

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.**

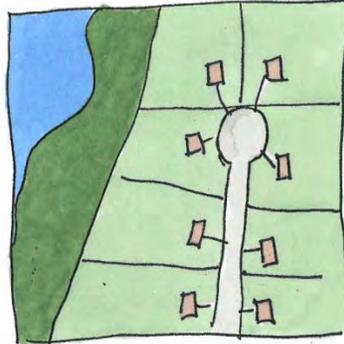
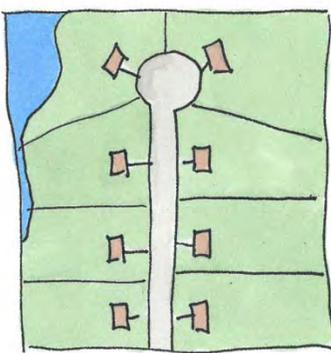
The Commission does not intend to stop new residential growth, however, it does propose to adjust land use policies and development standards to influence the build-out potential downwards consistent with environmental conservation concerns and the desired community character. A key proposed change is 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.

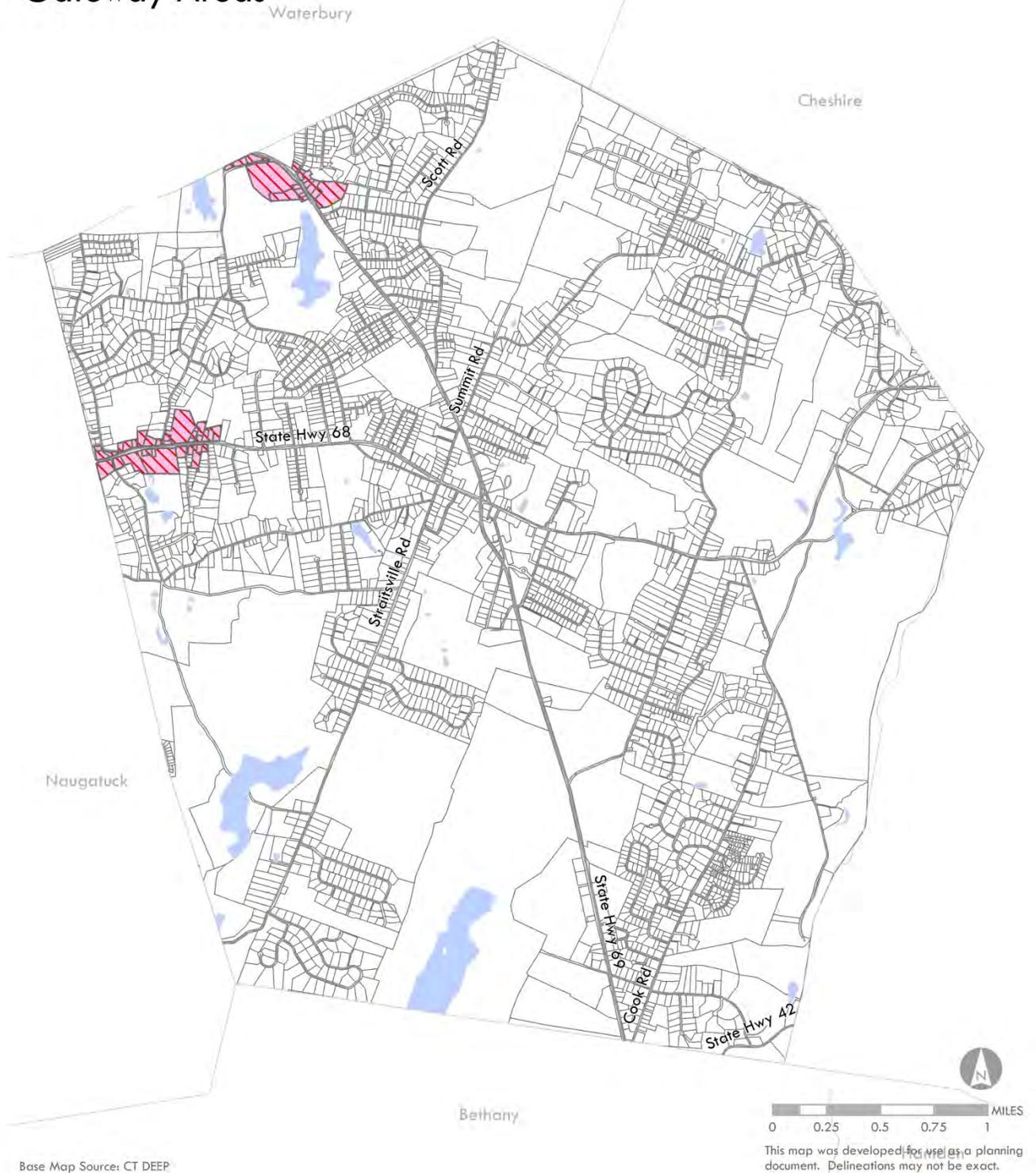
The development potential analysis in the 2002 POCD indicated a building potential at the Scott Road site likely to exceed market demand for space and of such a magnitude that full build-out could possibly create traffic and land use concerns. The Commission reviewed the zoning designation in this area 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.

