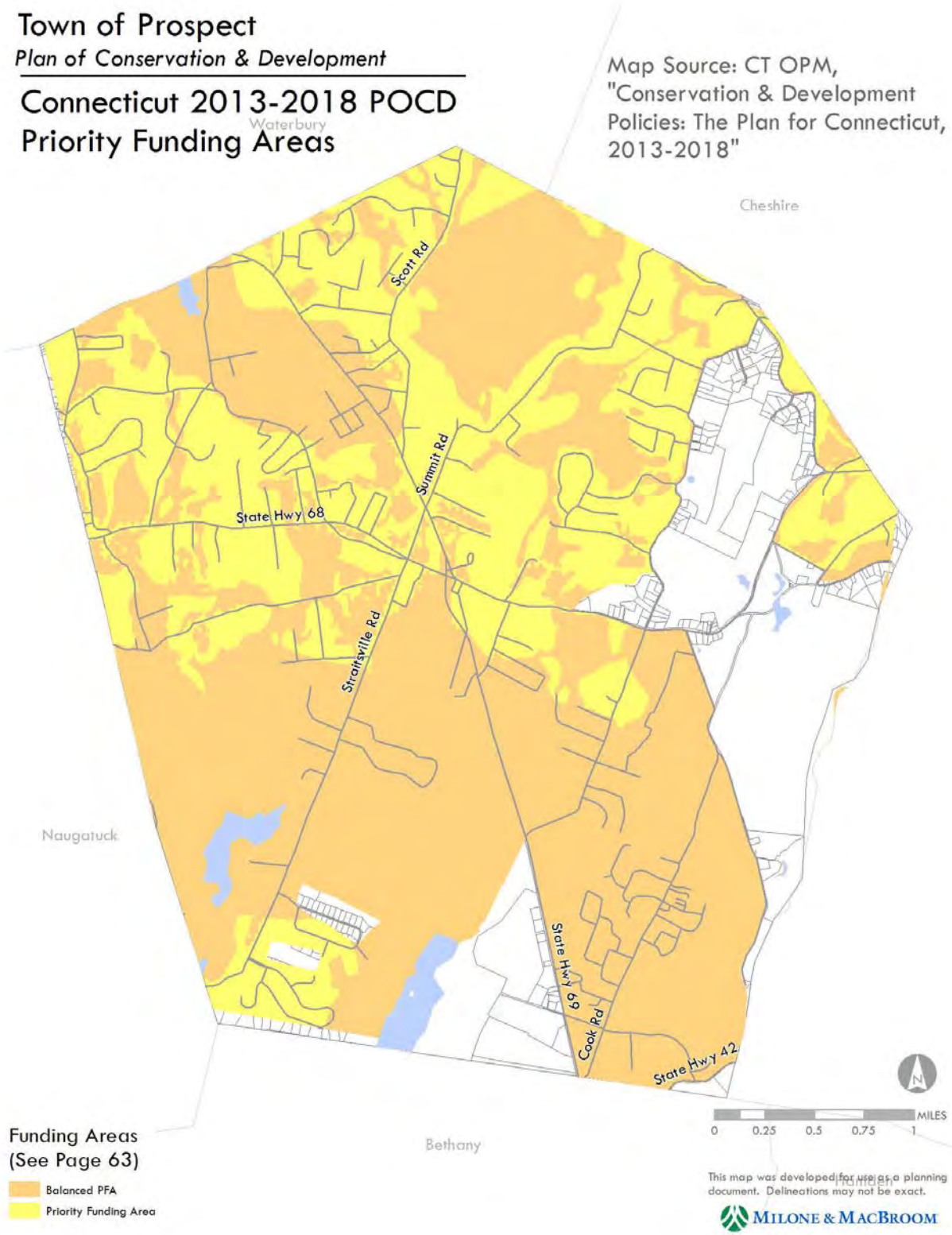
This Plan was also found to be generally consistent with the *2008 Central Naugatuck Valley Regional Plan of Conservation and Development*. The regional plan identifies the northwest quadrant of Prospect as "Growth Area" as well as some existing commercial areas along Route 68 in the eastern part of Town. These growth areas are consistent with existing and planned uses, according to this Plan. In addition, both this Plan and the regional plan identify the community center as a unique cultural-use area.

[2] Office of Policy and Management, *Conservation & Development Policies: The Plan for Connecticut, 2013-2018*, 32.
[3] Office of Policy and Management, *Conservation & Development Policies: The Plan for Connecticut, 2013-2018*, 33.

MAP 18


Town of Prospect
Plan of Conservation & Development
Connecticut 2013-2018 POCD
Priority Conservation Areas
Map Source: CT OPM, "Conservation & Development Policies: The Plan for Connecticut, 2013-2018"
Waterbury
Cheshire
Scott Rd
Summit Rd
State Hwy 68
Stratsville Rd
Naugatuck
State Hwy 69
Cook Rd
State Hwy 42
Bethany
Number of Conservation Factors
(See Page 63)
1
2
3
4
5
State Designated Protected Lands
MILES
0
0.25
0.5
0.75
1
This map was developed for use as a planning document. Delineations may not be exact.
MILONE & MACBROOM

MAP 19


Town of Prospect
Plan of Conservation & Development
Connecticut 2013-2018 POCD
Priority Funding Areas
Map Source: CT OPM, "Conservation & Development Policies: The Plan for Connecticut, 2013-2018"
Waterbury
Cheshire
Scott Rd
Summit Rd
State Hwy 68
Straitsville Rd
Naugatuck
State Hwy 69
Cook Rd
State Hwy 42
Bethany
Hamden
Funding Areas
(See Page 63)
Balanced PFA
Priority Funding Area
MILES
0
0.25
0.5
0.75
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This map was developed for use as a planning document. Delineations may not be exact.
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