



Town of Clinton Plan of Conservation and Development 2015-2025

effective November 15, 2015



Visioning and Planning for Clinton's Future

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INTRODUCTION

Clinton's future viability as a desired place to live, work, visit and invest is dependent on its ability to adapt with the times and encourage a vibrant, diverse population. One of Clinton's greatest natural resources, Long Island Sound gives Clinton its historic maritime character. Preservation of Clinton's character, conservation of its resources, and development of its unfulfilled potential are Clinton's goals for the next ten years.

HISTORY OF THE PLAN

The past several Clinton Plans of Conservation and Development were written without the assistance of a professional planner. This Plan was written with the guidance of Planning Consultants and represents the work of members of the Planning Committee, Planning and Zoning Commission (the Commission), Land Use Staff, as well as residents and other stakeholders.

The process of writing this Plan began in 2010, triggered in part by important questions raised by the limited and inconsistent development target areas identified by a prior version of the State Plan of Conservation and Development. These included areas of the Town that did not adequately reflect development trends or priorities present locally. The Planning Committee created a vision and strategy



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to prioritize development throughout town. The Committee identified objectives and principles to guide the Consultants, who were engaged in 2013, in building a framework of the Plan.

A Charette was held in January 2014. At the Charette the Commission met with residents and other stakeholders. They discussed their priorities for development and conservation in Clinton. The feedback from the Charette was integrated into the Plan.



The consultants, committee members, and staff (the team) met with various boards, commissions and other parties to discuss each of the Planning Focus Areas specifically and examine areas for open space and natural resource management. A draft of the entire Plan was submitted to the Commission in November 2014 and an in-depth review was commenced by an ad hoc committee of the Commission in February 2015. This Plan was approved at the September 2015 Planning and Zoning Regular Meeting. A list of resources employed and referenced in development of this Plan is included as an appendix.

The intent of the Plan is to garner interest and serve as a guide for public and private investment and partnerships in Clinton. Coordination between the Town boards and commissions is a major expectation of this Plan, and is essential

for the implementation of the Specific Action Items listed at the end of the every chapter and in the Implementation Matrix. This Plan shall also be the basis for drafting regulations.

COMPLIANCE WITH THE STATE PLAN OF CONSERVATION AND DEVELOPMENT

Section 8-23 of the Connecticut General Statutes requires municipalities to update their plans of conservation and development every ten years. As of July 2010

municipalities that do not have an updated plan will be ineligible for discretionary state funding. Section 8-23 gives the municipality a broad array of topics to include, such as physical and economic development, desirable land uses, affordable housing, protection of the environment, conservation of historical resources and farmland, energy-efficient patterns of development and renewable forms of energy, and any other needs of the municipality. The State adopted its own 5-year Plan in 2013 in accordance with Connecticut General Statutes Section 16a-29 (link to plan). Within that Plan are six “Growth Management Principles” that reflect the objectives the State is promoting and those opportunities which Clinton also wants to create. They are:



1. *Redevelop and Revitalize Centers and Areas with Existing or Currently Planned Physical Infrastructure*
2. *Expand Housing Opportunities and Design Choices to Accommodate a Variety of Household Types and Needs*
3. *Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options*
4. *Conserve and Restore the Natural Environment, Cultural and Historical Resources, and Traditional Rural Lands*
5. *Protect and Ensure the Integrity of Environmental Assets Critical to Public Health and Safety*
6. *Promote Integrated Planning across all Levels of Government to Address Issues on a Statewide, Regional, and Local Basis*

Clinton’s ten year goals build upon these principles.

Inherent to the idea behind each of the Planning Focus Areas is the revitalization of areas of unfulfilled potential with significant daily traffic counts and infrastructure (Growth Management Principles #1 and #3). Although some of these areas have

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environmental concerns, which may limit their ability to be fully developed, the Planning Focus Areas are generally situated around transportation corridors and potential infill development. The Interchange Focus Area is on Route 81, right off Exit 63 of Interstate 95. The East and West Ends Focus Areas are along Route 1, and the West End is connected to Interstate 95 via the Hammonasset Connector and Exit 62. The Downtown Focus Area includes the Clinton Train Station and Route 1 and also represents a “node” where higher density is encouraged to take advantage of transit-oriented development.

Expanding housing opportunities and a creating a diversity of housing options are also important objectives of this Plan (Growth Management Principle #2). Clinton’s aging population requires smaller and accessible residences near downtown services. Younger people, generally prefer smaller dwellings that are close to transit and a vibrant downtown. Clinton’s median income is also relatively high compared to the state, and is comparable to surrounding shoreline towns. Many houses in Clinton are therefore unaffordable to those making less than the median. Housing options that fit a multitude of budgets are also desired. Clinton’s housing stock is aging and in many cases, houses are falling into disrepair. A growing population of property owners are finding it economically advantageous to rent out former owner-occupied units. Policies that counteract potential deterioration of residential structures is needed to maintain the quality of life Clinton’s residents expect.

Two chapters in this Plan directly address conserving natural and cultural resources (Growth Management Principle #4). Clinton has several initiatives for protection of natural resources: the development of a greenway and bike path; the growth of shoreline tourism; and the promotion of historical resources. These are outlined in depth in the Conservation and Cultural Resources chapters of this Plan and are important to preserving the character of Clinton, a priority of its residents. Development is encouraged and is necessary to regenerate Clinton’s tax base and revitalize underutilized areas of Town; however, development that is consistent with Clinton’s history and existing development context and patterns is imperative.

The Infrastructure and Municipal Resources chapter puts protection of natural resources and emergency planning at the forefront of initiatives for the next ten years (Growth Management Principle #5). Clinton is susceptible to large coastal storms and much of Clinton is in the floodplain and hurricane storm surge areas, particularly the downtown and some of the other Planning Focus Areas. Future growth needs to recognize the vulnerability of these areas and utilize development methods and strategies that protect the environment and critical resources that mediate the impact of storms. In addition, public safety must be ensured through definition of emergency routes and corridors with proper signage.

This Plan also promotes integrated planning (Growth Management Principle #6). This is an important theme of this Plan, and one that is necessary for implementation is cooperation across municipal governmental boards and commissions. Although this document is primarily of use to the Planning and Zoning Commission, it is intended to be a guide for all of Clinton for the next ten years and requires the cooperation of nearly every department, board, and commission. In addition, this Plan references other municipal plans including the Natural Hazard Mitigation Plan, the Vibrant Communities Study of the Unilever property, the 2014 School Feasibility Study, and the WPCC Wastewater Facilities Plan. Another plan that is referenced heavily is the regional Route 1 Corridor Study, managed by the Lower Connecticut River Valley Council of Governments (RiverCOG) for the Towns of Clinton, Westbrook, and Old Saybrook. It is a strong goal of this Plan that the relevant boards and commissions take these other studies into consideration when creating and implementing policy initiatives. The Specific Action Items listed at the end of each chapter are compiled in the Implementation Matrix, which identifies the relevant parties that must work together to assure the Action Item is accomplished.



The Plan is organized into chapters: Vision; History and Trends; Economic Development; Planning Focus Areas; Housing; Conservation; Infrastructure and Municipal Resources; Cultural Resources; and Implementation. Each chapter presents an overview of existing conditions and recent trends in the topic area, followed by factors that may affect future conditions or potential directions. Desired outcomes are detailed, including public input, drawn from several input opportunities. Finally, specific action items designed to achieve the Plan's vision are included at the end of each chapter. These action items are also aggregated into an Implementation Matrix at the end of this document.

This Plan is by no means exhaustive of the ways to approach development, preservation, and conservation throughout town. This document is appropriately broad in its scope and focuses on general concerns and objectives with the aim of establishing policies and achieving desired development while maintaining the flexibility necessary to adapt to fluctuating external and internal forces. It is the intent of the Planning and Zoning Commission to review this Plan on a biennial basis for progress, revision and re-prioritization.

INTRODUCTION



VISION

Clinton is an historic coastal New England town, enhanced by the diversity of its population and land uses. It is blessed with variety, including its historic sun-washed beach communities, the busy commercial corridor and traditional village center along Route 1, and the more rugged topography of the wooded uplands. Clinton is a traditional coastal village next to the harbor, a summer retreat, an industrial center, a quiet residential community, and now a recreational shopping destination - all at once. Clinton is both physically and socially diverse. Clinton's beautiful natural setting includes expansive water views across sunlit salt marshes and cool tree-shaded rural roads winding through woodlands. Clinton's people come from many backgrounds, but come together in a sense of community that supports activities ranging from youth sports to community concerts.

Development and redevelopment in Clinton has the potential to take advantage of transit stations and the traditional, walkable, dense downtown core, as well as many vacant and underutilized properties that can strengthen the local economy. We envision a Clinton that focuses mixed-use and commercial redevelopment in targeted areas and along the Route 1 Corridor and that serves local and regional needs.

Development that seeks to provide well-paying and stable jobs is also encouraged. In addition, development that utilizes smart growth principles is an important factor in guaranteeing the feasibility of the other two elements of this vision: neighbor-



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hood preservation and environmental sustainability. We envision a Clinton that ensures thoughtful and appropriate economic development that does not detract from existing businesses but introduces a healthy and competitive business environment.

The Town of Clinton should seek to ensure housing growth, opportunity, diversity, and stability. Defining and supporting neighborhood character to enable sustainable growth is essential to the Town's future. We envision a Clinton that preserves existing neighborhood character while increasing linkages, walkability, access to amenities and cultural resources, and pursuing the necessary supporting infrastructure. Future housing in Clinton should reflect opportunities that are attractive to the existing and projected populations, especially those that seek to retain young families. Redevelopment areas should seek to integrate a residential component and strengthen the communal integrity of Clinton's neighborhoods.



Clinton is characterized with a vibrant shoreline and rivers that offer recreational opportunity, economic productivity, and significant natural resources. Recent hurricanes and the susceptibility of a significant portion of Town to storm surge and floodwaters make preparing and implementing environmental preservation and sustainability practices imperative. We envision a Clinton that protects its rich environment and the shoreline, and plans for future conservation and adaptation to climate change. Redevelopment initiatives that consider protection of these vital resources are key to preserving Clinton's natural amenities.

The Town of Clinton strongly commits to the concept and process of planning and to putting in place the mechanisms for effective implementation of the Plan.

HISTORY & TRENDS

Clinton was established over 350 years ago as pre-industrial, agricultural and maritime community. Farming, forestry, fishing and shipbuilding were the primary economic activities. The church was its social and cultural center and development followed a path inland from Long Island Sound along the Hammonasset, Menunketesuck, Indian, and Hammock Rivers. The industrial revolution of the mid-19th and early 20th centuries brought the railroad, the trolley and the modern version of Route 1. These transportation improvements changed the town's connection to the world and brought with it factories and the beginnings of tourism. The post-World War II boom in the last half of the 20th century brought the Interstate Highway System and with it came an increase in single family residential development, tourism and employment, mostly in distribution, retailing and services. This long-term trend in Clinton was abetted by zoning changes that repeatedly converted lands originally zoned for industrial and other business uses to residential lands that became subdivisions of single-family residences. The suburbanization of Clinton slowed as the 20th century came to an end and came to a virtual stop in the first decade of the 21st century. In this way, Clinton is very similar to many other towns in Middlesex County. Like other larger, regional cities, Clinton has access to both commuter and inter-city rail and Interstate 95. It is conveniently located to regional airports with flights to most domestic locations. Despite these attractive features, Clinton has relatively low land values compared to its neighbors and many underdeveloped sites that are proximate to rail and road. As a result, Clinton's plan for the future should focus on economy, image and character. This must be accomplished in ways that take full advantage of its small-town character with its unique attributes and resources.

POPULATION

During the first half of the 20th century, Clinton's year round population grew very slowly. The opening of Interstate 95 resulted in a 150% population growth



HISTORY & TRENDS

between 1960 and 1970. Thereafter, growth slowed for the next two decades, and population only grew by 2.6% between 1990 and 2000. From 2000 to 2010 population grew even less at only 1.4%, from 13,094 in 2000 to 13,260 as of the 2010 Census. Future projections by the Connecticut State Data Center estimate a decline in population from 2015 to 2025, predicting approximately 12,417 residents at the end of this period.

POPULATION GROWTH

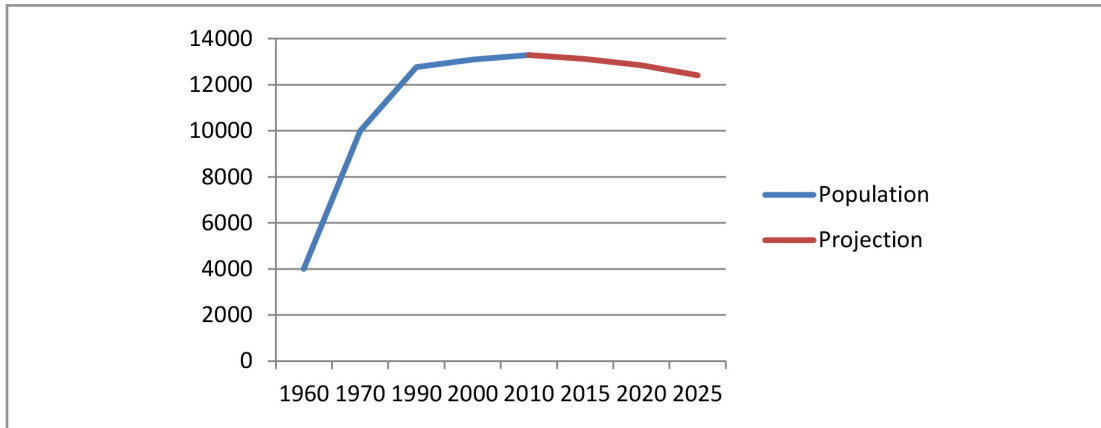


Figure 1. Population Growth with Projections. Source: Connecticut State Data Center

POPULATION BY AGE

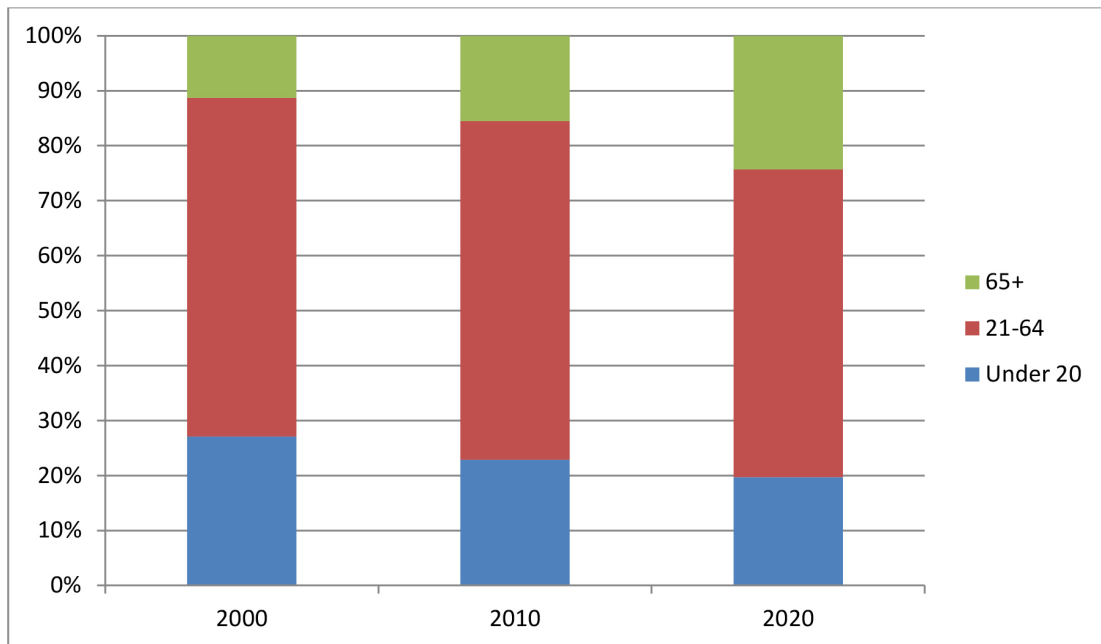


Figure 2. Population Percentage by Age. Source: Connecticut State Data Center

The median age also increased from 38.2 in 2000 to 44.3 in 2010. In addition, households with individuals over the age of 60 increased from 21.7 percent in 2000 to 37.6 percent in 2010. An aging population decreases the burden on local schools but increases the need for public transit and infrastructure for seniors, including health and medical clinics and senior centers.

MEDIAN AGE

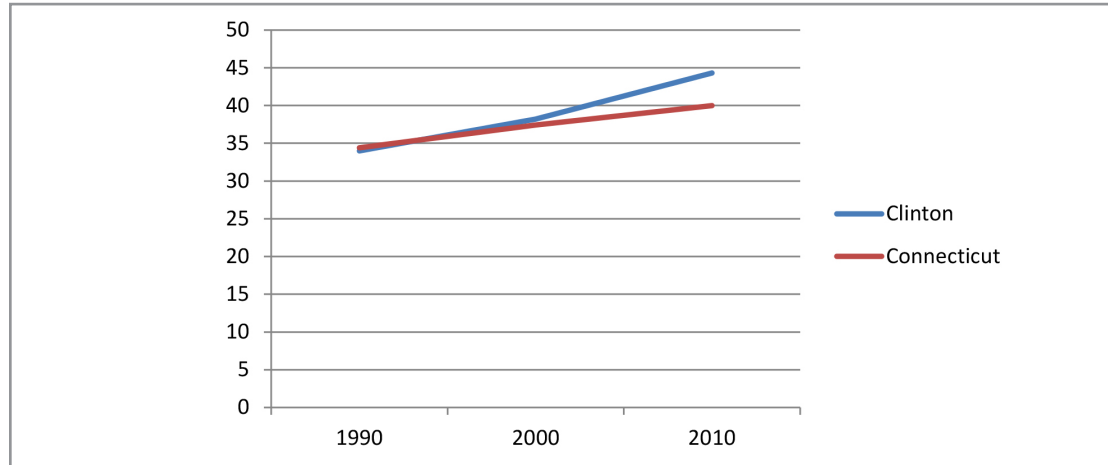


Figure 3. Town and State Median Age. Source: US Census Data

LAND USE

Clinton is made up of nearly eighteen square miles, sixteen of which are land, that consist of a series of rivers and river valleys sloping down to Long Island Sound. The Hammonasset, Indian, and Hammock Rivers come together at Clinton Harbor. The Menunketesuck River drains east into neighboring Westbrook and Westbrook Harbor. Half of the town is forested, while nearly 30 percent is developed.

Clinton's 23 miles of shoreline are relatively flat with intermediate bluffs and gently rounded hills. They include beaches, dunes, and about 737 acres of tidal wetlands. Further inland, larger water bodies include the Kelseytown Reservoir of the Connecticut Water Company, Upper Millpond, Boulder Lake, Chapman Pond, and Hesel's Pond. The Connecticut Water Company also operates the Clinton Well, adjacent to the Indian River, and the Weiss Well and the Rettich Well adjacent to the Hammonasset River.

About fifteen percent (15%) of the land area in Clinton is classified as inland wetlands, and regulated by the town's Inland Wetlands Commission. The remainder of the town is characterized by woodlands, with red maple, oak and hemlock, species characteristic of New England forests.



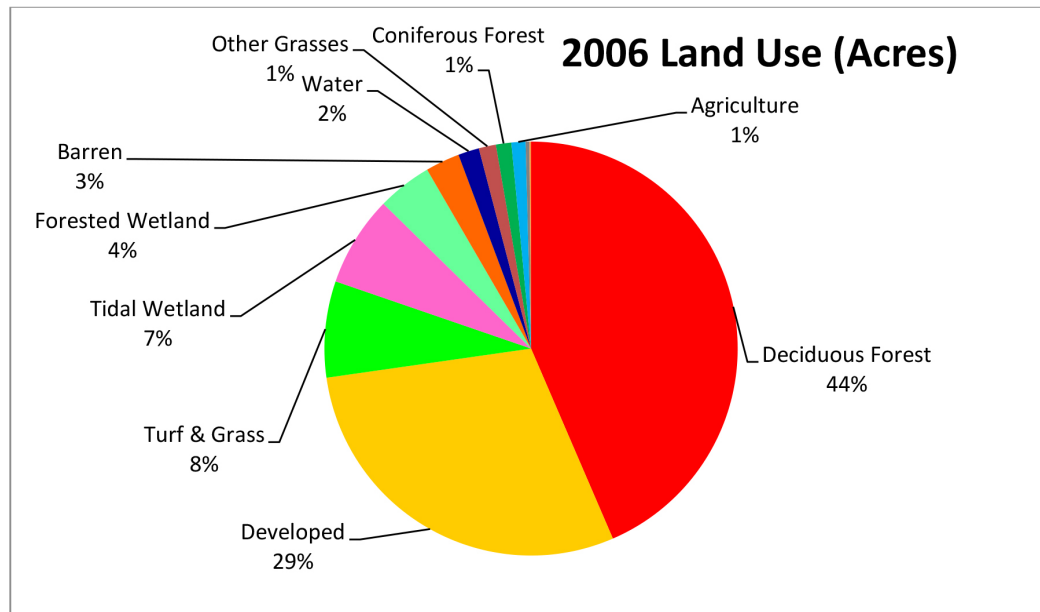


Figure 5. Land Use by Land Cover Type Percentage. Source: UConn CLEAR

EMPLOYMENT AND ECONOMIC DEVELOPMENT

As described in the 2007 Plan of Conservation and Development, “along the shore, the high land above the salt marshes and the barrier beach has been developed in a pattern of year round homes, seasonal cottages, and intensive marine commercial activity. The traditional downtown shopping area and many of the town’s civic activities are located at the head of Clinton Harbor, where Route 1 and the railroad cross the Indian River. Commercial retail and services extend the length of Route 1. Industrial development is concentrated along the corridors created by the railroad right-of-way and along I-95. Further inland, residential development lines many of the interior roads, with scattered subdivisions located throughout the northern portion of town. Many of the subdivisions have expanded over times, steadily adding new local streets and houses over the past four decades. Most of Clinton’s northern woods are growing on land that was once used for agricultural purposes in the form of plowed fields, pastures, and managed woodlots.”

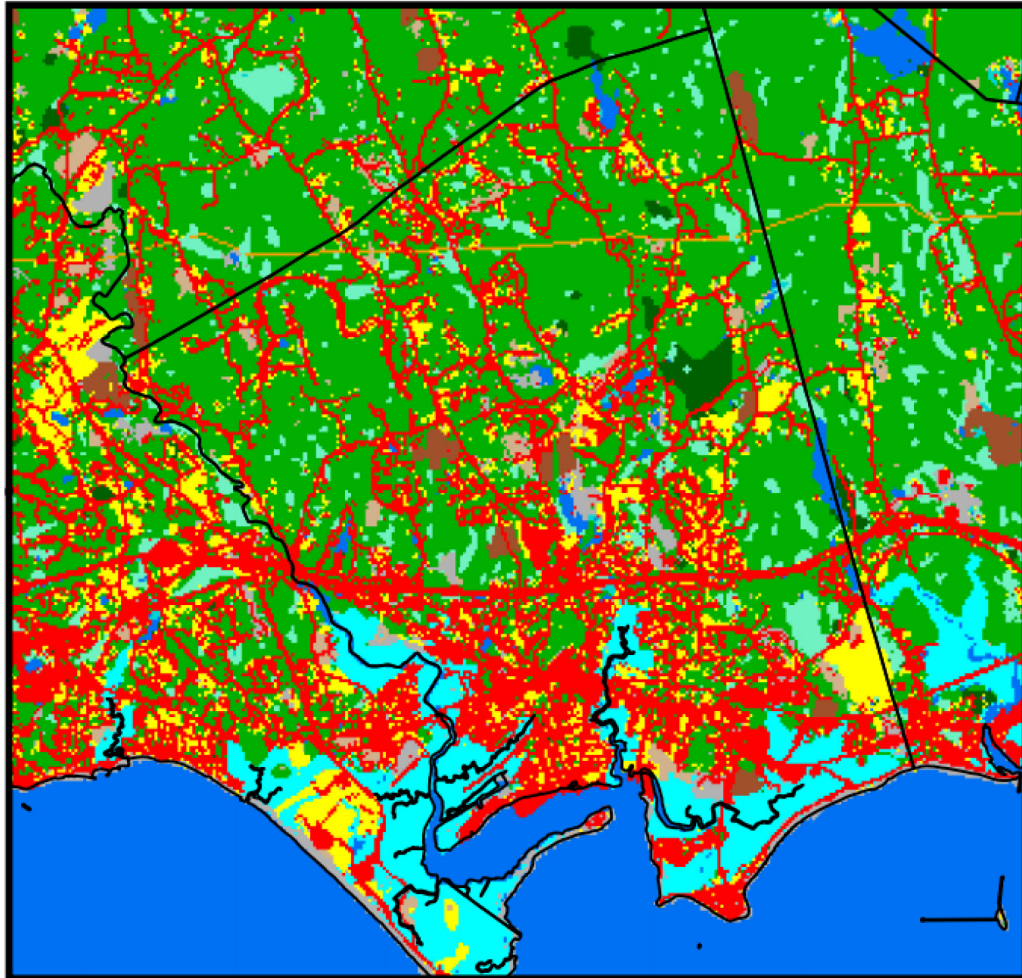
Several historically large employers have left Clinton, leaving large parcels of land vacant and ripe for redevelopment. Underutilized properties along Route 1 include the former Stanley Bostich site and the Clinton Nursery. The Unilever property is located north of the railroad in the downtown area. The former Unilever distribution center property is vacant off of Route 145. The workforce in Clinton will continue to struggle to make gains as long as sites like these remain vacant.