Town of Prospect

Plan of Conservation & Development

Gateway Areas



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



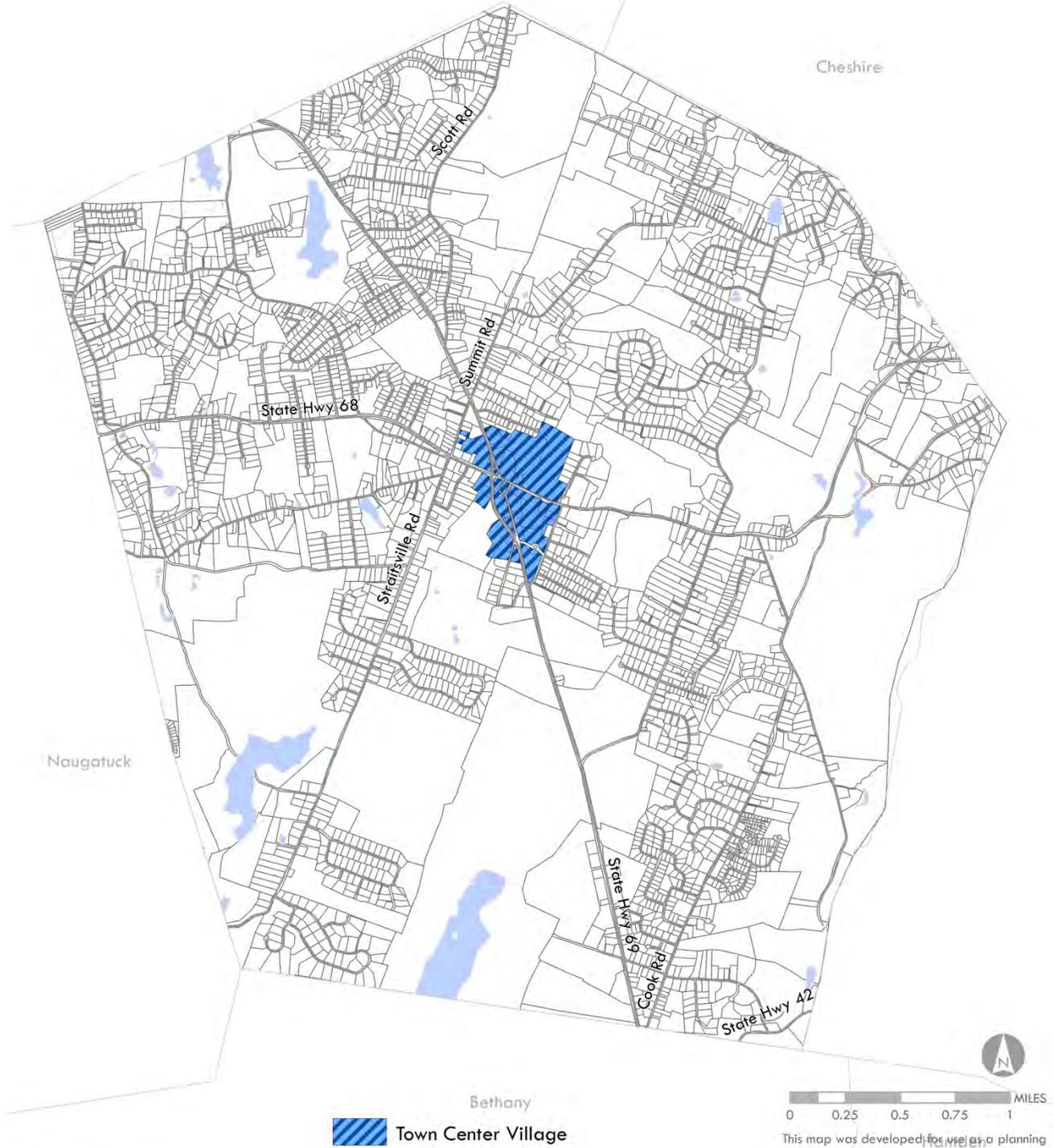
MAP 17

Town of Prospect

Plan of Conservation & Development

Potential Village District

Waterbury



Base Map Source: CT DEEP

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



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.