Clinton, CT

Connecticut's Changing Landscape

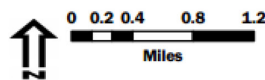
Land Cover

2006



2006 Land Cover

Developed	Water
Turf & Grass	Non-forested Wetland
Other Grass	Forested Wetland
Agricultural Field	Tidal Wetland
Deciduous Forest	Barren
Coniferous Forest	Utility (Forest)



This map is a product of the Center for Land use Education And Research (CLEAR) at the University of Connecticut. For more information on CLEAR or this map, visit <http://clear.uconn.edu>.

Figure 6. Land Use by Land Cover. Source: UConn CLEAR

In fall 2016, The Morgan School will be relocated from its 38 acre site on Route 81 off Exit 63 of Interstate 95. This is across from Clinton Crossing Premium Outlets, the town's largest taxpayer, represents another development opportunity, detailed in the Interchange Planning Focus Area chapter of this Plan.

In 2009 the top five grand list included Chelsea GCA Realty Partnership, Chesebrough-Ponds, Connecticut Water Company, NPNC, and JMH Associates. The top five major employers in 2012 included Unilever, Clinton Crossing Premium Outlet, Connecticut Water Company, Town of Clinton, and Clinton Nurseries. Employment in 2011 in Clinton was between 3,989 (reported by CERC) and 4,114 (reported by DECD) with retail trade being the largest sector, see Figures 7 and 8 below.

Trends in the employment sector have also shown that retail has grown and extended its dominance as the single-largest sector, while other sectors such as professional services, manufacturing, accommodation, arts, and recreation have been flat or have declined. Health care services and social assistance has also shown signs of growth over the past several years, which may reflect changes in Clinton's population demographics.

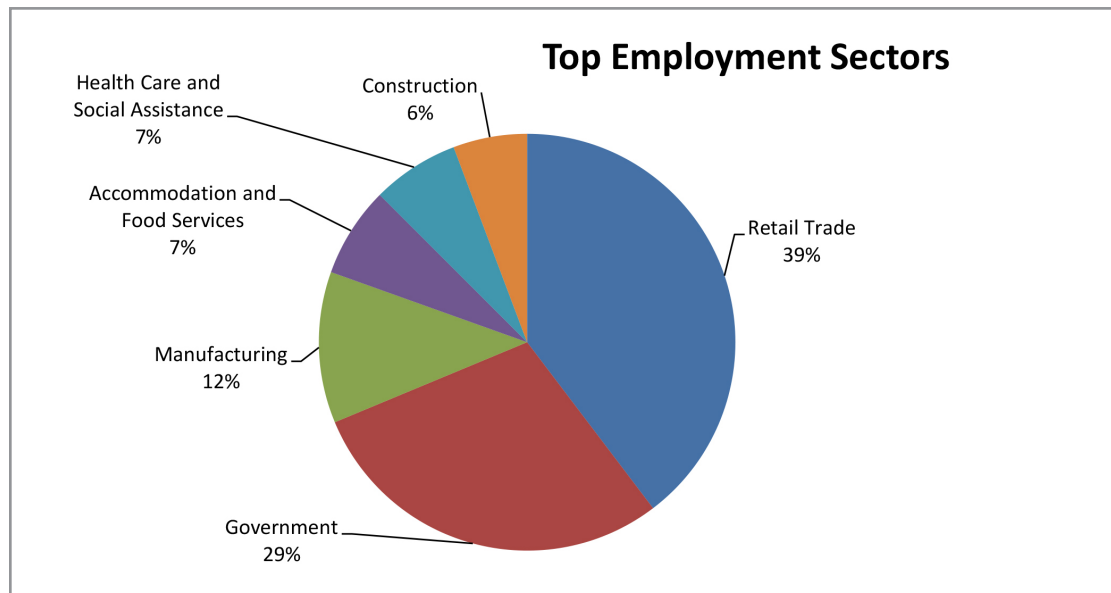


Figure 7. Top Employment Sectors, 2011. Source: CERC

HISTORY & TRENDS

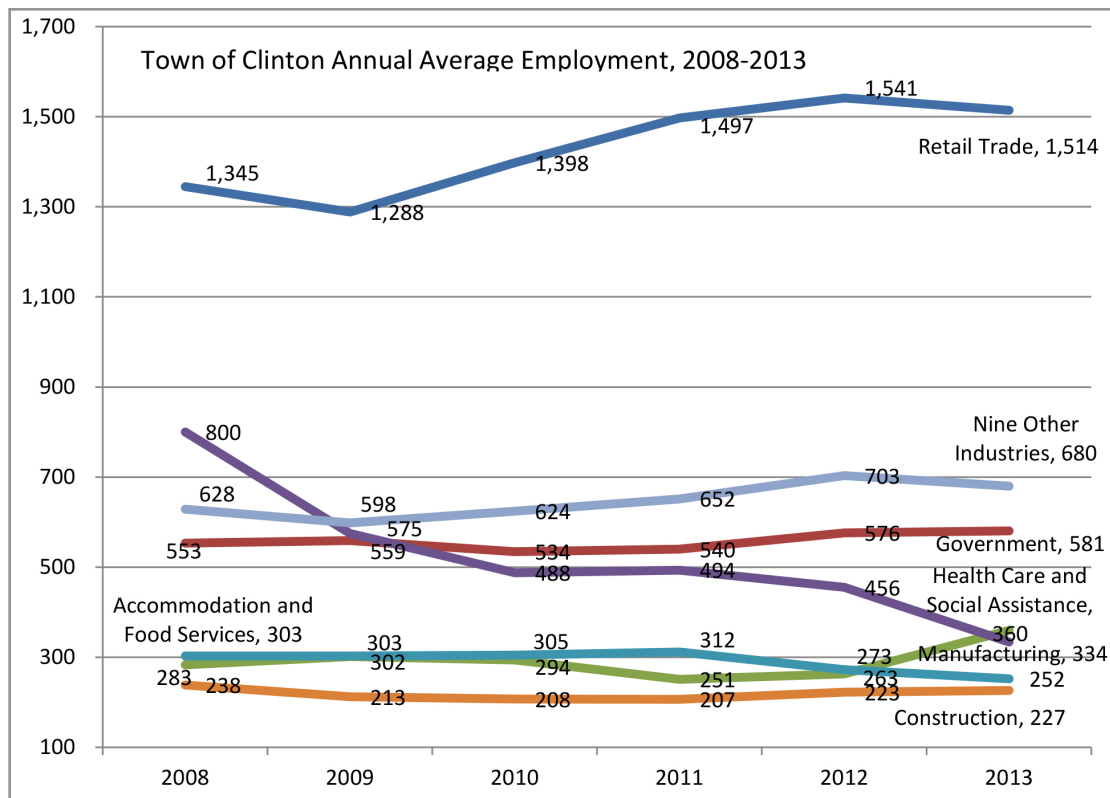


Figure 8. Employment Trends in Clinton, 2008-2013. Source: Connecticut Department of Labor

Only 963 of those jobs were held by residents. The unemployment rate was 6.9%, which was lower than the county and state rate.

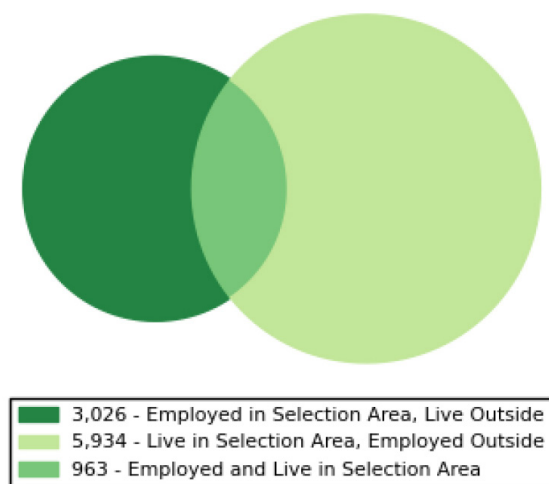


Figure 9. Inflow/Outflow of Clinton Jobs. Source: US Census Data

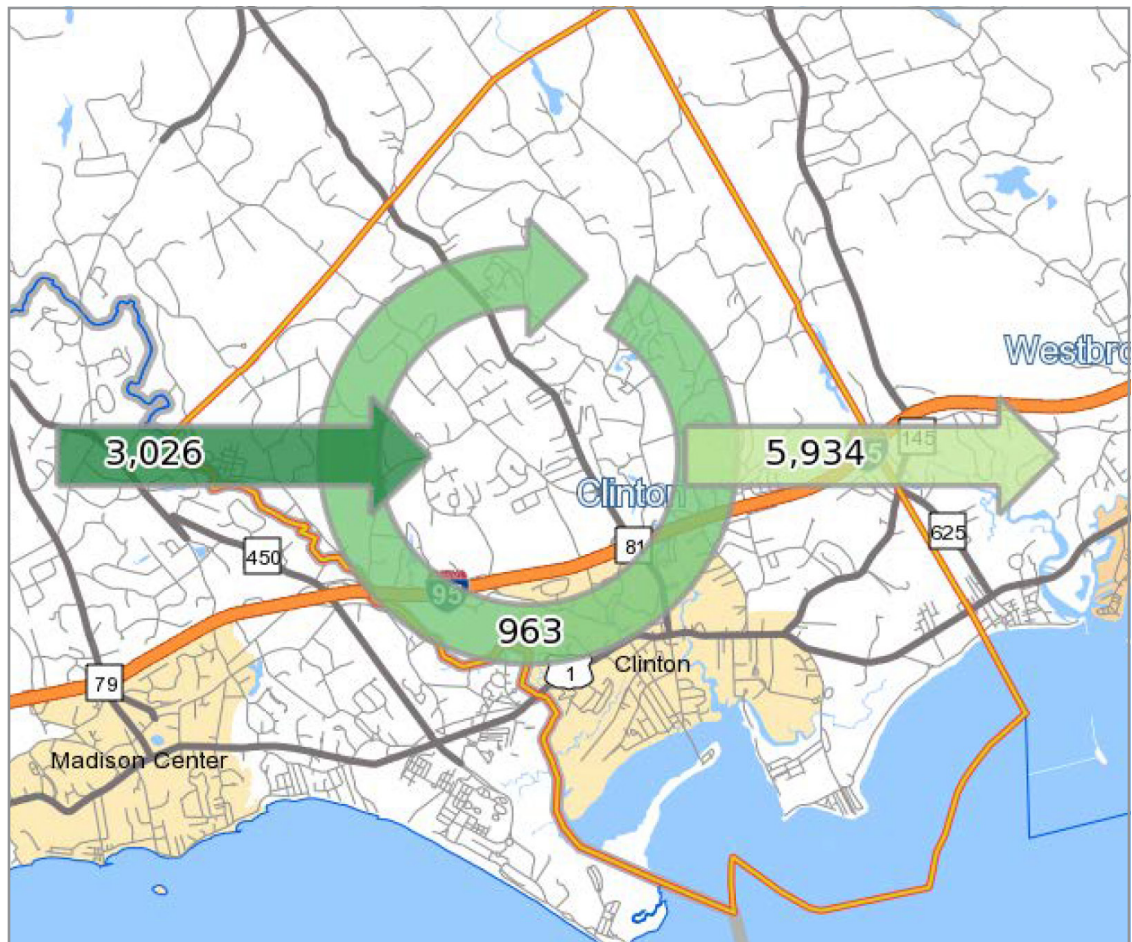


Figure 10. Commuter Employment. Source: US Census Data

HOUSING AND INCOME

Clinton is a fairly average suburban community as evidenced by the median household income. It is consistently slightly above the Connecticut median but lower than that in Middlesex County. It is also comparable to nearby shoreline town.

Median Household Income			
Source: 2007-11 ACS	Clinton	Middlesex	CT
100% of Median	\$75,122	\$77,095	\$62,243
80% of Median	\$60,098	\$61,676	\$55,394
50% of Median	\$37,561	\$38,548	\$34,622
30% of Median	\$22,537	\$23,129	\$20,773

Figure 11. Median Household Income. Source: CERC

HISTORY & TRENDS

Median Household Income of Shoreline Towns	
Source: 2007-11 ACS	
Clinton	\$75,122
Westbrook	\$60,422
Old Saybrook	\$80,347
Madison	\$106,609
Branford	\$71,314
Guilford	\$95,085
Milford	\$79,828

Figure 12. Median Household Income. Source: CERC

According to the 2007 to 2011 American Community Survey, there are approximately 6,000 housing units in Clinton, with nearly 5,300 of them occupied. This Survey indicated Almost 88% of housing units in Clinton are occupied and about 12% are vacant. Of the vacant housing units 74 are rentals, 5 are rented but not occupied, 72 are for sale, 9 were sold but unoccupied, 518 were for seasonal, rec-

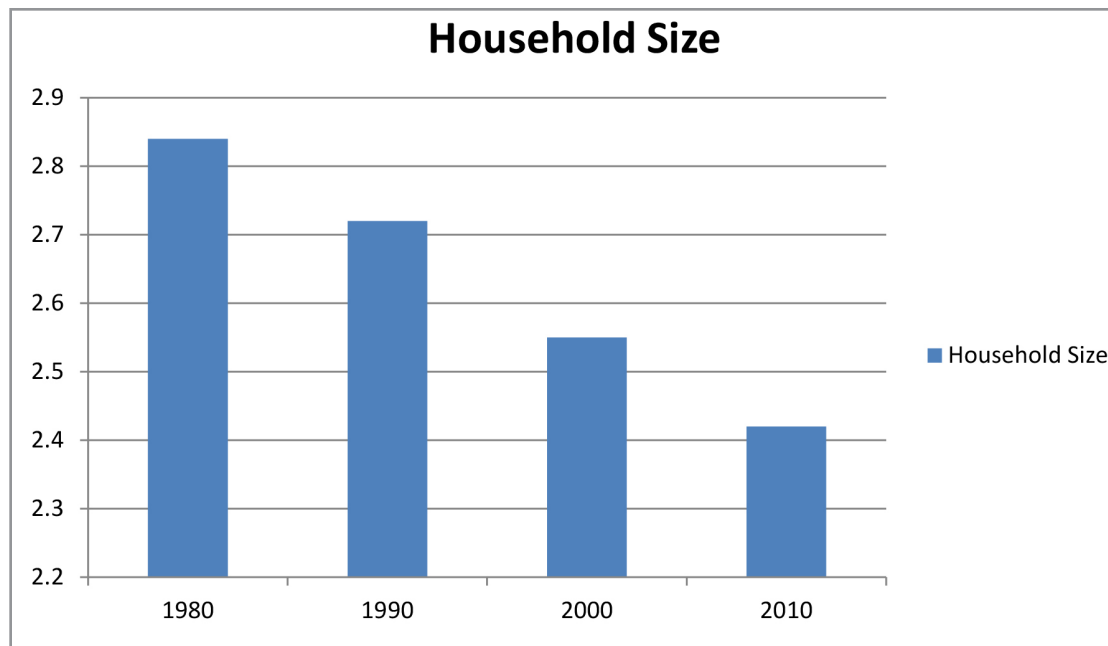


Figure 13. Household Size. Source: US Census Data

reational, or occasional use, and 84 were classified as other. Thus, 8.5% of vacant units in Clinton were seasonal, recreational, or occasionally used housing units.

Eighty percent of these units are single family. There are an estimated 5,478 households in Clinton with the average household size 2.42 persons. The average household size has been steadily declining since 1980. There are 3,991 families, about 72% of the households, the average family size being 2.84 persons. Over 80% of housing units are owner-occupied, and less than 19% are renter-occupied. The reduction in household size has potential implications on the need for affordable or accessory housing in the future.

The longer-term trends in population, income, and land-use in Clinton will present challenges. Between 2000-2010 Census periods, the population of Clinton increased by 1%, the number of households increased by 3% (owing mostly by the decline in average household size), and the median household income increased 17%.

Over that same ten-year period, Clinton's grand list (total taxable property), shifted from 65% residential to over 75% residential, reflecting longer-range decline in manufacturing in Clinton, and Connecticut in general. This trend, which predates the 2000-2010 Census period by several decades, was both reflected and abetted by numerous re-zoning initiatives that converted land in Clinton from allowing industrial uses to those that allow residential uses.

A comprehensive effort to develop long-term strategies that include economic development, population and housing trends and non-residential growth will be needed to address this imbalance into the future. A fuller discussion and recommendations regarding this topic can be found in the Housing and Economic Development chapters of this Plan.

Like many communities in Connecticut, long-term trends in Clinton will present some challenges going forward. Declines in business and industry employment sectors, and reduced school-age and working-age populations will shape the next decade. Maximizing opportunities for commercial, retail, and recreational uses, seeking revitalization and redevelopment, and leveraging Clinton's location and history as a charming coastal destination will be critical factors in a bright future.

HISTORY & TRENDS



ECONOMIC DEVELOPMENT

Economic Development is a critical component in Clinton's future; accordingly, a large section of this Plan is dedicated to encouraging and identifying economic opportunities. A goal of the previous Plan, which is echoed throughout, is to encourage attractive, well-designed commercial and industrial activity in appropriate locations in order to provide convenient services for residents, diversify the tax base, and furnish employment opportunities in a way that is supportive and reflective of Clinton's community character. It is also important to attract business and industry that does not rely largely on the local population for its customer base, similar to Clinton Crossing, Kenyon International, Bausch Advanced Tech, Clinton Instrument Co., and Arrigoni Design. Furthermore, economic development is not only about developing new businesses; it is equally important to preserve existing businesses through incentives and other forms of assistance.

Historically, Clinton developed as a predominantly residential town because of demand for housing and the repeated rezoning of industrial areas to residential. Employees in Clinton have generally been nonresidents, whereas residents typically work outside of town. This is partly due to the Clinton's history as a desirable place to live for owner-occupied single-families but has, over several decades, resulted in a lack of businesses serving residents. Moving forward, it is important to look beyond Clinton's past and to encourage innovative ways to make Clinton a desirable place for residents and businesses.

As of 2013, Clinton has about 450 businesses that employ nearly 4,000. The largest business sector employer is retail, responsible for about 25% of all businesses in Clinton and approximately 38% of employees. These percentages vary slightly by year and source. While the State Department of Labor indicates at 38% retail share of jobs, CERC pegs this number at 39%. In either case, the major employers are retail businesses including, Super Stop & Shop, Shop Rite



ECONOMIC DEVELOPMENT

Supermarket, and Monroe Staffing Services. The commercial and industrial tax base is 11% of the total Grand List. The top five Grand List included Chelsea GCA Realty Partnership, LP (Clinton Crossing), Connecticut Water Company, Chesebrough Ponds (Unilever), JMH Associates (the Stop & Shop plaza), and Connecticut Light & Power Company.

Sector	# jobs in		
	sector	Total Jobs	% of sector
Construction	227	3,949	6%
Manufacturing	334	3,949	8%
Retail Trade	1514	3,949	38%
Transportation and Warehousing	52	3,949	1%
Information	43	3,949	1%
Finance and Insurance	53	3,949	1%
Wholesale Trade	80	3,949	2%
Professional, Scientific, and Technical Services	71	3,949	2%
Administrative and Support and Waste Management and Remediation Services	132	3,949	3%
Health Care and Social Assistance	360	3,949	9%
Arts, Entertainment, and Recreation	128	3,949	3%
Accommodation and Food Services	252	3,949	6%
Other Services (except Public Administration)	106	3,949	3%
Government	581	3,949	15%
Real Estate and Rental and Leasing	14	3,949	0%

Figure 1. Population Percentage by Age. Source: Connecticut State Data Center

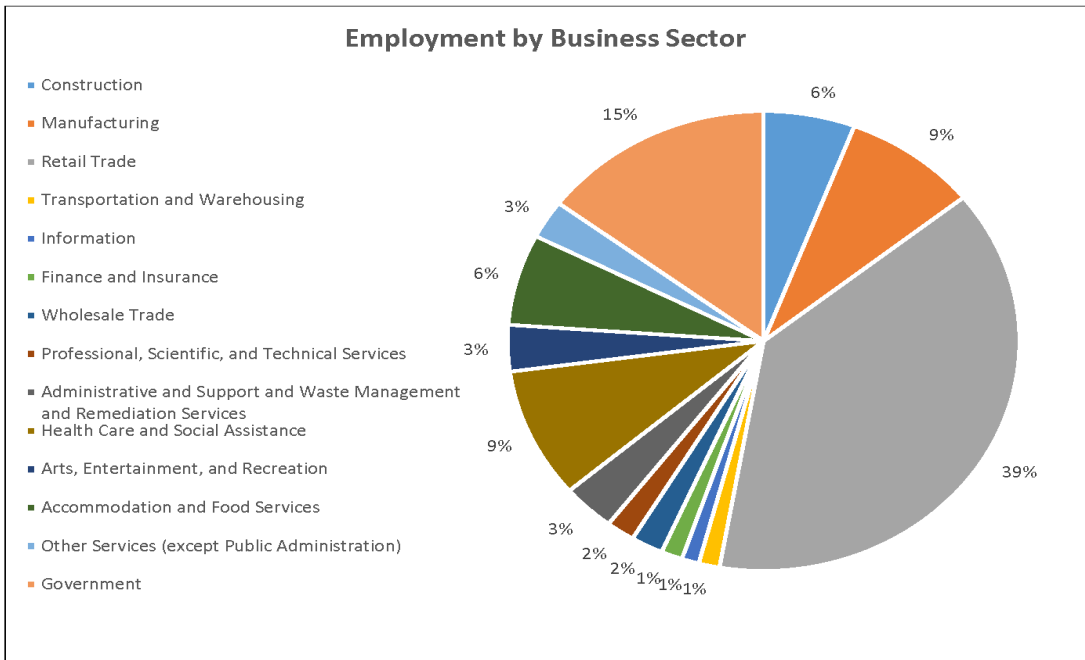


Figure 2. Employment by Business Sector (CERC Town Profile, 2013)

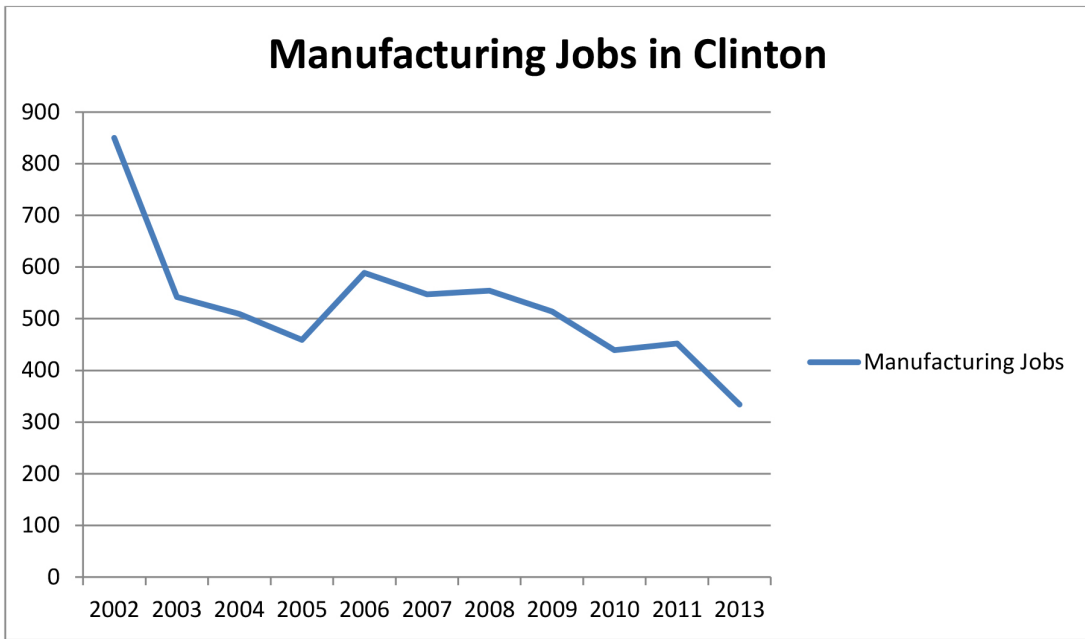


Figure 3. Manufacturing Sector Jobs, 2002-2013 (Source: CERC)

Over the past decade, several of Clinton's largest employers have left. In 2002, while Unilever and Stanley Bostich were in operation there were 850 manufacturing jobs in Clinton, nearly 23% of the industry sector. Currently, manufacturing only makes up about 8% of the business sector.

The result is an under-engaged employment pool and several large vacated properties that are available for redevelopment. Clinton's educational attainment rate in 2012 was the same as the State's, with 36% having a Bachelor's degree or higher, meaning Clinton has a relatively highly qualified workforce. However, as mentioned above and as indicated by the top five grand list in 2013, the largest employers are many retail businesses. The implication of this is that the majority of Clinton's skilled workforce is finding employment outside of town, which follows historical patterns. Specifically, only 24% of people employed in Clinton are residents; nearly 86% of Clinton's 6,889 employed residents work outside of town. In seeking a diversified and more balanced economy, Clinton could use office space and other similar businesses to engage its residential population. Clinton also has a strong home business base that could be serviced by a small business incubator or a business services facility that offers meeting spaces and copy services on an hourly or low cost basis. Another approach to assisting existing businesses and to take advantage of the State's Nutmeg Network, a high-speed internet network.

A local plan cannot dramatically affect global macroeconomic forces. It is difficult to ascertain whether Clinton's loss of large scale employers and lack of development since the last Plan of Conservation and Development are reflective of the general economic downturn of 2008 through 2012 or is unique to the town. However, understanding the larger economic impacts of proposed development are



important and a thorough plan is necessary to ensure that the type of desired development and its location is possible. Ideal businesses would not out-compete existing businesses but could introduce a healthy, competitive, small business environment. Dependency on one large employer is not sustainable, as Clinton has experienced firsthand, but businesses should seek to take advantage of the employee base and labor supply in Clinton.

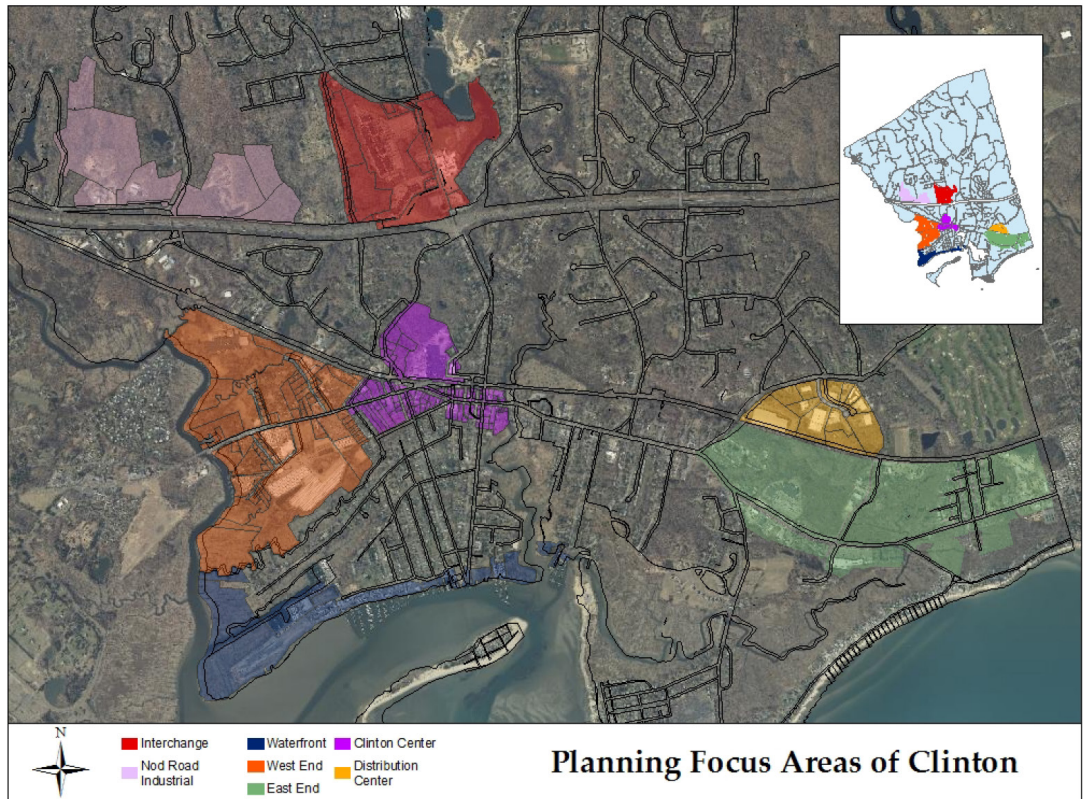


Figure 4. Planning Focus Areas

I. PLANNING FOCUS AREAS

A great deal of this Plan is dedicated to defining geographical areas in town for economic development. These areas were created with the insight that certain types of businesses fit better in some areas as opposed to others; whether it be access to transit corridors, populations, or large tracts of land. In combination, these development focus areas will hopefully give the town a diverse and sustainable economic base. Conditions and goals for each of these Planning Focus Area is addressed in individual chapters of this Plan, but in general, these are the regions within Clinton that should be the focus of additional and intensified commercial, retail, industrial, and higher density residential/mixed-use development.

The table below provides a snapshot of the types of development or redevelopment that would be appropriate and encouraged in each Planning Focus Area. Please note that a full narrative and description of the context and appropriate development for each Focus Area is provided in separate chapters of this Plan.

Development Uses	Clinton Center	West End	East End	Interchange	Waterfront	Distribution	Nod Road Industrial
Higher-Density Residential	■	■	■	■	□		
Retail	■	■	■	■	■	□	
Office	■	■	■	□	□	□	■
Transit-Oriented	■	■	■	□	□	□	
Commercial	■	■	■	■	■	■	□
Mixed Use (Resid./Comm.)	■	■	■	■	□	□	□
Industrial/Distribution		□	□		□	■	■
Municipal/Institutional	□	□	□	□	□	■	■
Tourism/Hospitality	□	□	■	■	■	□	
Restaurant/Food Service	■	■	■	■	■	□	
Commercial Recreation	■	■	□	□	■	■	□

■	Appropriate Development for Focus Area
□	Strongly Dependent on Scale, Context, and Proposal
	Inappropriate for Focus Area

Figure 5. Appropriate Uses Per Planning Focus Area

The Focus Areas were identified to both reflect and project areas of infrastructure capacity and investment. Beyond the macroeconomic market forces that would create opportunities for Clinton to compete for business, the Town must also support the businesses it pursues or grows through investment in the structural capacity to succeed. Adequate roads, pedestrian and transit systems, water and wastewater capacity, power, telecommunications, and data networks must all be in place to enable growth. In the specific case of wastewater capacity, the Town must move beyond the trouble-shooting approach of the WPCC Facilities Plan and develop scalable solutions that will enable further growth. The deliberate focus on intensification of development and redevelopment in discrete areas of Town also helps to identify and prioritize the expenditure of limited municipal funds toward these resources.

II. INDUSTRIAL AND COMMERCIAL DEVELOPMENT

The industrial base in Connecticut and Clinton continues a long-term trend of contraction and evolution. While Unilever and Bostich have relocated their Clinton operations elsewhere, Kenyon International and Arrigoni continue to thrive. Clearly, all industrial businesses that remain in Clinton become ever more important to recognize, retain and to nurture.

There are niche industrial opportunities that remain viable to locate and evolve in Connecticut that Clinton must identify and position itself to attract. Higher and technical educational institutions in the area present technical and entrepreneurial opportunities that lend themselves to industrial development, where appropriate, and that are conveniently accessible by rail and surface transportation.

Investment in commercial property in Clinton that is accretive must attract new businesses that do not already exist here. Moving existing businesses and leaving more empty storefronts does not contribute to overall development. The Economic Development Commission should focus efforts where there are identified gaps. A portion of the Unilever Redevelopment Study by the Cecil Group included an economic and market gap analysis (excerpted tabled below) that would be useful to efforts by the Economic Development Commission to identify and target these sectors.

Opportunity/Gap in 2013

Retail Stores	5-minute Drive Time Retail Opportunity Gap	10-minute Drive Time Retail Opportunity Gap	15-minute Drive Time Retail Opportunity Gap
	\$	\$	\$
Furniture Stores-4421	1,615,074	6,217,944	13,906,697
Home Furnishing Stores-4422	503,099	1,893,118	563,767
Radio, Television, Electronics Stores-443112	2,546,462	7,765,767	16,375,913
Computer and Software Stores-44312	453,377	2,767,218	5,349,926
Camera and Photographic Equipment Stores-44313	143,094	435,482	849,570
Home Centers-44411	8,727,147	26,699,233	57,153,846
Nursery and Garden Centers-44422	32,504	3,121,402	4,955,949
Convenience Stores-44512	1,197,025	2,872,559	5,598,713
Specialty Food Stores-4452	788,555	3,062,195	5,338,539
Cosmetics, Beauty Supplies, Perfume Stores-44612	632,383	1,666,022	3,523,513
Other Health and Personal Care Stores-44619	1,107,592	1,906,833	4,761,667
Sporting Goods Stores-45111	646,347	945,159	4,263,686
Hobby, Toys and Games Stores-45112	832,726	1,658,862	3,200,128
Musical Instrument and Supplies Stores-45114	339,825	1,023,834	1,999,955
News Dealers and Newsstands-451212	71,355	222,799	505,705
Prerecorded Tapes, CDs, Record Stores-45122	203,039	620,023	1,418,572
Limited-Service Eating Places-7222	(896,580)	6,244,819	4,192,283
Drinking Places -Alcoholic Beverages-7224	1,132,005	3,260,578	7,429,303

Source: A.C. Nielsen, *Claritas SiteReports*, 2013 data, and FXM Associates

Opportunities should also be fostered in unconventional commercial uses, such as recreational uses, that can attract customers from beyond Clinton's borders. Ice rinks and other indoor recreational uses pertain. Industrial and commercial opportunities will increasingly come from more creative and unconventional development that may be non-linear and transformational. Transformation without disruption should be a priority.

III. ECONOMIC DEVELOPMENT COMMISSION

The Economic Development Commission's (EDC) role is advisory in nature. However, the Commission can influence policy and recruit businesses. Future funds for an economic development coordinator, who would be a daily presence in Town Hall, would better achieve the goals of the Economic Development Commission and serve as a liaison between potential businesses and developers and the Town. The coordinator could also apply for grant funding for planning and redevelopment initiatives and manage a marketing campaign to attract businesses to Clinton. In addition, a coordinator could develop an economic strategies plan that combines the resources of its residents, government, businesses, and institutions to strengthen the economic base and enhance overall quality of life.

There are several development proposals, still in the preliminary stages as of Spring 2015, that could be transformative for Clinton over the next 10 years; specifically, at the former Unilever site and the Morgan School property. The EDC should advocate for this development and use it as leverage for attracting future development. One way to do this would be to empower the EDC as a designated development agency. EDC could also be enabled to facilitate the revitalization of critical development

parcels and increase contribution to the local tax base. In addition, the EDC could have a direct role in promoting tourism through its creation of a historic houses tour. It is working on developing an interactive tour of local historic houses through a downloadable application and is conducting a study on its economic impact.



IV. TOURISM

Clinton is historically a coastal seasonal community. According to the US Census, only 518 housing units of the nearly 6,000 total in Clinton, are considered seasonal or recreational. However, this number belies the significant population increase in Clinton every summer. Clinton also attracts a large number of people to shop at Clinton Crossing annually, which, for some, is a form of recreation and tourism. Creating complementary uses nearby could increase on that existing tourist base and potentially expand it. Other tourism opportunities include the Clinton Arts Project and the George Flynn Concert Series. These existing cultural activities serve residents and have the potential to attract people from surrounding towns who could make use of local restaurants and retail. The Town Hall recently upgraded its auditorium's audio and visual capabilities that could further serve local performances and show movies.

Access to the waterfront is crucial to economic development in Clinton. Concerns with climate change and the effects of sea level rise and increased storm events exist in the waterfront area. However, redevelopment that focuses on climate resiliency could ameliorate some such issues. Balancing conservation goals and growth are imperative in this geographical location.

At the Charette, residents expressed a desire for more access in the waterfront area. In particular, residents mentioned open space, pedestrian and bicycle paths, and other recreational activities like kayak rentals. Also mentioned was the lack of knowledge about the marina area and the commercial options it offers. Any efforts to create a plan or redevelopment initiative, including conservation and resiliency, should include the stakeholders of this area.

V. AGRICULTURE

Clinton is not traditionally considered an agriculture intensive community, and most statistics seem to bear this out. As of 1970, only about 200 acres (2% of town area) were considered active agricultural land uses. By 2006, this number was down to 110 acres. Several other large agricultural operations, most notably the Clinton Nursery properties on Route 1 and Route 81, are scheduled to be converted to other land uses.

Agriculture is an important historic industry in Connecticut and although a small portion of Clinton's land area is dedicated to active agricultural production, there is an ongoing trend, according to the latest U.S. Census of Agriculture (2012), showing the actual number of farms in Connecticut is on the increase. This is largely attributable to the growth in small, niche operations, backyard farms, and the establishment of community or shared farming operations. The interest in locally-

grown food and farm products, the concern about the cost and safety questions arising from far-flung food sources, and general sustainability movements has also been driving these trends. In Clinton, the growth and success of Chamard Vineyard and Winery has been an example of both this local focus and the potential of agritourism. In addition, hydroponic agriculture is also a relatively new farming technique that is gaining traction and popularity. Its ability to produce food year round, conserve water resources, and utilize existing spaces that are brownfields or otherwise unfit for more conventional development make it an attractive business. Furthermore, shellfishing in Connecticut generates more than \$30 million every year and provides over 300 jobs. The continued success and growth in the aquaculture industry in Connecticut depends very strongly on water quality and the Town of Clinton should place a priority on reducing the pollutant loading from its runoff, both point- and non-point sources to make such industry viable. Additional opportunities for aquaculture growth exist away from the shoreline. Much like hydroponic agriculture, aquaponics, such as fish farming of tilapia, can occur in repurposed mills and warehouses. Christmas tree farms, nursery/greenhouse operations, and other forest-based agriculture could also succeed throughout Clinton.

SPECIFIC ACTION ITEMS:

- **Seek funding or create an Economic Development Coordinator position**
- **Develop an economic strategies plan**
- **Build upon Cecil Group analysis and conduct market analysis study to understand business sector gaps**
- **Identify industrial opportunities**
- **Quantify and fully understand the net (revenue minus expenses) impact of permitting residential components on commercially attractive space**
- **Prioritize infrastructure funding to enable growth and redevelopment, particularly in Planning Focus Areas**
- **Support home businesses by providing a business incubator or business services facility**
- **Enroll in the Nutmeg Network**
- **Coordinate between Economic Development Commission, Boards of Selectmen & Finance, and the Planning and Zoning Commission to streamline the permitting process**

- **Leverage current development proposals into opportunities through outreach and marketing**
- **Engage marina and business owners in the waterfront area in economic development and zoning improvement efforts**
- **Market and promote cultural tourism through Clinton's historic resources, Clinton Arts Project and the Concert Series**
- **Create planning and redevelopment initiatives of the waterfront area to increase tourism opportunities**
- **Join Connecticut Main Street Center**
- **Maintain active commercial real estate listings on CERC SiteFinder**
- **Support the growth and development of a vibrant agricultural sector in Clinton through:**
 - o **Consideration of Right-to Farm Ordinance;**
 - o **Consideration of adoption of tax abatement policies for farm buildings and equipment;**
 - o **Active participation in the RiverCOG Regional Agricultural Council;**
 - o **Support for the designation of Locally Important Agricultural Soils;**
 - o **Review Zoning Regulations and other municipal policies for "farm friendliness";**
 - o **Consideration of allowing use of Town lands and other open space for agricultural uses;**
 - o **Allowing and encouraging hydroponic agriculture in industrial and on brownfield sites in town.**

IMPLEMENTATION MATRIX



Loading docks at former Unilever complex

PLANNING FOCUS AREAS INTRODUCTION

In preparation for this Plan of Conservation and Development the Planning & Zoning Commission identified seven distinct Planning Focus Areas where the town would anticipate and encourage increased mixed-use, commercial, or industrial development. These areas are named for their general existing context (see map below for additional detail):

- **Distribution Center**, between Route 145 and the railroad tracks, which includes the former Unilever distribution center property;
- **Clinton Center**, which includes the Unilever property, most of the area surrounding the train station, and the traditional downtown;
- **East End**, from Route 145 to the Westbrook Town Line;
- **Interchange**, which includes the area surrounding the I-95 Exit 63 interchange;
- **Nod Road Industrial**, which includes the former town landfill property and several adjacent industrial properties;
- **Waterfront**, which includes the properties adjacent to the shoreline and west of the Indian River; and
- **West End**, the area from Lumberyard Road west to the Hammonasset River.

For the most part, these areas of town are part of a greater development and public investment strategy; new development or redevelopment should tie together the context of the area and promote walkability, complementary uses, and a general harmonious relationship of businesses and residents within Clinton. According to the goals of the Plan, these areas of unfulfilled potential should be developed in a way that preserves the community character and conserves critical environmental resources.

As part of the Plan of Conservation and Development, these areas are the primary locations where the town would like to support existing and foster new businesses. Strategies for encouraging appropriate development in these areas are based on:

- Creating master plans for specific areas within the identified Planning Focus Areas;
- Comprehensive zoning updates through regulation based on design rather than on land uses;

PLANNING FOCUS AREAS PREAMBLE

- Recognizing that uniform zoning for an entire focus area might not be suitable in all cases;
- Streamlining the permit process;
- Increasing the uses allowed by Site Plans and Zoning Permits, and maintaining a focus on high design and public impact standards; and
- Creating zoning regulations enabling mixed-use and transit-oriented development which are pedestrian-friendly and provide access to alternative transportation sources.

Notwithstanding the potential for improvement in any other areas of town, these Planning Focus Areas are considered the highest priority for development, particularly mixed-use and commercial. As such, the town should concentrate the majority of its public investment and infrastructure efforts on these areas. The Planning & Zoning Commission should endeavor to work with the Conservation Commission in detailed discussions to resolve the conflicts where portions of these Focus Areas directly intersect with priority Conservation areas as identified by that Commission.

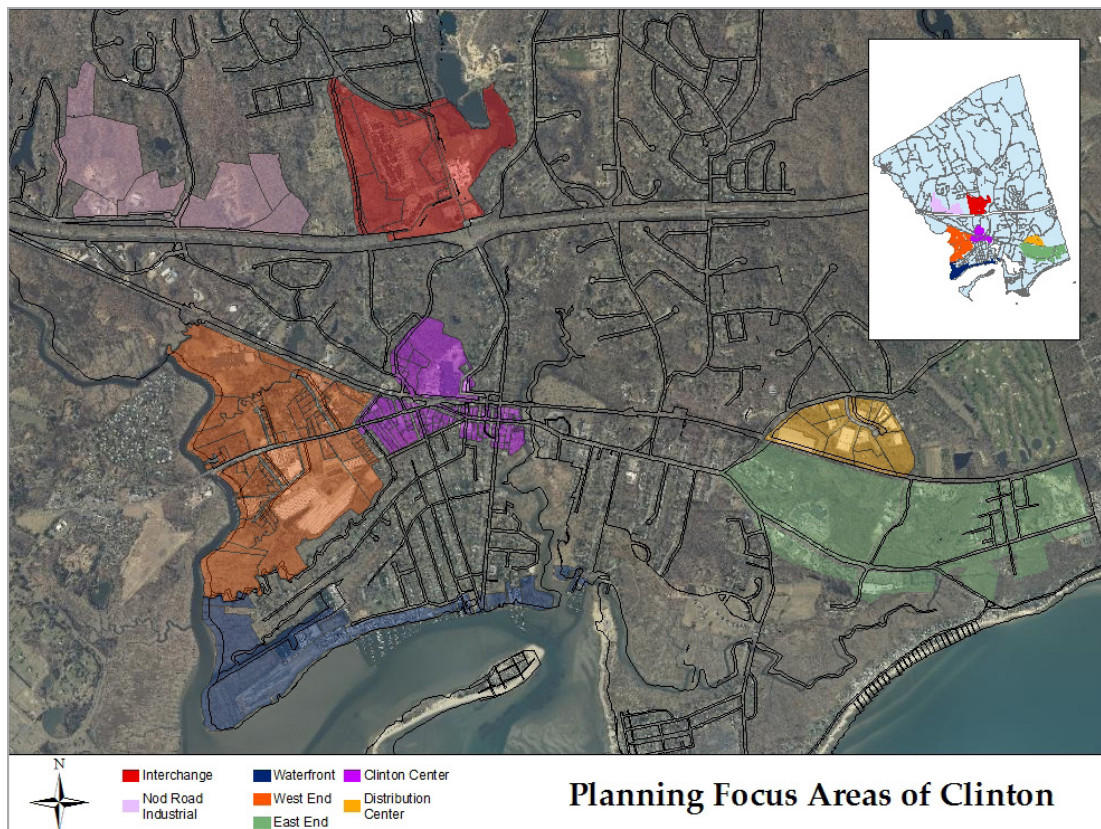
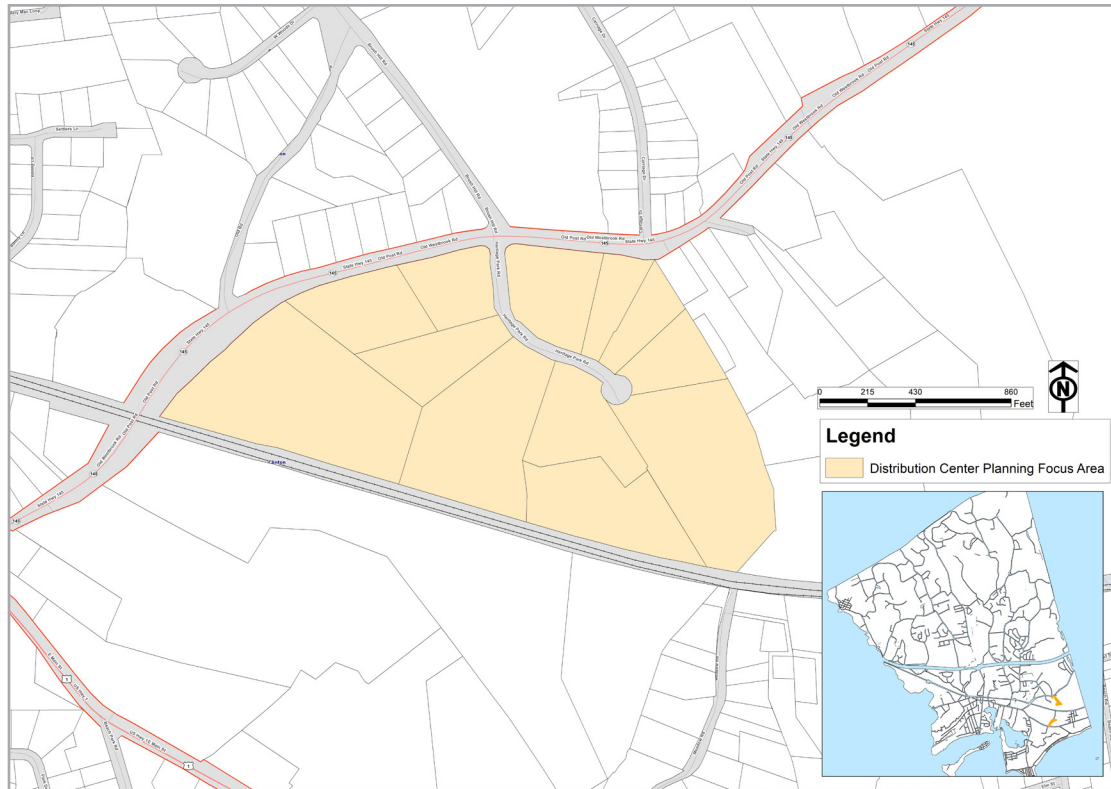


Figure 1. Planning Focus Areas

DISTRIBUTION PLANNING FOCUS AREA



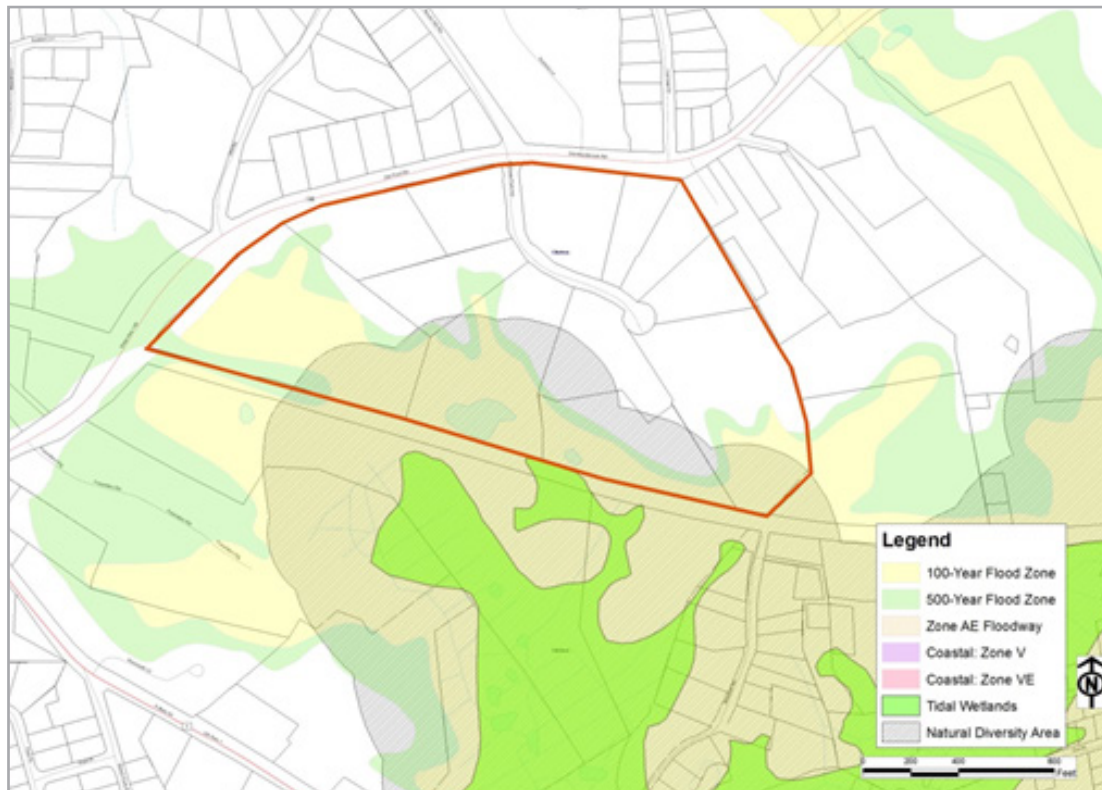
Map depicting Distribution Center Planning Focus Area

I. PURPOSE

The Distribution Center Planning Focus area is an industrial area characterized by its proximity to the railroad tracks and surrounded by residential uses. The purpose of this area as a development focus area is to maintain low-impact industrial characteristics, and to promote additional warehousing, light manufacturing, and other uses that generate lower traffic and environmental impact than traditional commercial, retail, and institutional uses. The Water Pollution Control Commission is actively seeking a nearby property for a community wastewater treatment facility, which is a low-impact land use; as a result, the mentioned uses would be consistent with the surrounding area.



DISTRIBUTION PLANNING FOCUS AREA



Map depicting Distribution Center Development Constraints

II. EXISTING CONDITIONS

The Focus Area is situated north from the intersection of Route 145 and Route 1 and includes the area surrounding Heritage Park Road north of the rail line. Land not constrained by tidal wetlands or other environmental concerns is mostly developed at this point.

As of 2013, there are about ten businesses in the Distribution Center Planning Focus Area, with a total of around fifty employees. Construction, retail, and services, mostly scientific and technical, make up the largest portion of business sectors, at 66.7% and nearly 77% of the employees. The average daily traffic count (ADT) along Route 145 in this area is about 4,800 vehicle trips.

This is a geographically small, mainly non-residential area. The current zoning for the area is industrial. New development will be limited in this area because of the existing development. In addition, a little less than half of the area is within the Natural Diversity Database (NDDb), further constricting development of the remaining land within the district.

III. VISION: ISSUES & OUTLOOK

The Distribution Center Planning Focus Area is currently very built-up with large industrial warehouse uses. A less developed area to the east of the Distribution Center Planning Focus Area is used by Clinton Country Club as a golf course. Existing developments within the focus area are large scale and set back from the road. A former Unilever warehouse, the largest structure in this area, collapsed in 2012 and has not yet been rebuilt, although new owners intend to do so in 2015. Future development should be consistent with the industrial scheme of the neighborhood, but with appropriate landscape and visual buffers to avoid conflict with adjacent residential areas.

IV. COMMUNITY INPUT

Clinton residents generally were in agreement that the area should continue to be utilized as an industrial and warehouse area because of easy access to the interstate and the railroad. Some ideas mentioned a desire for consumer-goods wholesalers or specialty grocery. It was also suggested that redevelopment include a sports complex, similar to the one in Branford, with a pool or ice rink.



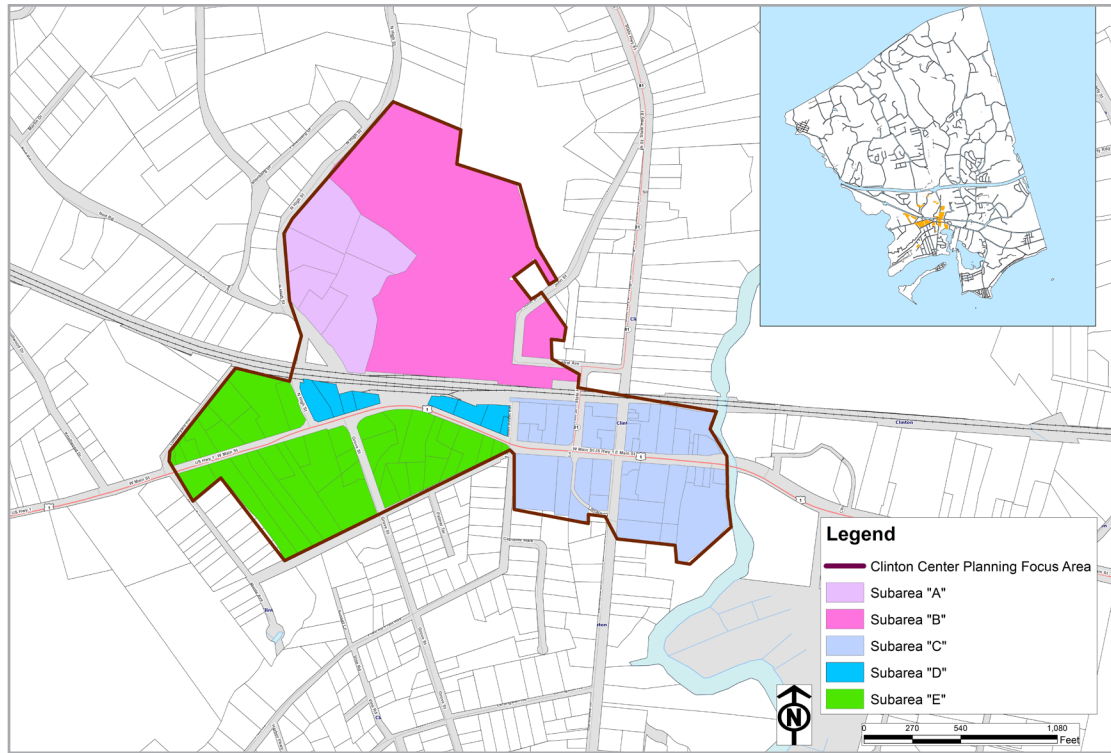
V. PLANNING

The Distribution Center Planning Focus Area should continue to be used as an industrial area, providing large commercial and industrial businesses a place to locate and operate. Use of the railroad would alleviate truck traffic on Route 145, although the area is a convenient location to Interstate 95. Traffic from Interstate 95 would also avoid Route 1 when accessing this area.

VI. SPECIFIC ACTION ITEMS

- **Encourage industrial and large-scale commercial uses by modifying zoning approach to encourage more Site Plan review uses and fewer applications that require Special Exceptions.**
- **Revise zoning to ensure the full variety of acceptable uses would be permitted.**
- **Ensure, through the use of landscape and buffer requirements, that industrial uses do not unduly impact adjacent residential areas.**
- **Make use of railroad by encouraging rail-dependent businesses.**
- **Work with DEEP to understand the NDDB wildlife constraints in the area.**

CLINTON CENTER PLANNING FOCUS AREA



Clinton Center Planning Focus Area (with Subareas)

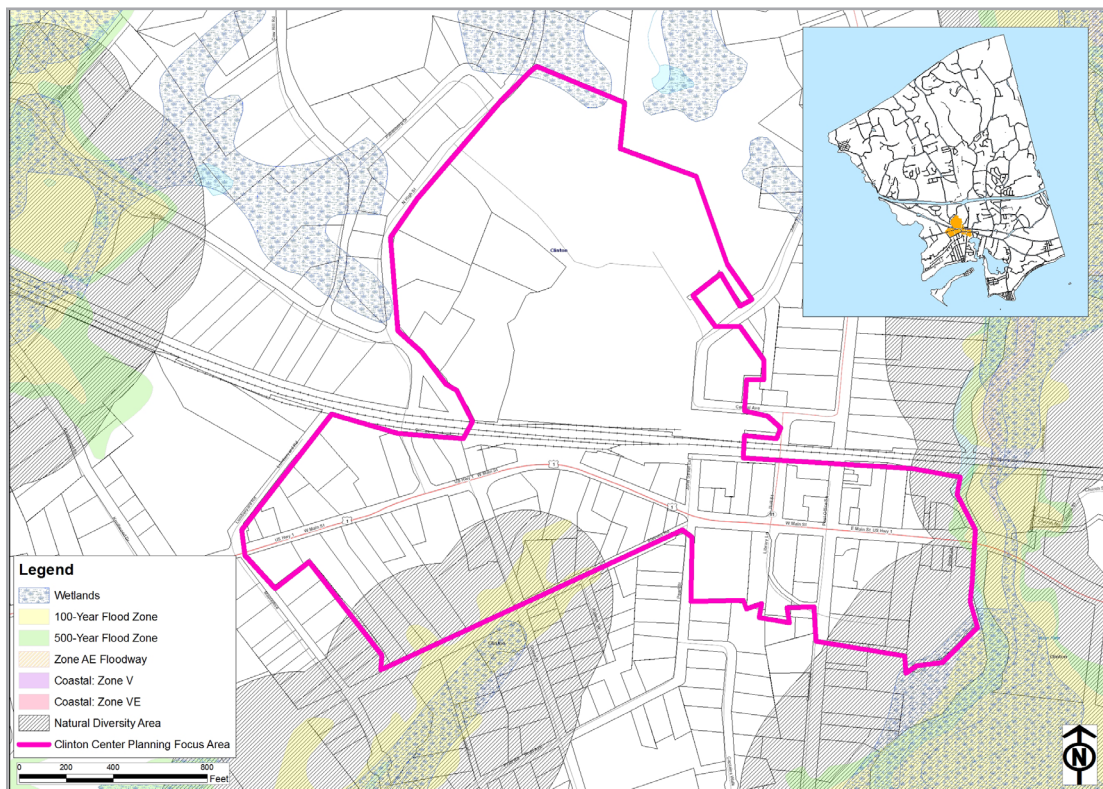
I. PURPOSE

The Clinton Center Planning Focus Area is an area of densely developed commercial uses. It is characteristic of a small New England downtown, with smaller-scale, one- and two-storied buildings. The traditional materials are primarily brick and wood, and any new development should be consistent with the size, scale, orientation, and building materials. Clinton Center is not a homogeneous area, and contains multiple subareas with different character and needs. Overall, however, the area is primed for transit-oriented development, with its proximity to the train station, and, with sufficient wastewater disposal systems, should increase its scale, density and foster mixed-use developments of commercial, retail, office, food service, and residential.

II. EXISTING CONDITIONS

The Clinton Center Planning Focus Area is situated along Route 1, south of the train tracks, except for the existing Unilever property. It extends west to Lumberyard Road and east to the Indian River. The area is generally not affected by environmental constraints; only the southwestern and eastern portions of the area are within the floodplain and Natural Diversity Database designations.

As of 2013, there were forty-four businesses in the Clinton Center Planning area, with a total of 242 employees. Services and retail make up the largest portion of business sectors, at 43% and 18% of all businesses. According to the Connecticut Department of Transportation's (ConnDOT) records, the average daily traffic count (ADT) along Route 1 in this area varied between 7,500 – 13,000 trips, depending on the season. The current zoning for the area is a mix of industrial and three business districts. Development in this area is compact, typical downtown or small village style.



Clinton Center Development Constraints

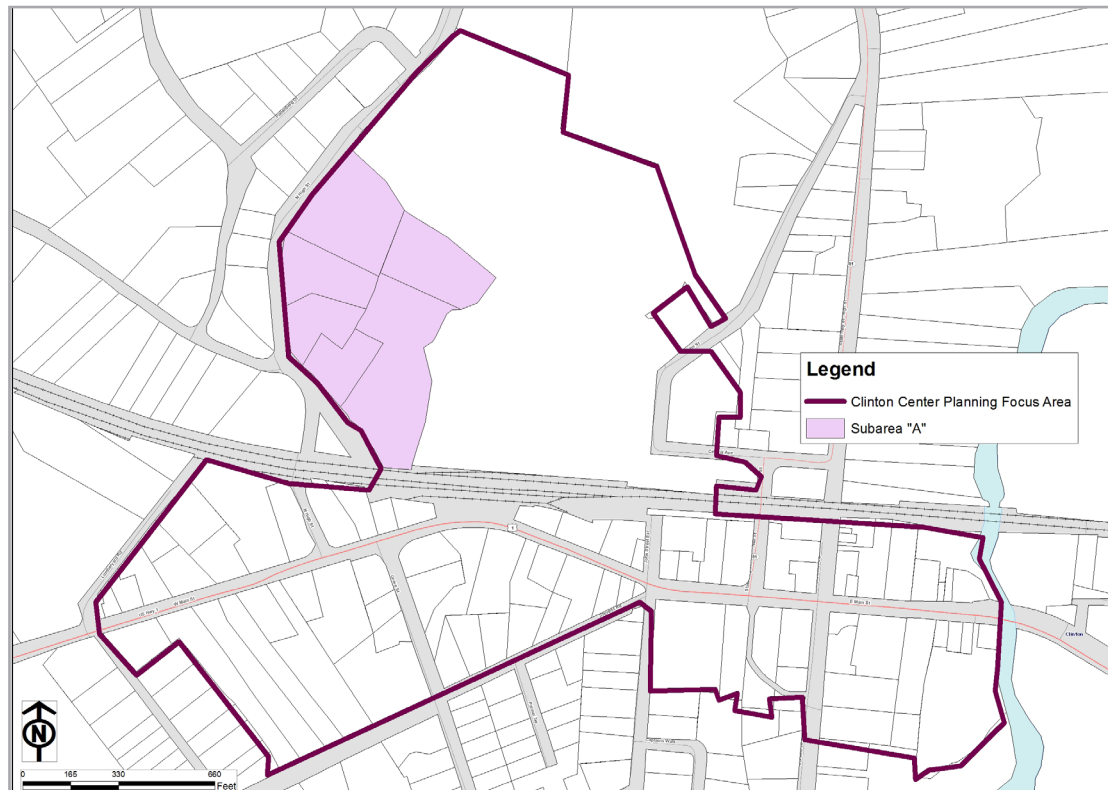
III. VISION: ISSUES & OUTLOOK

The Clinton Center Planning Focus Area currently accommodates small-scale commercial uses including services, restaurants, and retail with very limited residential development. With its close proximity to the train station, which is scheduled for renovations, Clinton Center is the best place for transit-oriented development. The addition of higher density development in this area may be limited by on-site wastewater treatment, and in each case, this on-site capacity needs to be considered and addressed in any redevelopment plan. While the core of Clinton Center is appropriate for more intensive redevelopment, the main gateways to the Center, including High Street and East Main Street, are important historic areas, and protection of this character and the transition into the Center are critical considerations. Flooding from the Indian River to the properties on the eastern edge of Subarea C may also limit the extent of development there. Furthermore, connections to residential properties surrounding the focus area should be enhanced by future development, including the preservation of vistas where necessary. The extension of the Shoreline Greenway through the West End into Clinton Center could serve as a natural buffer while promoting conservation and recreation. Wetlands in the southern ends of the properties between Maple Avenue and Grove Street would be a good location for such a buffer. In addition, those properties include multi-family residences that are harmonious with the promotion of transit-oriented development. By a broad consensus of the public and town officials, the Unilever property is the single most important redevelopment target in Clinton.



Challenges include vacancy rates, business turnover, and the need to improve building conditions. Revitalization efforts are necessary, especially at the existing Unilever property, just north of the train station. Several historic properties are scattered throughout Clinton Center and are in need of renovation and possible relocation.

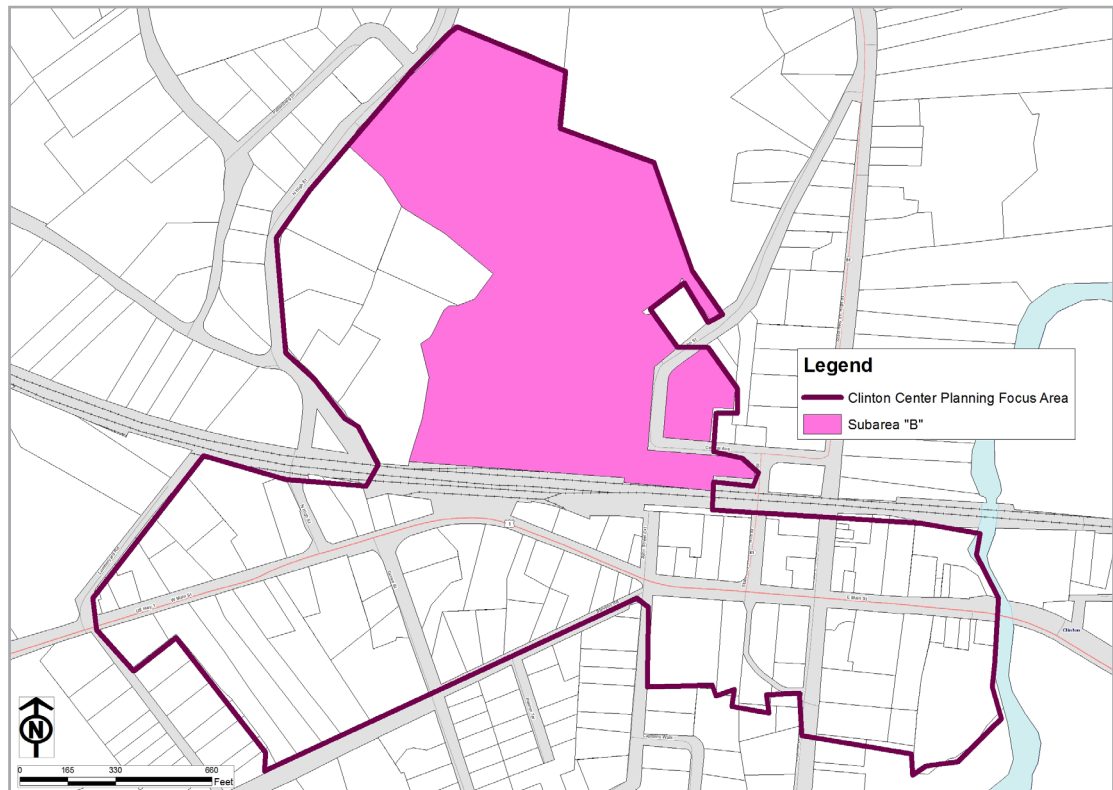
CLINTON CENTER PLANNING FOCUS AREA



Subarea "A"

Subarea "A"

This Subarea was included in the Clinton Center Planning Focus Area despite its residential character because of its adjacency to the former Unilever site. There is a driveway from this property onto North High Street that will be important to access management and circulation as redevelopment proceeds. It is intended that this area will maintain its residential character over the next 10 years and serve as a buffer between the commercial activity at Unilever and the surrounding neighborhoods on North High Street. The area will most likely see an increase of traffic.



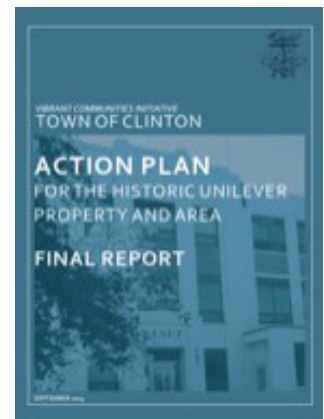
Subarea "B"

Subarea "B"

There is also an issue of pedestrian safety and access from this Subarea to Clinton Center and other resources on Route 81. A safe pedestrian and bicycle access pathway through the Unilever property to Route 81 is a critical goal.

Subarea B includes the former Unilever properties. The larger lot of approximately 26 acres includes a historic building and attached warehouse of over 160,000 square feet; the gross floor area is over 330,000 square feet. The smaller lot houses an office building that was occupied when the Unilever facility was running. Both properties have been vacant for several years. The properties represent a prime redevelopment opportunity because of its adjacency to the train station and Clinton's downtown. The area is potentially walkable with improved connections and ready for transit-oriented development, which is ideally what will occur.

This development potential led to efforts for development



CLINTON CENTER PLANNING FOCUS AREA

planning. In late 2013 Clinton was awarded a Vibrant Communities Grant from the Connecticut Trust for Historic Properties. The grant focused on redevelopment of the Unilever property, preservation of its historic façade, as well as protecting the historic residences along North High Street, north of the Clinton Center Planning Focus area. In Spring 2014 the report was completed. It includes community input and prepared by the Cecil Group. Its recommendation is to obtain mixed-use development on the Unilever site while preserving key architectural features. The report recommends redeveloping the historic building core, marketing office space, creating flexibility with the uses, allowing continued industrial use or potential residential space within the main building, and designing new construction that is compatible with the surrounding context

Although the Unilever property is mainly free of external environmental constraints, the potential contamination of the site due to its previous industrial uses is unknown. The Vibrant Communities grant pro forma assumed no cost for land and contamination. Any future redevelopment of this site would require an in-depth environmental assessment. Recently modified statutes and state policy goals prioritizing brownfield redevelopment and transit-oriented development projects could provide additional funding and incentive for this site. Wastewater treatment systems would need to be constructed on the site, as none are currently available in Town beyond the current onsite capacity.

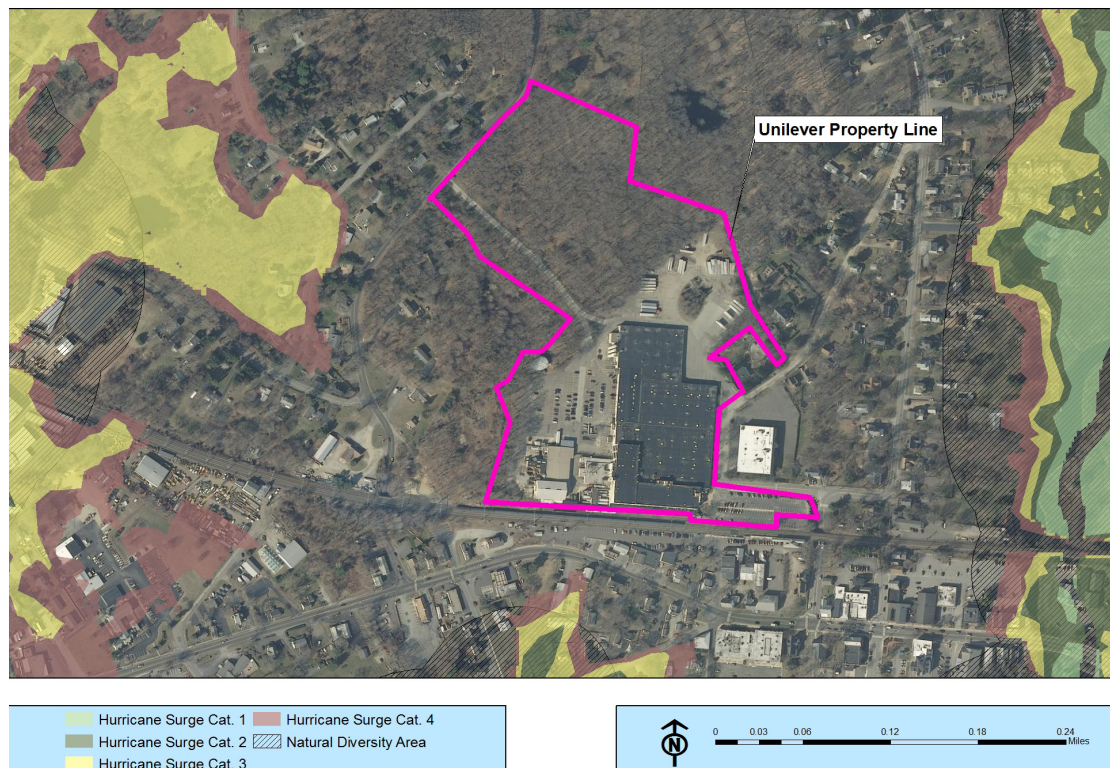


Unilever Redevelopment Plan prepared by the Cecil Group as part of the Vibrant Communities grant, Spring 2014.

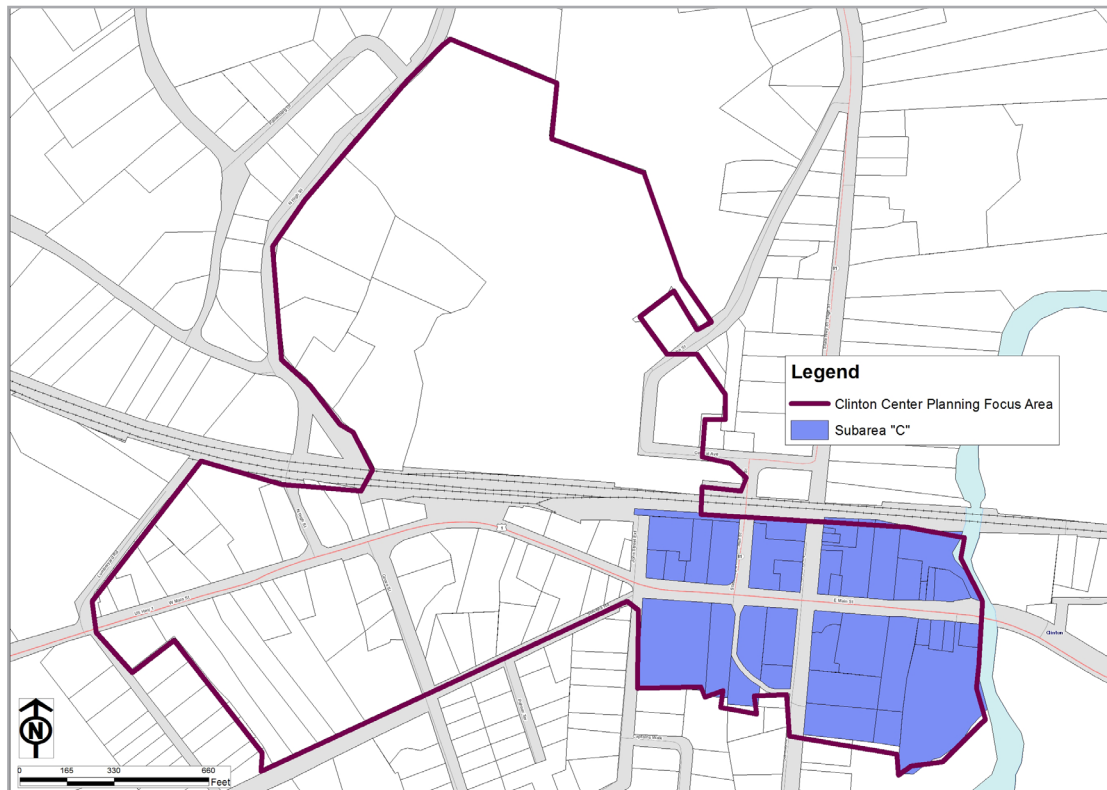
As of Spring 2015, the Planning & Zoning Commission approved a developer's proposal for a regulatory change that enabled the potential reuse of the largest portion of the former Unilever structures as a mix of indoor recreational uses, including ice rinks, playing fields, training facilities, gyms, and associated facilities. Creating the recreational uses is the first phase of the property's redevelopment. In the future, mixed uses, including restaurant, retail, and potentially residential could be integrated into the site. Potential development may be limited by access between High and North High Streets, in addition to limited north-south circulation between downtown and I-95. Transportation planning will be necessary to address access management and safety concerns.

There is also an issue of pedestrian safety and access from this Subarea to the Subareas C and D in particular. The sidewalk on Route 81 (High Street) that goes under the railroad tracks is in need of upgrading and the narrow passage under the tracks serving North High Street is inadequate to accommodate sidewalk at all. A pedestrian pathway is available to Post Office Square but to access it pedestrians would have to cross Route 81 at its dangerous curve, risking their safety. Addressing these issues is particularly important due to redevelopment in the area

Unilever Property Environmental Conditions



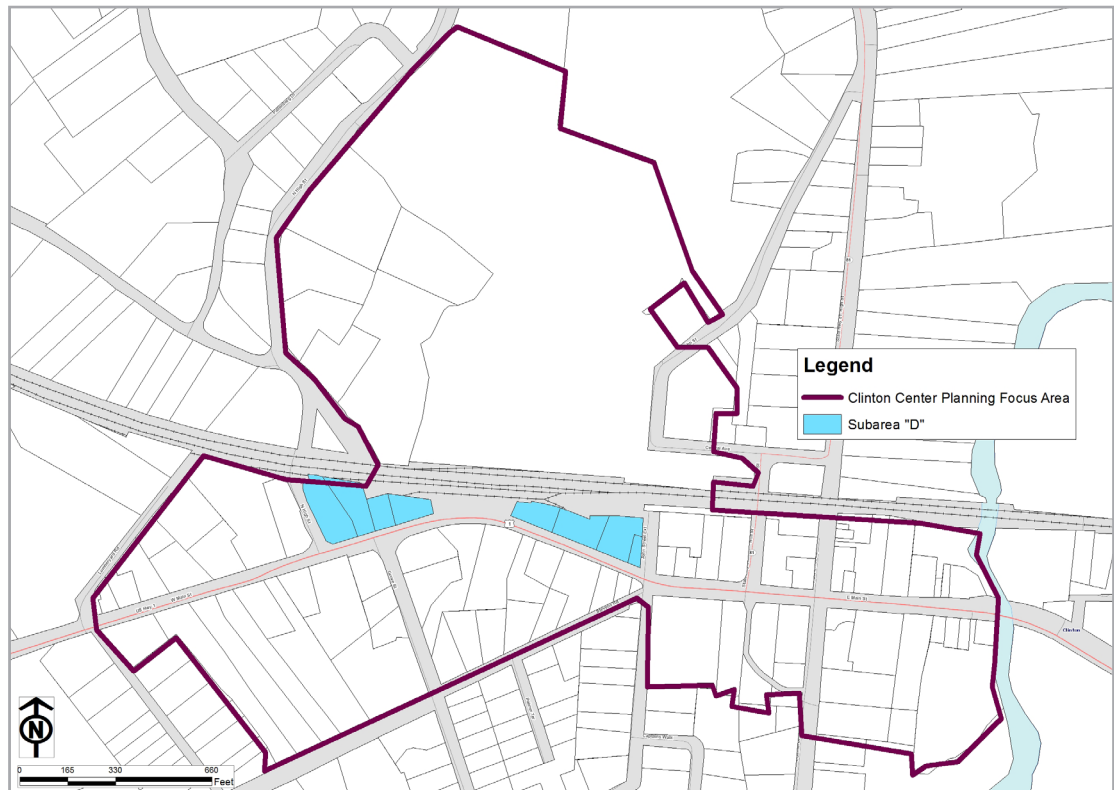
CLINTON CENTER PLANNING FOCUS AREA



Subarea "C"

Subarea "C"

Subarea C is Clinton's typical "downtown." It includes several historic buildings, a Comcast office, bank building, a continuous streetscape, and close proximity to the train station and Town Hall. There is great potential for mixed-use development, specifically commercial on the street level and residential and office on upper floors. The goal is to make use of the closeness of the train station for transit-oriented development. Although increased density in the area is hindered by a lack of sewers, according to the WPCC Facilities Plan, the soils in the area are suitable for septic systems. The lots are generally small, however, and combining them might be necessary for increased septic capacity and achieving continuity of design. Design standards are also important to protect the historic and civic buildings and to create an integral and coherent streetscape. Where possible, public spaces should be incorporated into the built environment and fabric. Increased heights should be allowed to create higher densities and for protection of viewsheds of the Indian River are important. Thus, the north side of Route 1 is better suited for additional stories. The pedestrian-friendly vision presented by a 2009-2010 Downtown Revitalization Study, including an improved sidewalk over the Indian River, and the upgraded circulation recommendations of the Route 1 Corridor Study should be incorporated where possible.



Subarea "D"

Subarea "D"

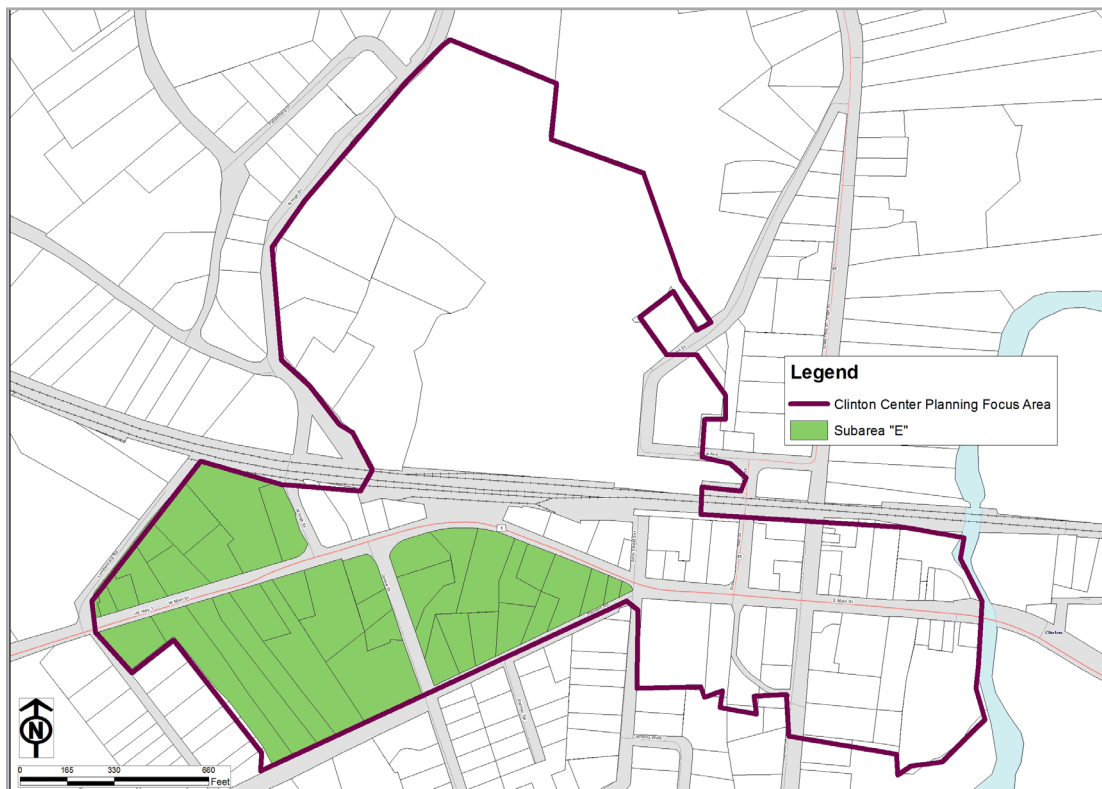
Subarea D is a small area of commercial development on the north side of Route 1, including the train station. The area includes several commercial properties but is lacking a consistent design scheme, compared to Subarea C. The streetscape is disjointed, lacks continuous and delineated sidewalks, and includes several under-developed, vacant, and possibly historic properties. There is strong potential for development and redevelopment of this area. Again, as with all of the Subareas of the Clinton Center Planning Focus Area, redevelopment that makes use of the train station and the principles of transit-oriented development is encouraged. Reconstruction of the train station with an access from both sides of the tracks is expected to commence in 2016. Development that focuses on pedestrian-friendly design and aesthetically pleasing architecture and design concepts would be transformative of this subarea. Specifically, development with a cohesive community character and village-style building orientation is desired.

CLINTON CENTER PLANNING FOCUS AREA

Subarea “E”

Subarea E includes an area on the south side of Route 1 near the train station but also includes the far western area of the Clinton Center Planning Focus Area. The southern edges of the properties abutting Stevens Road should serve as a buffer to the nearby residential properties. These areas could be used for open space and as a greenway connection and recreational path. Wetlands in the area may inhibit some development in this area. Several multifamily dwellings exist and additional units should be encouraged.

This subarea represents a transitional area from the density of the downtown and the area immediately surrounding the train station into the less dense, more vehicular-dependent West End Planning Focus Area. Pedestrian-friendly amenities should be provided to encourage walkability and access to the train station and commercial opportunities in the Clinton Center Planning Focus Area but this subarea is more suitable for multifamily residential and associated commercial development, as opposed to a regional or wider-reaching commercial base of Subareas B, C, and D.



Subarea “E”

IV. COMMUNITY INPUT

Clinton residents expressed a strong desire to improve the economy in the downtown area. In particular, concerns about blight and a lack of diversity among retail and restaurants were expressed. Some wanted to see more community use of the vacant buildings including an arts center, senior center, or teen center for indoor events. Beautification efforts like sign standards, lighting, historic preservation and thoughtful redevelopment were suggested. Furthermore, many residents were concerned about pedestrian safety and connectivity from the train station to other parts of town. Road and traffic improvements like paving and signage were also discussed. Bicycle access and paths throughout town are popular with residents. Redevelopment of the Unilever property was also widely acknowledged as a critical component of development in the downtown. Another important consideration, mentioned in numerous comments, was creating financial incentives to help bring commercial tenants to the vacant downtown businesses. Others also suggested increasing height and density in the area to create housing opportunities. Height increases, however, could interfere with some of the vistas of downtown buildings overlooking the Indian River and the shoreline. More than two or three stories are better suited for buildings on the north side of Route 1 rather than the south side, to preserve the viewshed of those buildings.

V. PLANNING

The Clinton Center Planning Focus Area is critical for Clinton's redevelopment. The potential for transit-oriented development could transform Clinton's downtown and help meet its demand for a wider variety of housing options, including smaller units. In addition, residential property development could help foster economic opportunities within the vacant storefronts along Route 1, revitalizing the entire area and improving Clinton's vitality as a residential community for younger people and active adults.

Finally, creating continued connectivity along Route 1 from the Village Zone with the addition of a complete pedestrian and bicycle network by the Town and the State of Connecticut would enhance the Route 1 Corridor and coincide with other development efforts of the regional Council of Governments and neighboring towns.

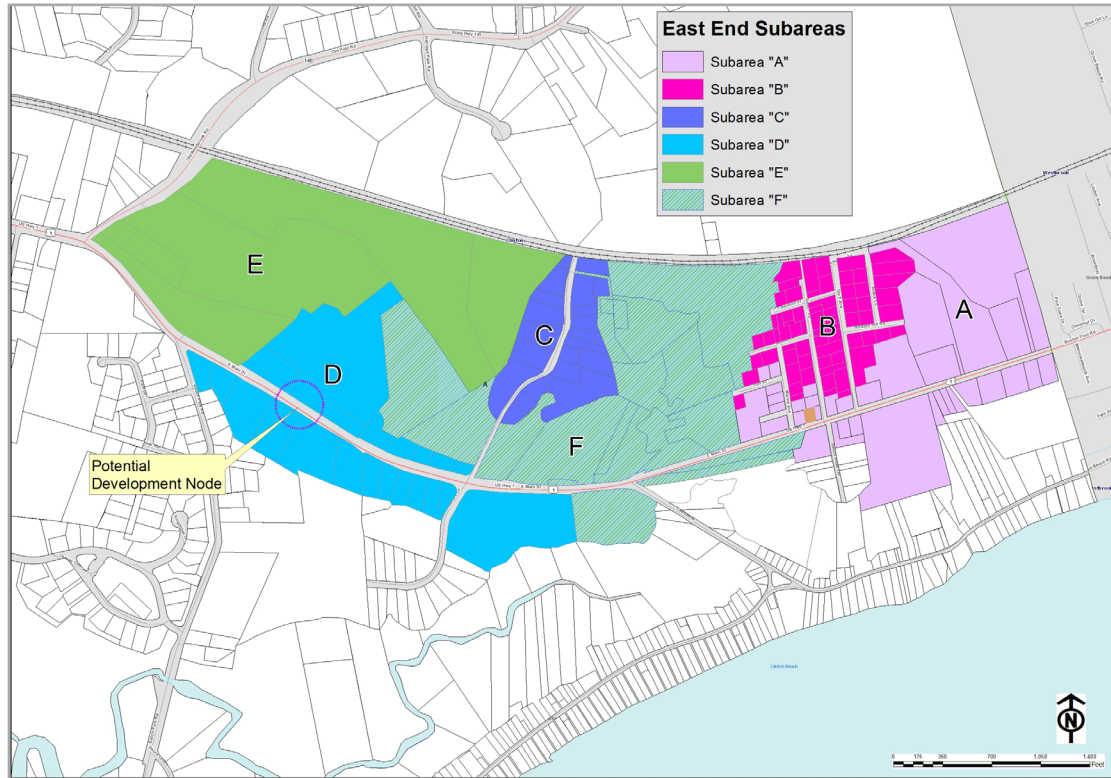
Planning efforts need to focus on the development of an area-wide master plan. Such plan can utilize design standards and principles of transit-oriented development to redevelop the area. A plan should also include façade renderings and shadow analysis to ensure Zoning Regulations preserve the community character of the downtown, take advantage of the proximity to transit, and promote appropriate

development. The WPCC Facilities Plan, to be published in late 2015, should also be examined to determine wastewater management issues to help create the desired development within this area. The report includes relevant information about several parcels in the Clinton Center Planning Focus Area, noting that although they have good soils for septic systems the parcels are generally small and combining sites or sharing systems may be necessary.

VI. SPECIFIC ACTION ITEMS

- **Develop a Clinton Center Master Plan;**
- **Assess and potentially implement recommendations from Vibrant Communities Grant study;**
 - **Redevelopment of the Unilever site should be consistent with transit-oriented development principles;**
 - **Coordinate with potential developers;**
 - **Seek brownfield funding opportunities to help redevelop Unilever site.**
- **Change Zoning to increase density on the undeveloped area of the Unilever site and in downtown buildings, allowing for mixed-use opportunities;**
- **Review historic inventory and conduct a renovation and relocation strategy for buildings with high preservation value but low commercial redevelopment potential;**
- **Explore wastewater disposal options to facilitate growth;**
- **Develop and implement design standards for the area, maintaining the small, compact historic downtown, while improving streetscape and connectivity;**
- **Work with Federal government to ensure that renovation of the train station can be a development opportunity for the rest of Clinton Center;**
- **Create pedestrian safety and connectivity from downtown to residences along Route 81;**
- **Conduct a transportation study of the entire area to improve access and circulation;**
- **Work with downtown businesses, Economic Development, and Chamber on establishing and supporting Placemaking activities;**
- **Provide signage and wayfinding at intersections to direct visitors to other locations and businesses in town;**
- **Assess and implement recommendations of RiverCOG Route 1 Corridor Study, including access management, parking, intersections, and circulation.**

EAST END PLANNING FOCUS AREA



East End Planning Focus Subareas

I. PURPOSE

The East End Planning Focus Area is characterized by loosely developed commercial strips in between large areas of tidal marsh. Future development is seriously limited by the environmental sensitivity in the area and the existing development of other areas. Development in this area should focus on creating a gateway to Clinton from Westbrook along Route 1, including replacement or renovation of existing commercial buildings. Design standards should attempt to create a cohesive array of building types and materials, and pedestrian and bicycle pathways should be improved.

II. EXISTING CONDITIONS

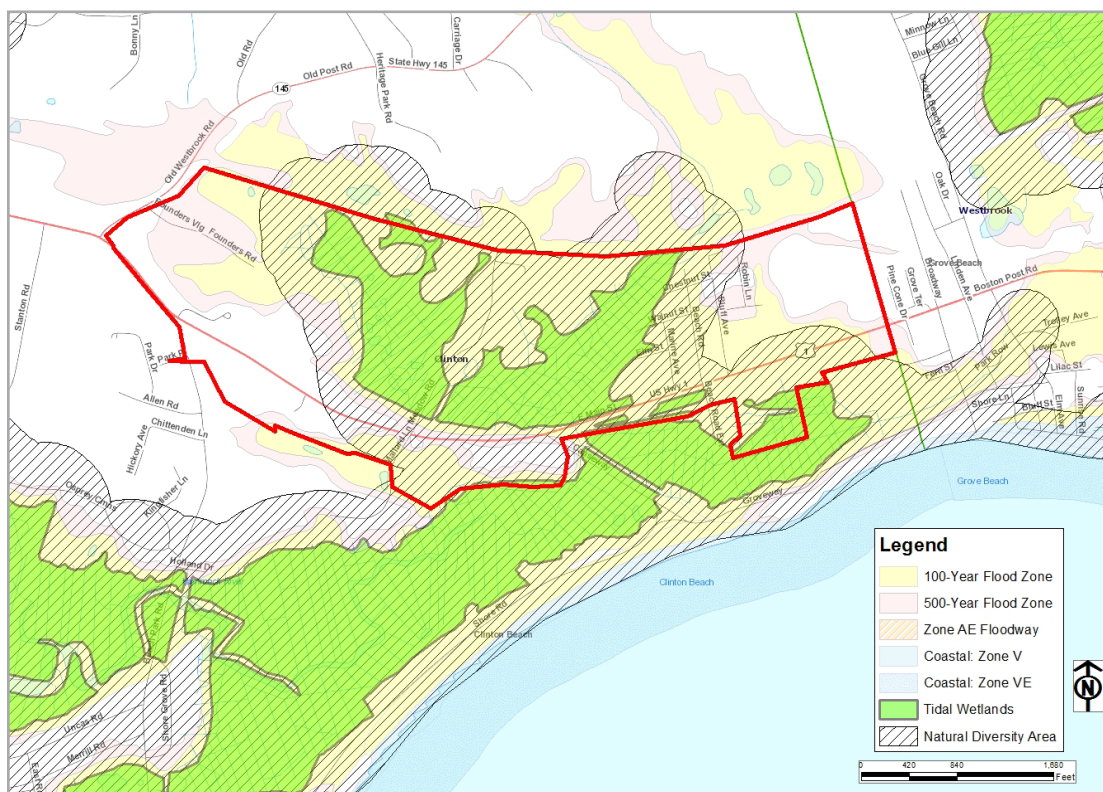
The East End Planning Focus Area is situated beginning at the intersection of Route

EAST END PLANNING FOCUS AREA

145 and Route 1 and includes the area on either side of Route 1 to the Westbrook line, and southerly of the existing rail corridor. Land not constrained by tidal wetlands or other environmental concerns is mostly developed at this point.

As of 2013, there were eighty businesses in the East End Planning area, with a total of 471 employees. Retail and services make up the largest portion of business sectors, at 56.3% and nearly 62% of the employees. Construction is also an important business in this area, with thirteen businesses and fifty-four employees. The average daily traffic count (ADT) along Route 1 in this area is about 7,900 vehicle trips. There are 419 residents in 256 households within this area. Growth rate has slightly decreased from 2000-2010 and is projected to maintain its current population into 2018. The median age of this area is 45.5. Homes are valued at an average \$229,348 and the median household income was \$52,743.

The current zoning for the area is a mix of two residential, one business, and one industrial districts. There are development constraints in this area due to abundant tidal wetlands. In addition, most of the area is within the Natural Diversity Data-



East End Development Constraints

base (NDDb). Development has historically reflected the seasonal popularity of the shoreline and consists of many smaller-scale retail, service, and hospitality uses focused on Route 1 as well as several larger, retail plazas. New development will have to be infill and should be subject to design standards to improve the aesthetic appearance of the area. On the eastern edge of this development area, access management techniques should be implemented, including, consolidating curb cuts and promoting inter-parcel connectivity to help traffic along Route 1.

III. VISION: ISSUES & OUTLOOK

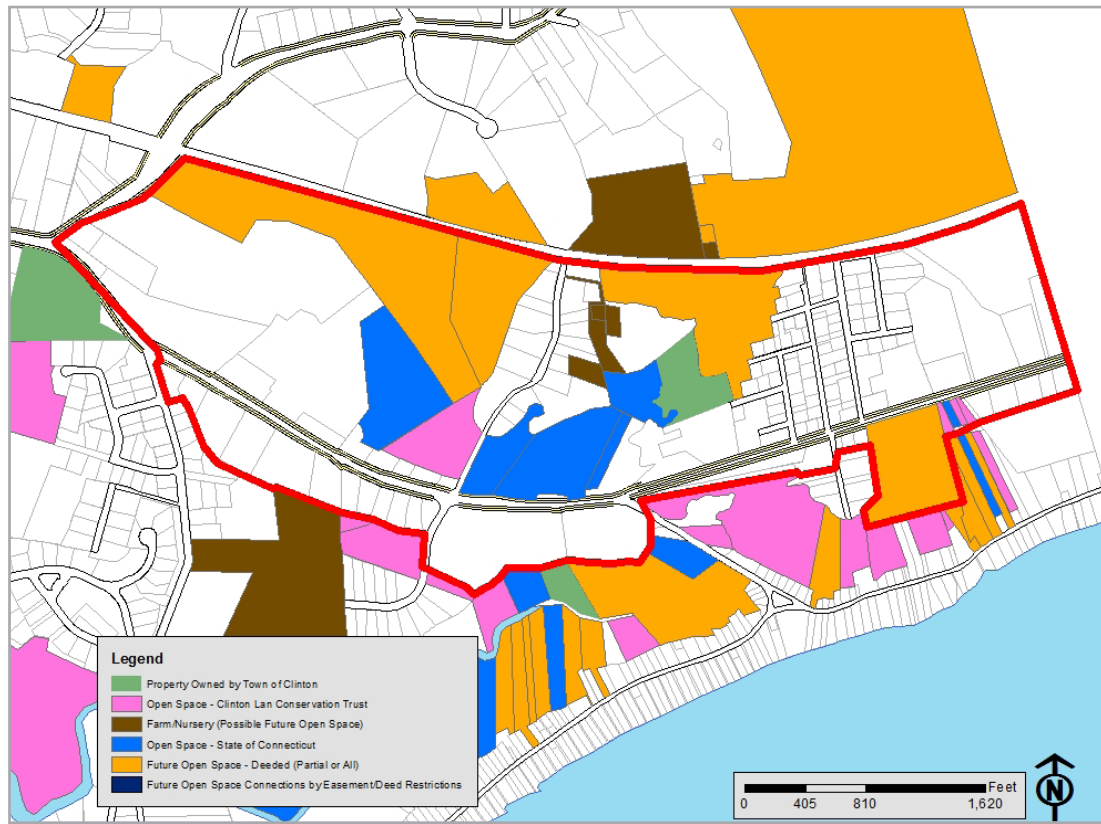
The East End Planning Focus Area is currently very built-up with large commercial uses including grocery and larger square-footage retail stores. Undeveloped land in the East End is primarily wetlands and other land not ideal for development. Existing developments have not been part of a comprehensive scheme and are disconnected visually and physically. Potential uses in the area could include small office buildings, retail, and medical facilities. As an entry to Town from the east on Route 1, the East End Planning Focus Area is a key gateway into Clinton. Development in this area of Town is presently disjointed with a confluence of architectural styles and development patterns. Therefore, design guidelines must be implemented to improve the visual appearance of new development while maintaining the Town's heritage.



IV. COMMUNITY INPUT

Clinton residents expressed disappointment with the lack of design standards and review in the East End Planning Focus Area. Many agree that the current consumer retail uses are appropriate but would like to see a better design scheme implemented as to future development. Other suggestions include affordable housing and pedestrian and bicycle lanes.

EAST END PLANNING FOCUS AREA



Potential Conservation/Development Conflicts: East End Planning Focus Area

V. PLANNING

The East End Planning Focus Area is an entrance to Clinton from the east along Route 1. This provides an opportunity for signage directing visitors to other parts of town. The mix of environmental constraints and historic development pattern creates several subareas suitable for more specific development goals.

- Subarea “A,” adjacent to the Westbrook line, is commercially and industrially developed and lacks welcoming or cohesive character and a good design scheme. Special attention should be given to address these areas of residential/commercial/industrial conflict.
- Subarea “B” is a residential ‘island’ in between commercial and industrial uses. It is important that efforts be made to buffer residential areas from industrial and commercial. Industrial uses are better suited adjacent to the railroad and commercial along Route 1.

- Subarea “C” is primarily industrial/commercial accessed from Meadow Road, and is surrounded by saltmarsh and wetland associated with the Hammock River, and is bordered by the railroad to the north. Accordingly, its intensification or expansion potential is somewhat limited by these constraints.
- The core of Subarea “D”, particularly the traffic-controlled intersection anchored by a Walgreens to the south and a Stop & Shop Plaza to the north, holds significant potential to be a development node, improving access and circulation to interior properties (for vehicles and pedestrians) while managing traffic along Route 1. In addition, this Subarea should incorporate a more comprehensive and integrated design scheme that amounts to an attractive entrance to the historic village area east of the Route 145 intersection along Route 1. This area is also in need of beautification, including street trees and vegetated buffers. This initiative would require collaboration with the Tree Warden and the State, but would pull the streetscape to the road to balance many of the commercial structures that are currently off the road with parking in the front.
- Subarea “E” consists of saltmarsh to the south of the railroad tracks and includes a multifamily development, Founders Village, accessed from Route 145. Protection of the scenic and environmental integrity of the saltmarsh and buffering more intensive commercial uses from the Founders Village area are both priorities.
- Subarea “F” is largely saltmarsh and wetlands on both sides of Route 1, but contain small pockets of commercial and residential uses. Protecting the saltmarsh, including active restoration and removal of invasive species, are critical to this area, which represents in many ways a true gateway to Clinton proper. The intersection of Route 1 and Causeway, in particular, presents an opportunity for gateway signage and design.

Creating continued connectivity along Route 1 from the Village Zone with the addition of sidewalks and bicycle lanes would enhance the Route 1 corridor and coincide with other development efforts of the regional Council of Governments and adjacent towns.

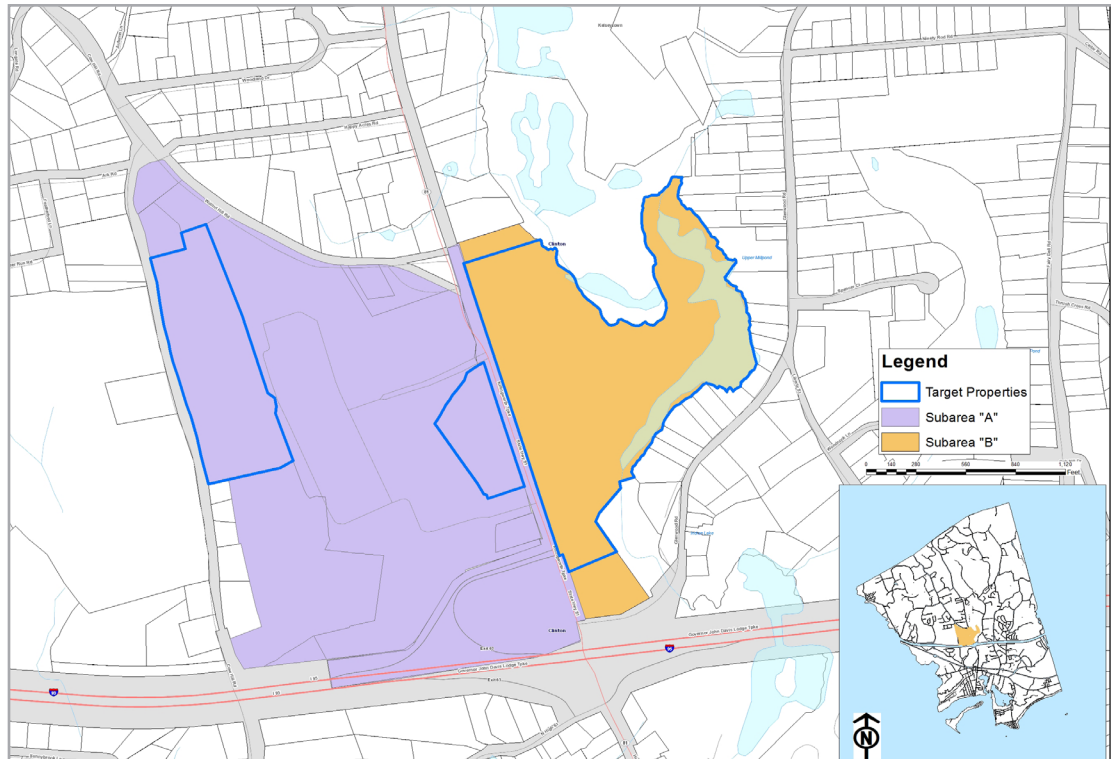
To support coordination with the State Plan of Conservation & Development’s Growth Management Principles (GMP), Clinton should minimize the siting of new infrastructure and development in coastal areas prone to erosion and inundation from sea level rise or storms, encourage the preservation of undeveloped areas

into which coastal wetlands can migrate, and undertake any development activities within coastal areas in an environmentally sensitive manner consistent with statutory goals and policies set forth in the Connecticut Coastal Management Act (GMP #4).

VI. SPECIFIC ACTION ITEMS

- **Assess and Consider implementing recommendations of RiverCOG Route 1 Corridor Study**
 - **Ensure any Redevelopment of Route 1 includes consideration of bicycle and pedestrian facilities as mandated by the State Complete Streets Policy**
 - **Consider access management plan for East End commercial properties**
- **Review and enhance Clinton gateway and wayfinding signage at Causeway intersection, Route 145 intersection, and commercial plaza areas**
- **Develop and implement design standards for commercial, industrial and multi-family residential development and redevelopment in East End Planning Focus Area to enhance the visual character of Route 1 corridor**
- **Seek opportunities along East End corridor for placement of community wastewater disposal facilities that could assist with the development of higher-density uses**
- **Develop tree planting standards as part of the streetscape beautification effort**
- **Encourage residential developments in areas not fronting Route 1**
- **Identify and address areas of residential / commercial / industrial use conflict in the East End**
- **Ensure the proper balance between commercial and residential uses within this area**
- **Increase efforts to restore and improve environmental quality in salt marshes, including the removal of phragmites and other invasive species.**

INTERCHANGE PLANNING FOCUS AREA



Interchange Development Focus Area: Subareas & Targeted Properties

I. PURPOSE

The Interchange Planning Focus Area is an important economic driver for Clinton. New development should take advantage of the strategic location off Interstate 95 and consider traffic, pedestrian and bicycle connectivity, and design. Development should also maintain the commercial nature of the area and carefully manage residential within its boundaries.

II. EXISTING CONDITIONS

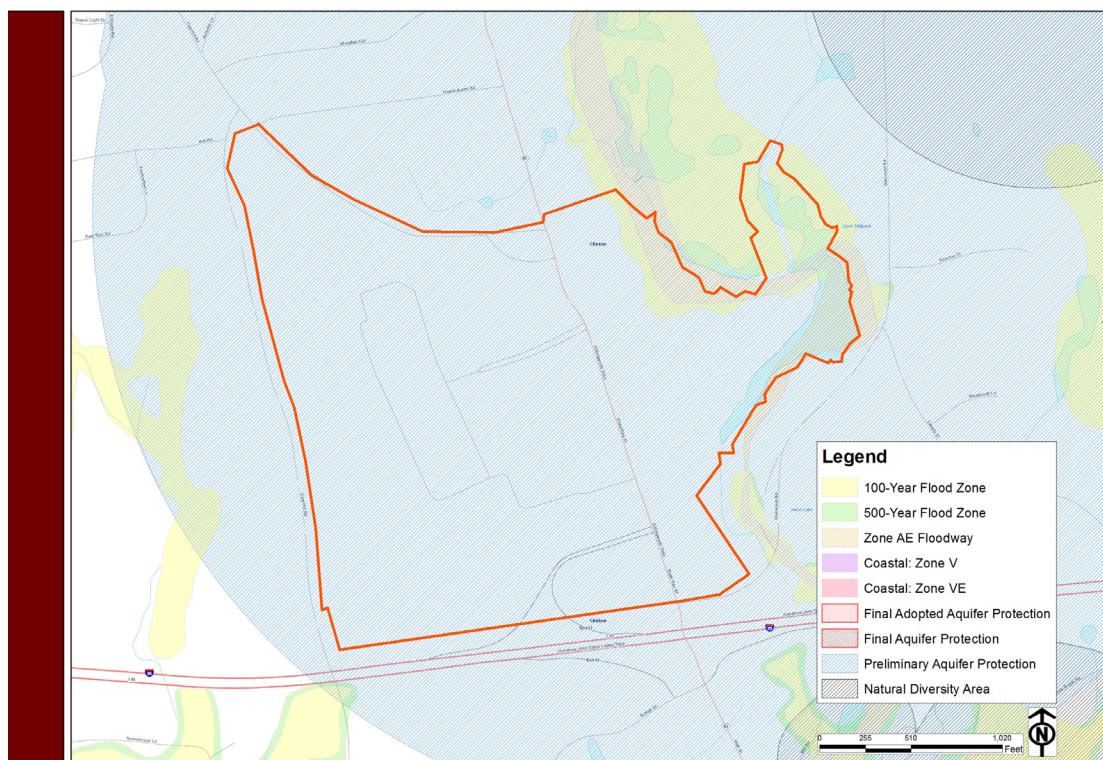
The Interchange Planning Focus Area is situated north of the Interstate 95 Exit 63 Interchange. It is a highly developed commercial area with potential for transfor-

INTERCHANGE PLANNING FOCUS AREA

mative redevelopment with the vacancy of The Morgan School property; the high school is moving north along Route 81 in the fall of 2016.

As of 2013, there were sixty-three businesses in the Interchange Development area, with a total of 427 employees. Retail and services make up the largest portion of business sectors, at 68.3% and nearly 70% of the employees. The ADT in this area is about 15,400. Only thirty-four residents in twelve households live within this area. As of the 2010 Census, the median age of this area is 43.8. Homes are valued at an average of \$256,828 and the median household income was \$69,231.

The current zoning for the area is a mix of two residential, two business, one industrial district, and the newly-adopted Interchange Development Zone (IDZ). The IDZ was written as a multi-use district encouraging innovative and community-sensitive development primarily for the former Morgan School site. In addition, there are some environmental constraints in this area, most significantly that the area is has an aquifer, an extensive wetland system on both sides of Route 81 and associated with the Indian River.



Interchange Planning Focus Area development constraints

III. VISION: ISSUES & OUTLOOK

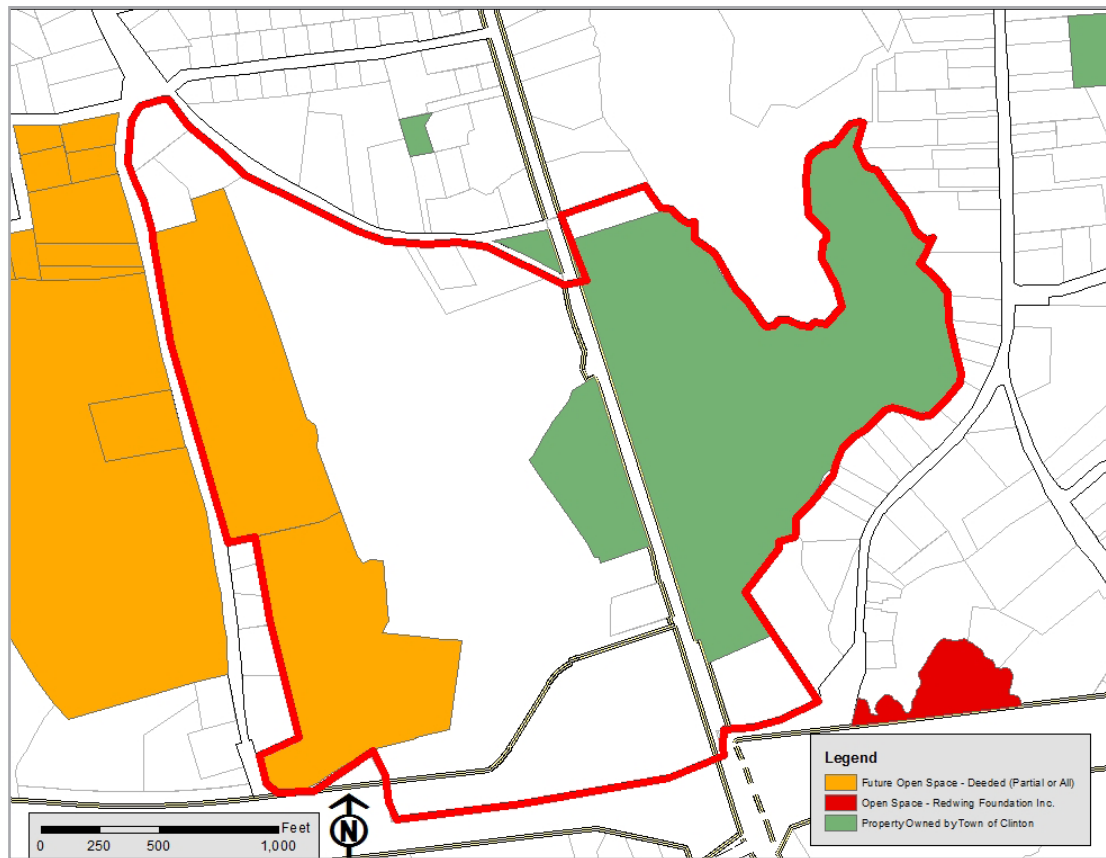
The former Morgan School property is a highly desirable location for regional business, with its easy access to Interstate 95, visibility from Route 81, and the presence of Clinton Crossing Premium Outlets. The lot is 38.8 acres and houses a school building that is about 148,000 square feet and was built in 1951. Environmental constraints on the property include the existence of a Level A Aquifer Protection Area on part of the site, wetlands, and the Indian River. A new zoning district, the Interchange Development Zone, was created and adopted in 2015 to enable the redevelopment of the former Morgan School property as a mixed-use project. Compatible approaches include hotel/conference center, large retail developments, other commercial, office, restaurant and entertainment, and a mix of multi-family residential uses.



Analysis of the Focus Area can be split neatly into two subareas on opposite sides of Route 81. Subarea “A”, to the west of Route 81, is strongly retail in nature, anchored by Clinton Crossing, as well as an Ethan Allen furniture gallery. This subarea also includes the Henry Carter Hull Library, and large undeveloped properties fronting Cow Hill Road. Subarea “B,” to the east of Route 81, is comprised primarily of the former Morgan School property, along with an existing commercial plaza immediately north of Glenwood Road. While the Interchange Development Zone regulations were drafted with the entire Planning Area in mind, they were only adopted in a manner applicable to Subarea “B.” Any future expansion or redevelopment of Clinton Crossing or the conversion of the undeveloped property within Subarea “A” will require another set of regulatory and design standards with sensitivity to scale and connectivity to Route 81, Clinton Center, and surrounding residential uses.

The Henry Carter Hull Library is located across Route 81 from the former Morgan School property. It abuts Clinton Crossing Premium Outlets, which has expressed interest in acquiring and redeveloping the property. The property is about 5.6 acres and is zoned B-1. The library building was constructed in 1986 and is over 19,500 square feet in size.

INTERCHANGE PLANNING FOCUS AREA



Potential Conservation/Development Conflicts: Interchange Planning Focus Area

The library is a very important and active member of the Clinton community. It is an irreplaceable resource to residents. Library management must be included in any potential development option to the site, and assess the proposed relocation before a development is agreed upon.

IV. COMMUNITY INPUT

Clinton residents want connectivity between any development in the Interchange Planning Focus Area to downtown. Specifically, residents stated that connectivity to downtown and the train station is important to them. Other improvements in the area that residents have mentioned include parks along Glenwood Road and the Indian River, pedestrian walkways, with street trees and flower boxes, connecting Route 81 to the Indian River, and bike and walking routes to downtown. Residents and stakeholders, particularly north of the Interstate, have expressed the interest in having additional commercial development in this area include neighborhood-scale services and shopping opportunities. Residents have expressed mixed views of the

redevelopment of the library property. Some encourage the idea and suggest moving the library to be a part of the new high school. Others discourage this option and suggest increased development would lead to more traffic congestion.

At a special community session in May, 2013, a large group of residents and stakeholders gathered at the Henry Carter Hull Library to discuss goals and vision for the school site redevelopment. This input, which included enhancing economic activities throughout Town, serving as a Gateway to Clinton, provision of non-vehicular linkages, protection of the environment and the community character, formed the basis of the subsequent Interchange Development Committee's charge to scope and seek redevelopment of the property. These elements should continue to guide the Planning & Zoning Commission's consideration of development proposals in this area.

V. PLANNING

The most important change in this area is a comprehensive zoning regulation to facilitate developer interest in the properties that also ensure consistent development and redevelopment in the Town's best interest. To date, development patterns have not followed a consistent design approach that considers the surrounding neighborhood. Development in the Interchange Planning Focus Area includes architectural styles and parking patterns that are characteristic of developers' or corporate retailers' scheme. Future development should create an attractive streetscape along Route 81, with proper signage to encourage visitors to utilize other areas of Clinton. Although Route 1 acts as a gateway into Clinton from Madison and Westbrook, the Exit 63 Interchange is a popular and busy area with people from out of town seeking an outlet shopping experience. Proper signage and future public transportation should promote access to other areas of Clinton, especially the downtown and marina districts, and connectivity to the train station. Beyond the simple fact of its location at a major interstate highway interchange, this area holds tremendous potential to shape visitors' "first impression" or sense of the Town of Clinton. Accordingly, the development detail and approach should endeavor to reflect the essential quality of place and unique sense of place provided by Clinton. This is a critical gateway that should welcome visitors, invite them to stay and explore; it should welcome residents home again. For residents in areas north of the Interstate, the availability of additional opportunities for neighborhood services and shopping would be welcome.

In addition, streetscape design to facilitate traffic movement is encouraged, but the Town will need to work with the Connecticut Department of Transportation for

INTERCHANGE PLANNING FOCUS AREA

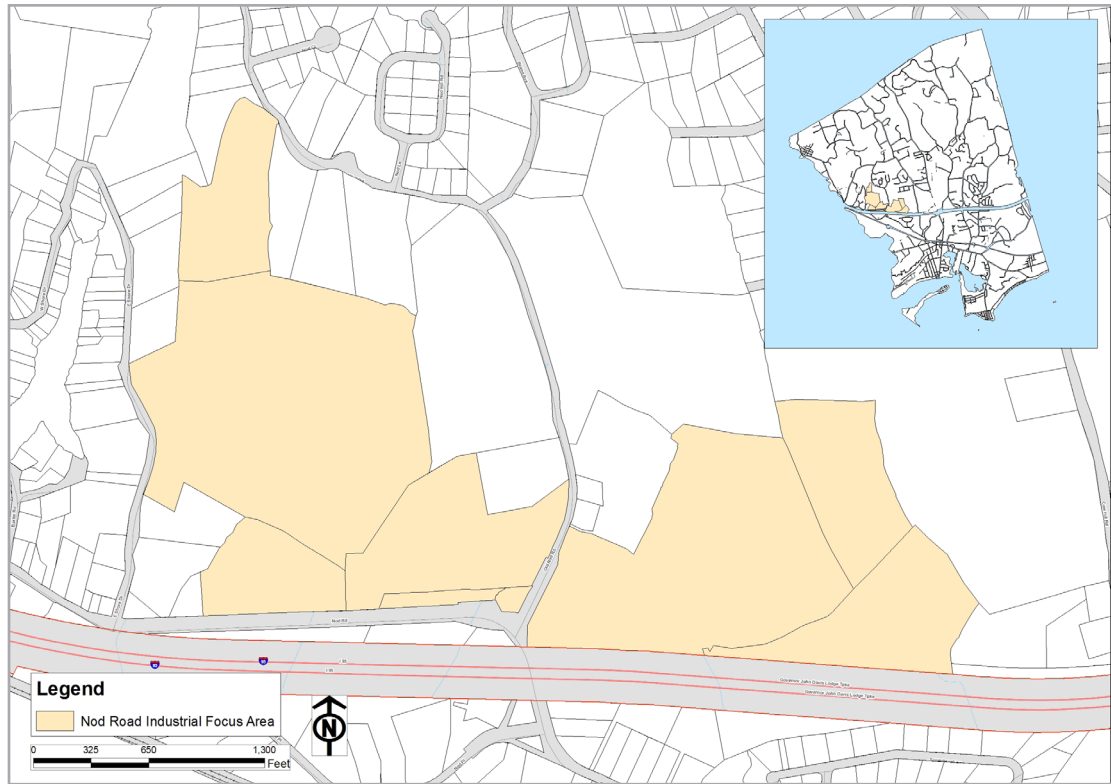
modifications on Route 81 in part to improve level of service at area intersections. Many residents have expressed the necessity for changes to Glenwood Road, near its intersection with Route 81. Road reconfiguration and adding pedestrian enhancements are recommended.

The addition of bike lanes, sidewalks, and other walkability techniques is also something in which residents expressed interest. Transitioning from the commercial development in the Interchange Focus Area to residential properties along Route 81 would also help preserve neighborhood character and protect surrounding residential neighborhoods in that area.

VI. SPECIFIC ACTION ITEMS

- **Work with stakeholders to oversee redevelopment of the former Morgan School property**
- **Seek connectivity of Interchange Development Focus Area with Clinton Center and new Morgan School**
- **Facilitate communication with Clinton Crossing ownership and management regarding expansion of this facility**
- **Promote traffic and pedestrian safety improvements on Glenwood Road**
- **Work with RiverCOG on transportation improvement priority funding**
- **Seek additional grant assistance for traffic improvement design and implementation**
- **Explore pedestrian connectivity linking Glenwood Road across the Indian River to the former Morgan School site**
- **Work with ConnDOT on Complete Streets Initiative on Route 81**
- **Pursue pedestrian connectivity between new Morgan School and Henry Carter Hull Library**

NOD ROAD PLANNING FOCUS AREA



Nod Road Industrial Planning Focus Area

I. PURPOSE

The Nod Road Industrial Planning Focus Area is a large-scale industrial area surrounded by residential properties. Future development should seek to take advantage of the large property size and relatively low density of buildings to promote larger-scale uses while not detracting from the nearby residences.

II. EXISTING CONDITIONS

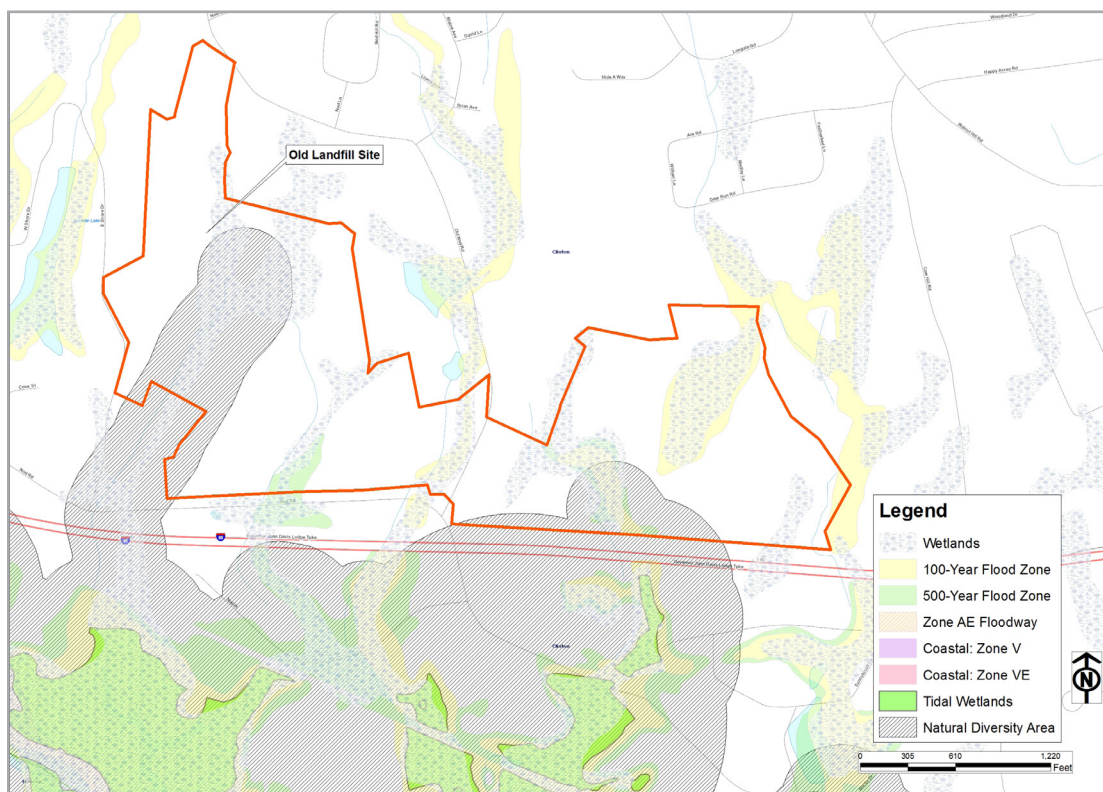
The Nod Road Industrial Planning Focus Area is situated north of Interstate 95 on either side of Old Nod Road. It includes the former landfill property and the current location of the Department of Public Works. Land not constrained by inland wetlands or other environmental concerns is mostly undeveloped.

NOD ROAD PLANNING FOCUS AREA

As of 2013, there were twenty-three businesses in the Focus Area, with a total of eighty-five employees. Construction, manufacturing, wholesale trade, and municipal services make up 82.5% and nearly 84% of the employees. Specifically, the Department of Public Works, located on Nod Road, makes up 30.4% of the business and 14% of employment. There are no average daily traffic counts (ADT) for Old Nod and Nod Roads at this location. Although only one residential property was included in this focus area, there are about twelve households adjacent to or immediately surrounding included properties.



The current zoning for the area is industrial. There are no major development constraints in this area other than the presence of Natural Diversity Database (NDDb) overlay areas covering approximately a third of this area. Development in this area is mostly larger warehouse and office type development.



Nod Road Industrial Development Constraints

III. VISION: ISSUES & OUTLOOK

The Nod Road Industrial Planning Focus Area is a generally rural area with some large-scale businesses surrounded by residential areas. Undeveloped land in the area is available for development although proximate to Interstate 95, access is indirect and the local roads are not currently fit for intensive daily traffic. This location and access has both benefits and drawbacks to businesses seeking to locate.

IV. COMMUNITY INPUT

Clinton residents were generally pleased with the discussion of potential redevelopment of the old landfill property. However, some mentioned the lack of highway access and inability of Old Nod Road to carry large amounts of traffic.

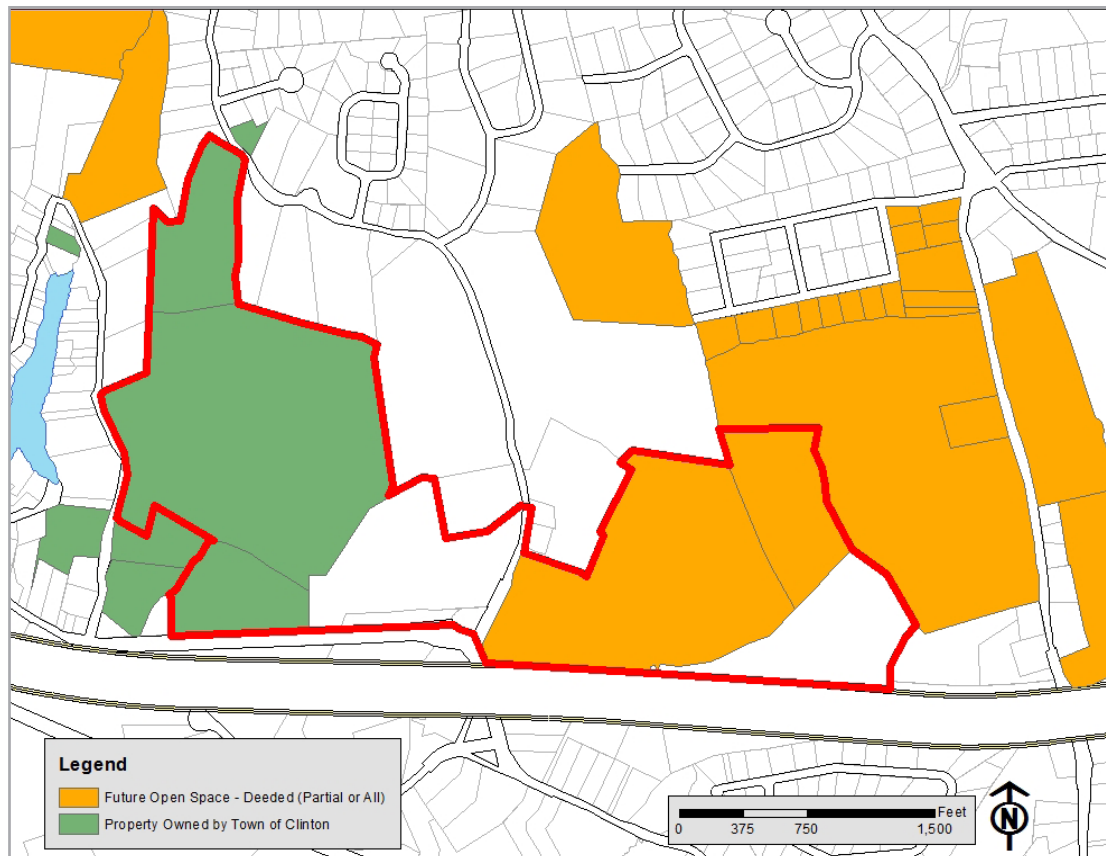
V. PLANNING

The Nod Road Industrial Planning Focus Area is an underdeveloped and underutilized industrial zone. Because of its zoning designation, this area is included on the State of Connecticut's Plan of Conservation & Development as a targeted growth area, making it eligible for priority funding. It was included as a development area by the PZC primarily because of some high-interest discussions about locating a commercial ice rink on the former Town landfill property and the availability of land parcels. While it appears likely that an ice rink will not be constructed at this location, the Town has conducted an environmental analysis of the property and is currently examining options for final closure and potential redevelopment of this property. Scientific research facilities and a technology park would be well suited in the overall area, particularly along the east side of Old Nod Road. Traffic concerns on local roads and surrounding residential properties and the lack of direct and convenient access to Interstate 95 may constrict future development plans.



To support coordination with the State Plan of Conservation & Development's Growth Management Principles (GMP), Clinton should utilize renewable power generation potential to the extent that is compatible with goals for environmental

NOD ROAD PLANNING FOCUS AREA



Potential Conservation/Development Conflicts: Nod Road Industrial Planning Focus Area

protection, and minimize potential impacts to rural character and scenic resources when siting new power generation facilities and/or transmission infrastructure (GMP #4).

VI. SPECIFIC ACTION ITEMS

- **Examine traffic and road conditions and needs in preparation for future development**
- **Encourage industrial and large-scale businesses to locate in this area**
 - **Focus on less intensive uses that will generate compatible traffic volumes to the area**
 - **Ensure development proposals in this area are sensitive to the residential neighbors**

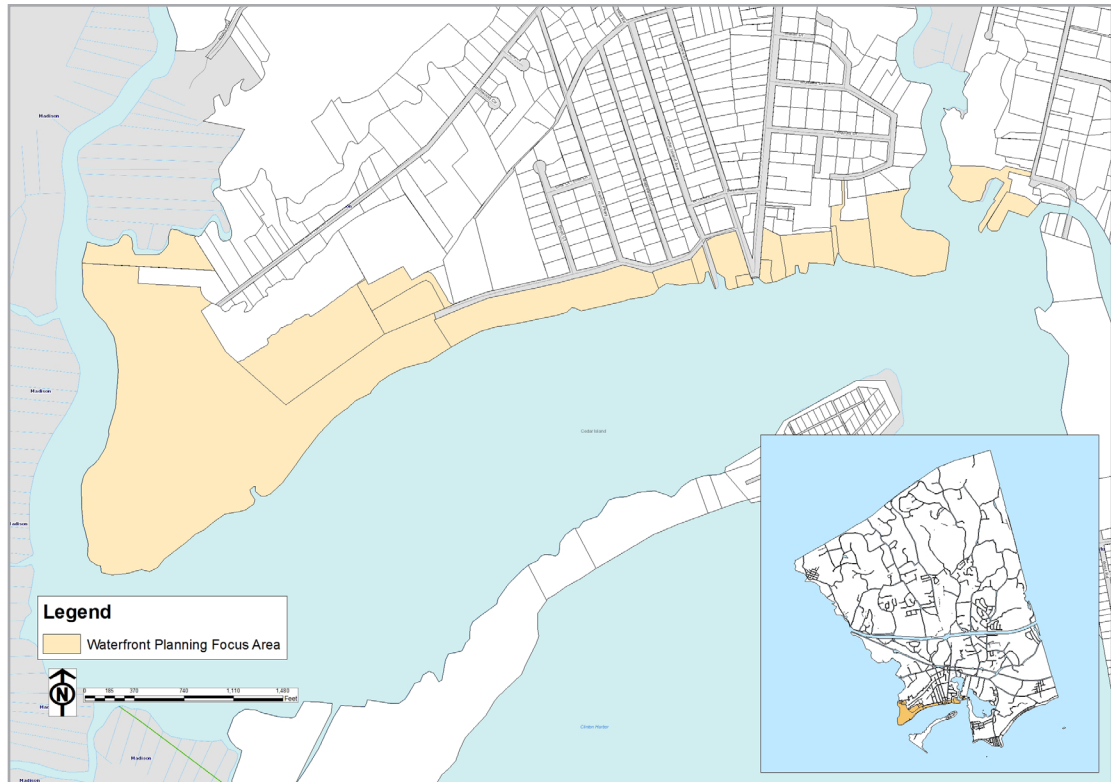
NOD ROAD PLANNING FOCUS AREA

- **Explore provision for commercial large-scale alternative energy facilities**
- **Pursue final environmental remediation or capping of the landfill site to enable appropriate redevelopment**

NOD ROAD PLANNING FOCUS AREA



WATERFRONT PLANNING FOCUS AREA



Waterfront Planning Focus Area

I. PURPOSE

The Waterfront Planning Focus Area includes the southern shorefront properties from the Hammonasset to the Indian Rivers. The Waterfront Development Focus Area has a significant influence on Clinton's identity as a coastal community and tourist destination. While it has the potential to offer more amenities to residents and visitors, it is an area of high environmental sensitivity to future storms.

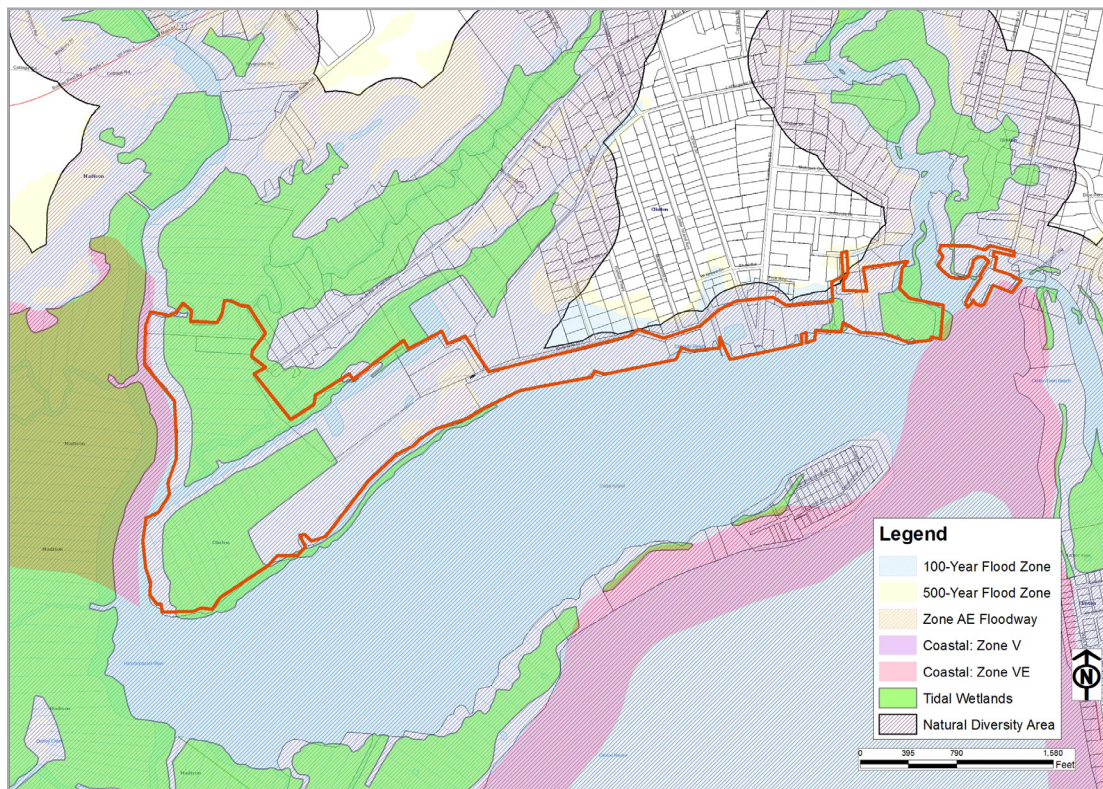
II. EXISTING CONDITIONS

As of 2013, there were nine businesses in the Waterfront Planning Focus Area, with a fluctuating number of employees dependent on the season. Retail, real estate, and

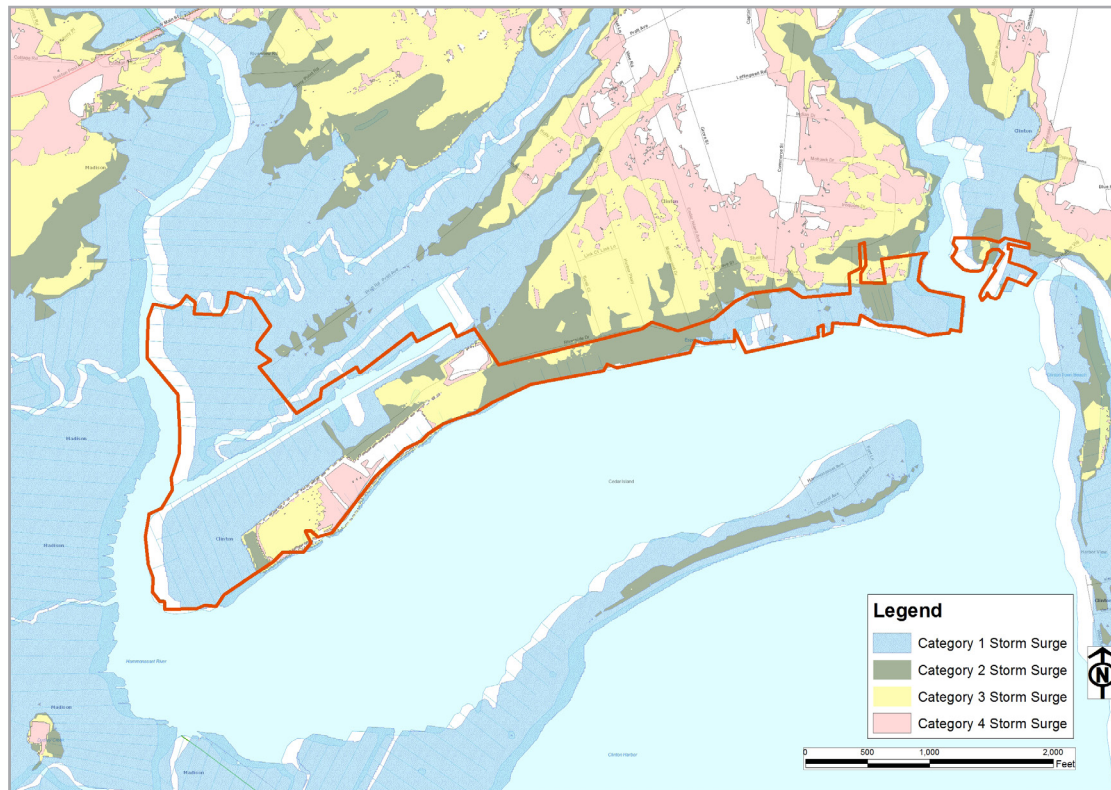
WATERFRONT PLANNING FOCUS AREA

services make up the largest portion of business sectors, at about 66% and nearly 82% of the employees. There are no traffic counts for Commerce and Grove Streets and Riverside Drive, the three roads that access this area.

The current zoning for the area is Marine, which allows most commercial and manufacturing uses, as well as traditional marina and commercial recreation uses. There are significant areas of tidal wetlands and Natural Diversity Database designated areas within the Waterfront Planning Focus Area. Other serious environmental concerns include flooding and storm surge and the increasing potential and strength of storms due to climate change (see Development Constraints maps below).



Waterfront Development Constraints



Waterfront Hurricane Surge Inundation Areas

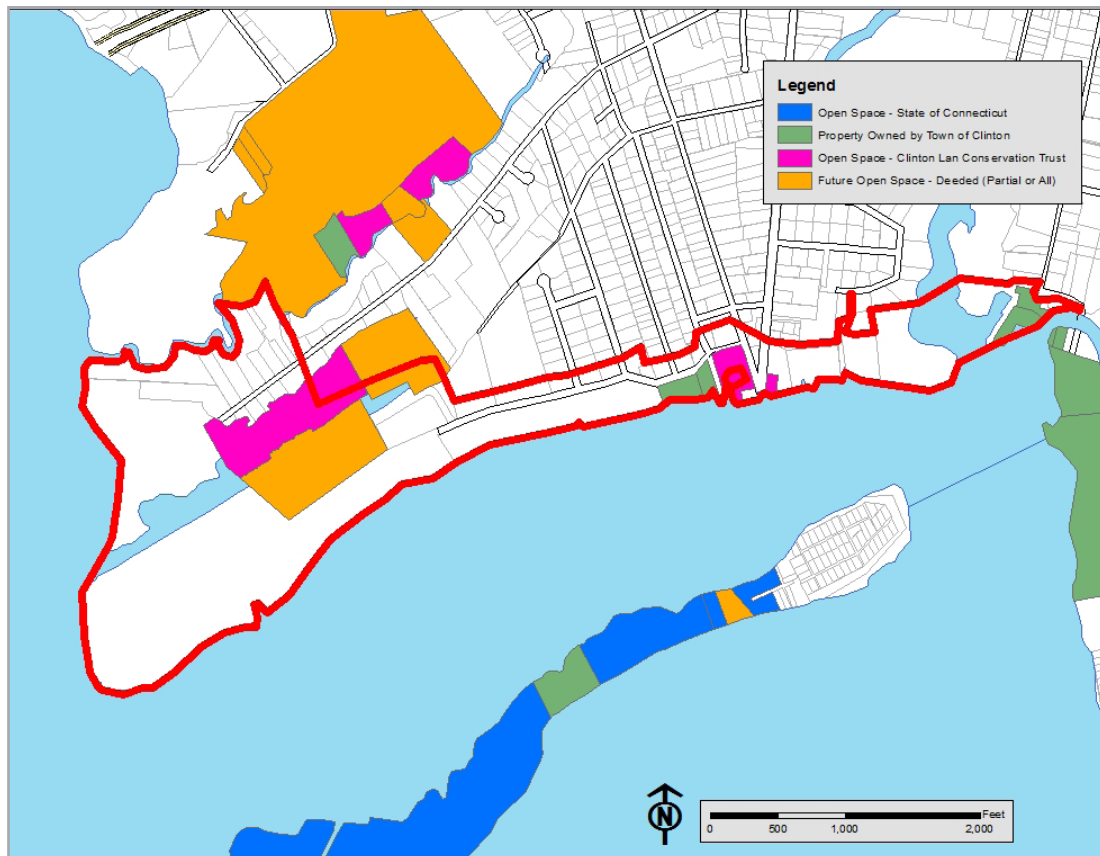
III. VISION: ISSUES & OUTLOOK

The Waterfront Development Focus Area is very built-up with marinas and boat launches and there are not many current development opportunities. Any redevelopment opportunities that occur should seek to open the viewshed and allow for pedestrian and bicycle traffic from Commerce Street to the Hammonasset River. Other potential redevelopment should consider the character of the area, including architectural features of nearby residences and the tourist opportunity that the shoreline has to offer. Mixed-use development, including commercial retail, casual dining, multifamily residential, and recreational uses, could make the Waterfront an attractive and vibrant area that brings Clinton residents and visitors together.

IV. COMMUNITY INPUT

Clinton residents feel strongly that the area should be developed to cater to potential tourists, as the shoreline is one of Clinton's best natural features. Attractive low-impact commercial uses like retail and restaurant were considered good uses of the area to bring people to the shore. Recreational uses such as pedestrian and bicycle

WATERFRONT PLANNING FOCUS AREA



Potential Conservation/Development Conflicts: Waterfront Planning Focus Area

walkways connecting to the Hammonasset River and kayak and paddle boat rentals were also suggested. The addition of bike lanes, sidewalks, and other walkability techniques along the shoreline is also something in which residents expressed interest. Many residents thought that natural features should be preserved. Shoreline protection and open space were also discussed. It should be noted that efforts to engage marina owners did not result in useful contributions.

V. PLANNING

Future efforts in the Waterfront Planning Focus Area should concentrate on facilitating the use of the shoreline to residents and visitors. Enhance private marina uses with niche retail, casual dining and recreation to help develop tourism and enhance the shoreline character. Redevelopment should consider the Clinton shoreline character, and be regulated by strict design standards. The convergence of Grove and Commerce Streets should form the core of a development node, with future development and redevelopment centered at this intersection.

In addition, streetscape design to facilitate pedestrian and bicycle connectivity from Route 1 down Grove and Commerce Streets and slowing existing traffic movement is encouraged.

To support coordination with the State Plan of Conservation & Development's Growth Management Principles (GMP), Clinton should minimize the siting of new infrastructure and development in coastal areas prone to erosion and inundation from sea level rise or storms, encourage the preservation of undeveloped areas into which coastal wetlands can migrate, and undertake any development activities within coastal areas in an environmentally sensitive manner consistent with statutory goals and policies set forth in the Connecticut Coastal Management Act (GMP #4).

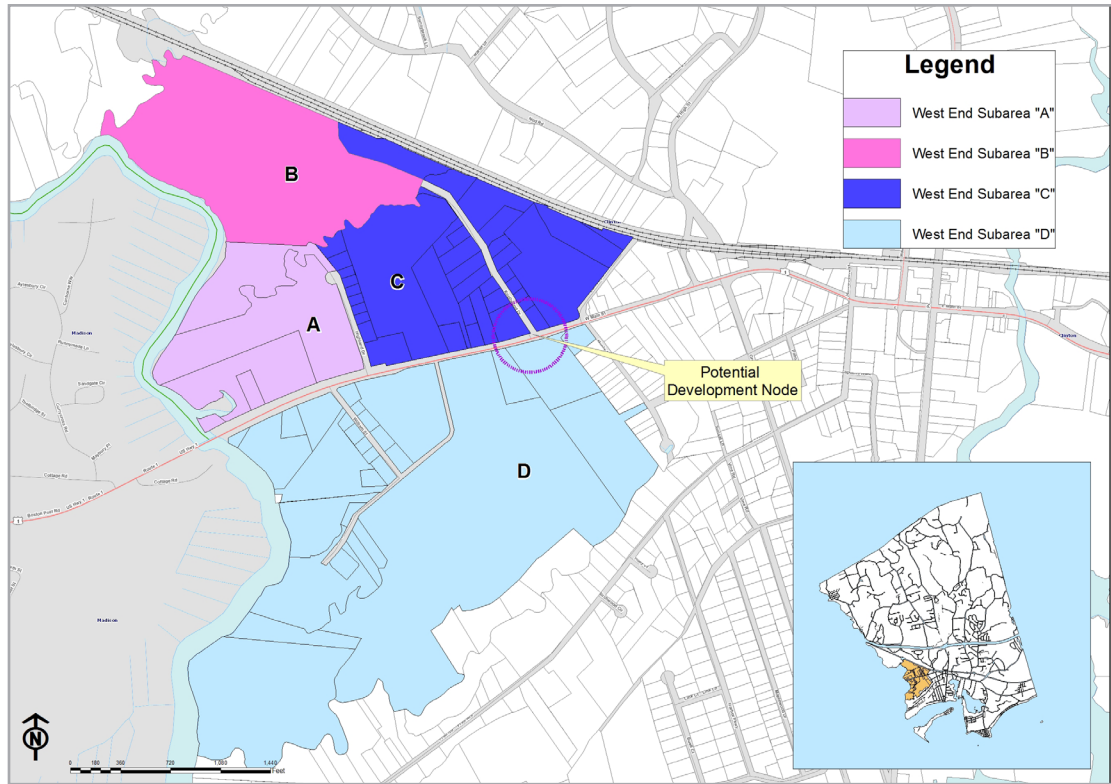
VI. SPECIFIC ACTION ITEMS

- **Undertake review of Zoning Regulations to determine if current allowed and prohibited uses are appropriate to encourage development or redevelopment in Waterfront Planning Focus Area**
- **Consider implementation of design standards, including viewshed restrictions to maintain and enhance traditional Clinton shoreline character**
- **Plan & Develop strong pedestrian and bicycle connections between Route 1 / Clinton Center and the Waterfront Planning Focus Area**
- **Examine targeted business development incentives for marina-related businesses**
- **Review and enhance marina promotion in signage and wayfinding initiatives along Route 1 corridor**
- **Seek opportunities to establish public access (including pedestrian and bicycle) throughout Area, from Commerce Street, along Riverside Drive, to the Hammonasset River**
- **Work with property owners to permanently protect sensitive natural areas along shoreline**
- **Seek funding opportunities with CT-DEEP and US Department of Agriculture-Natural Resource Conservation Service**

WATERFRONT PLANNING FOCUS AREA

- **Implement recommendations of Natural Hazards Mitigation Plan**
- **Limit significant installation of infrastructure within floodways or in areas of projected inundation**
- **Maintain communications with Cedar Island Marina regarding its potential expansion**
- **Consider wastewater management and stormwater quality issues when facing new development opportunities**
- **Encourage the development of an updated evacuation plan that recognizes changes in frequency and severity of storage surge and inundation**
- **Engage property owners in the development of a Marina Plan**

WEST END PLANNING FOCUS AREA



West End Planning Focus Area with Subareas

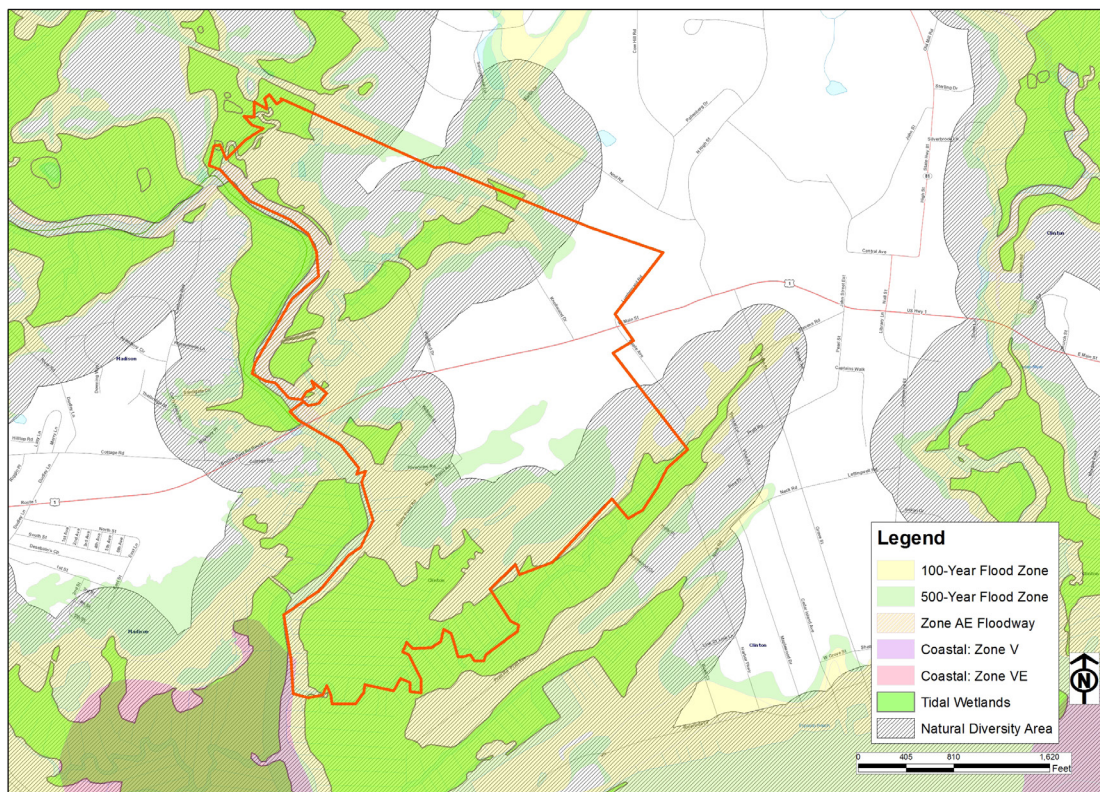
I. PURPOSE

The West End Planning Focus Area acts as a gateway into Clinton from Madison along Route 1. The area has several properties that are underutilized and others that have potential to be substantially redeveloped. All new development should consider the traffic and connectivity issues of Route 1. The Planning and Zoning Commission should consider design-based zoning to allow for the continuation of diverse uses while creating a more appealing gateway from the Madison Town Line to Clinton Center, with a steady transition of density and pedestrian facilities as one travels closer to Clinton Center. To echo the State's first Growth Management Principle in its Plan, the Town should "promote the continued use or adaptive reuse of existing facilities and developed property, including brownfields in strategic locations" (State of Connecticut PoCD, GMP #1)

II. EXISTING CONDITIONS

The West End Planning Focus Area is not a traditional neighborhood. It is a portion of town that centers on West Main Street. It encompasses several small residential neighborhoods, commercial, industrial, marina, and agricultural uses. The zoning in this area is a mix of two residential, two industrial, and three business districts.

The West End Planning Focus Area, as of 2013, included over fifty businesses that employed over 300 people. Nearly 20% of the businesses in the area are classified retail, employing a little over 7%, and over 40% are service industries, employing 24%. The residential population is about 430 with 191 households. The median age is 42. The area has seen population declines in recent years. From 2010 to 2013 the population declined 2.45%. The projected rate of decline is expected to slow from 2013 to 2018 to 1.17%. The average daily traffic count (ADT) for West Main Street in this area is averages roughly 10,000 vehicle trips, with seasonal variation. This is the primary gateway from Madison and a substantial amount of seasonal traffic comes from Hammonasset State Park. Creation of a distinct and welcoming sense of place through design standards is critical.



West End Development Constraints

Public health, safety, and welfare issues exist in the area. In particular, the salinization of water supplies of the Stony Point neighborhood of the West End has become a problem for residents. Furthermore, sanitary limitation of the mobile manufactured home parks is creating a serious public health concern. Because the amount of waste produced by these parks is more than the amount regulated by the Town it is under DEEP jurisdiction. Thus, the Town must work with DEEP on reporting and enforcement. In addition, inundation from flooding and storm events creates repeated problems in the Marina district and for residential properties along Stony Point Road and Williams Street.

III. VISION: ISSUES & OUTLOOK

The West End Planning Focus Area has two target properties that should be redeveloped in the coming years. Both properties are large parcels which allow for the potential of mixed-use developments with creative wastewater solutions.

The former Stanley Bostich property, as developed, has an estimated value of \$1.9 million. It is just over 37 acres and is zoned industrial. The building on the property

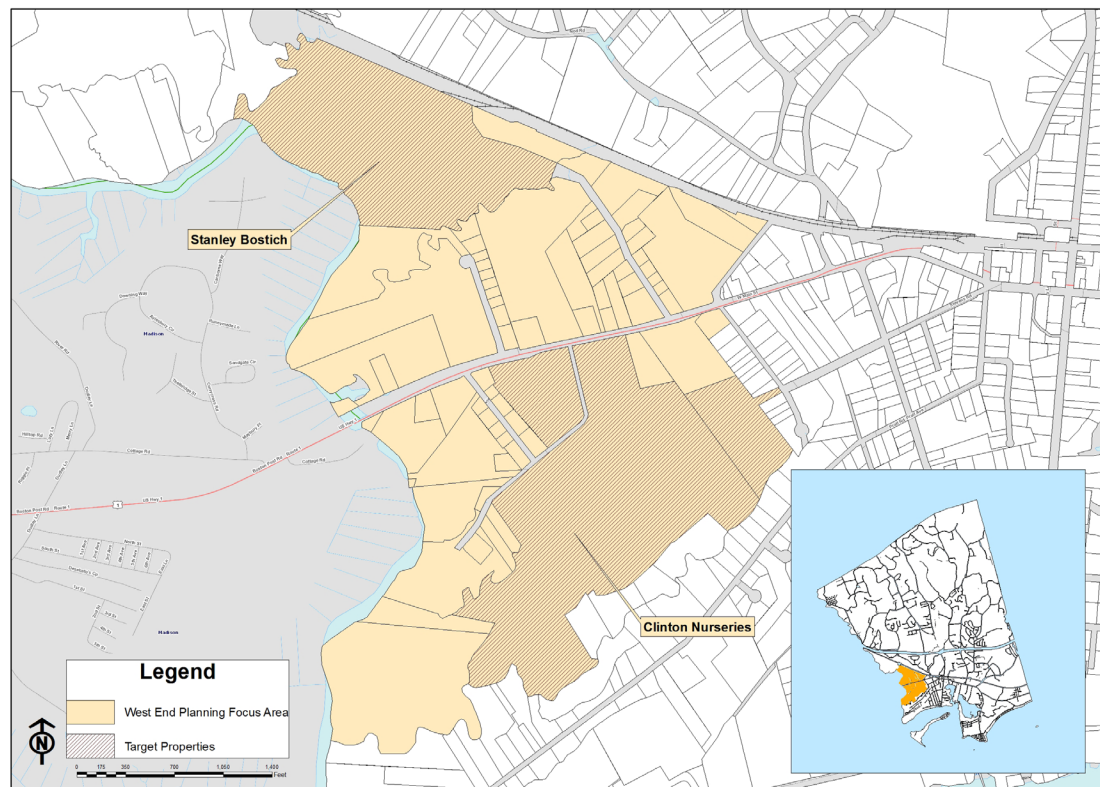


Figure 3a. Top Employment Sectors, 2011. Source: CERC

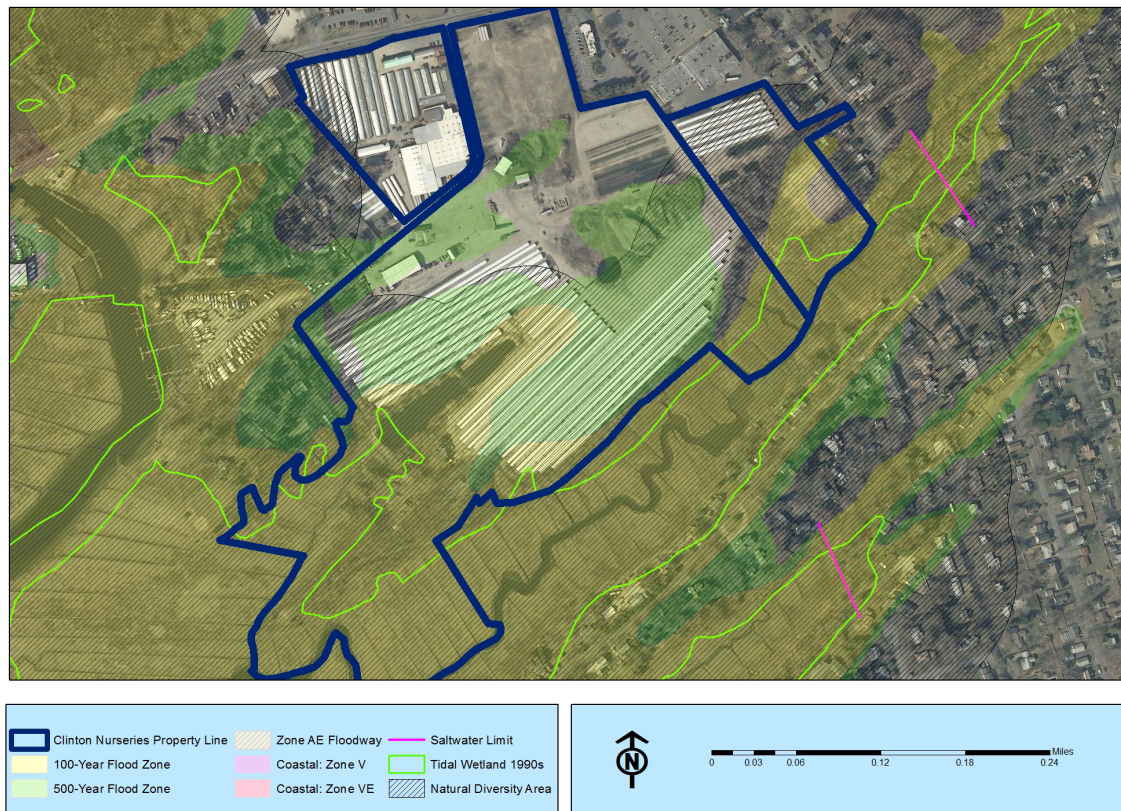
WEST END PLANNING FOCUS AREA



Stanley Bostich Property Environmental Conditions

is 120,309 square feet and was built in 1962. The property is at the end of Knollwood Drive which runs perpendicular to West Main Street. It abuts the railroad line to the north of the site and has a spur from the line into the site. There are several pockets of tidal wetlands within the property and most of the property is located in a Natural Diversity Database Area (NDDb), as determined by the Connecticut Department of Energy and Environmental Protection (DEEP).

The property has substantial environmental contamination from its industrial past. Although cleanup efforts have been undertaken the property, according to the DEEP consent decree residential development is unlikely. Compatible land use approaches could be indoor recreation, industrial, and distribution. Outdoor recreation would be restricted due to the existence of several waste lagoons on the site. The Town needs to pursue every legal measure to clean up the site so that it can be returned to productive use.



Clinton Nurseries Property Environmental Conditions

The Clinton Nurseries property, owned by Richards Farms, is made up of two separate parcels. One is considered vacant with only outbuildings developed, and is zoned R-20. The other houses a building and several greenhouses, and is zoned B-1. Together the parcels represent 63.2 developable acres of land. Currently the land is designated under Public Act 490, which assesses parcels at their use value. The value of the land, when limited to the particular agricultural, forest, or open space use, is not what it might be worth at commercial or residential market rates. This is to encourage and support farmland. Most of the properties are within the NDDb area but only the larger parcel has tidal wetlands around the edges. Natural preservation of these areas should be promoted by connecting the Shoreline Greenway into Clinton and to the old trolley line that intersects with these parcels; the BPAC map in the Conservation chapter delineates this pathway.

Compatible land use approaches could be affordable and senior housing or assisted living. A mixed-use village style development would be desirable in this area.

WEST END PLANNING FOCUS AREA

In addition to the two large properties of additional focus, the West End Planning Focus Area can be divided into several sub-areas that allow for a finer-grained analysis and recommendations for future development. Subarea “A”, which is along the north side of Route 1 between the Hammonasset River and Highland Drive, should be a conservation-based gateway from Madison, focused on preserving passive recreational opportunities and taking advantage of natural buffers for potential flooding/storm surge area. Permanent protection of this area would be appropriate, including acquisition as a Land Trust or public park property. The commercial properties along Route 1 on either side of Highland Drive are appropriate as gateways to the commercial portion of Route 1 in Clinton.

Subarea “B” includes the former Stanley Bostich facility, which is addressed earlier in this chapter. Future use or development of this property should seek to support neighboring uses and consider traffic impacts to both Knollwood Drive, and the Route 1 corridor in general.

Subarea “C” includes the properties fronting the north side of Route 1 between Highland Drive and Lumberyard Road. This area contains a variety of uses, including commercial, retail, light industrial, multifamily, and mobile manufactured home uses. The implementation of design standards for development and redevelopment, focused on sense of place, pedestrian connections, and blending of uses, should be a focus. Exploring and addressing water and wastewater issues at the trailer park site could also open the potential for redevelopment and incorporation of some of this land into an Incentive Housing approach. The Connecticut DEEP should be strongly encouraged to review and resolve wastewater issues here, particularly as described in the WPCC’s Facilities Plan and the DEEP’s own water quality reports.

Subarea “D” includes the Clinton Nursery properties and adjacent land on the south side of Route 1 between the Hammonasset River and Maple Avenue. A portion of this subarea, adjacent to the River, is occupied by mobile manufactured homes with multiple concerns, including public health and environmental safety concerns given its location in high-hazard floodplain. As mentioned previously, this portion of West End should be the focus of a separate Master Plan, taking advantage of the substantial acreage and potential for mixed-use development, as well as for shoreline greenway connectivity. A greenway through this area could include a pedestrian bridge or walkway over the River, and follow the former trolley line to Stevens Road. Working with Madison and regional groups could encourage a network of pedestrian and bicycle paths that provide convenient inter- and intra-town access, including access to regional transportation networks.

Infill development and redevelopment on commercial properties fronting Route 1 should focus on pedestrian and non-motorized connectivity and a gradual increase in development activity from west to east, approaching Clinton Center. Landscaping, buffers, and the incorporation of street trees should be encouraged to promote a sense of place and reduce the automobile-centric strip-mall appearance. Linking subareas “C” and “D” is the intersection of Knollwood Drive and the entrance to the commercial plaza currently housing the Ocean State Job Lot. As with a similar commercial intersection in the East End, this location holds the potential to be a development node, creating off-street access to commercial and residential properties to the rear and improving access and circulation as development continues.

The Marina district of this area holds some potential for mixed-use and multifamily development, such as condominiums or townhomes, but the repeated inundation from flooding and storm events needs careful consideration. Investigation on long-term coastal resiliency in this area will help determine whether residential uses are sustainable in a longer-term horizon.

IV. COMMUNITY INPUT

Clinton residents would like to see additional residential opportunities in the West End Planning Focus Area with a mix of incomes and ages. Most residents, however, are interested in seeing conservation efforts undertaken along the Hammonasset River. Recreational opportunities could be created, as was suggested at the charrette, like the development of a greenway that would include bicycle and walking paths connecting to Madison. Street trees and community gardens were also raised as options for amenities in this area. Amenities promoting community character and higher quality development with a better standard of living are especially important to encouraging residential development.

V. PLANNING

In order to encourage redevelopment and creative use of the West End Planning Focus Area the relevant commission, officials, and stakeholders in town should work together to create a gateway into Clinton from the west that would have a mix of commercial and residential uses with architecturally appropriate design. This would:

- Contribute to the tax base and reduce the burden on residential properties;
- Support the revitalization of the area around the train station and downtown area by adding population;

WEST END PLANNING FOCUS AREA

- Attracting regional serving activities, and enhancing its access with new sidewalks, bicycle paths, and alternative traffic flow patterns and parking arrangements;
- Provide revenues that could be used to support the development of sewerage solutions and other public improvements that have hampered the redevelopment of much of Route 1.

These redevelopment actions would connect residential areas to the north and south.

Traffic issues on Route 1 can be addressed by:

- Promoting non-automotive transportation, by connecting the old trolley line to pedestrian and bicycle networks and continuing the Shoreline Greenway across the Hammonasset River into Clinton;
- Providing parking appropriate for mixed uses and shared parking;
- Creating better access management;
- Working with state agencies to improve signage;
- Strengthening the connections with and access to the waterfront and mall while minimizing any negative impact on existing residential areas; and
- Developing cooperative arrangements with institutions of higher education and nonprofits, or engage experts, to provide information that will assist in the analysis of ways to improve traffic problems of parking, traffic flow, and congestion.

A regional study of Route 1, sponsored by RiverCOG, was undertaken to help improve traffic and safety features of Route 1 while preserving Route 1 as a “Main Street” in the Towns of Clinton, Westbrook, and Old Saybrook. The findings of that report are expected to be published in late 2015. Specific recommendations from that study should be considered to further improve Route 1 in the West End.

In addition, commercial development in this area has been limited by the requirements of on-site septic systems, thus limiting the size of restaurants and housing

types. Because of automobile-dependent patterns of past land development, the existing structures are inefficient and spread out along Route 1. Future planning and redevelopment initiatives should identify site conditions that are able to support a community septic or waste water system for a higher concentration of commercial and residential uses. The Town should also seek to promote the provision of waste water systems with greater capacity to contribute to future development.

At present, there is a diverse and sometimes incompatible array of architectural styles in the West End. This includes examples of historically significant and appealing architecture. The street view is inconsistent with older buildings often very close to the road while much of the newer commercial development has large parking areas between the buildings and Route 1. New and renovated structures should have a compatible architectural design with special attention given to the preservation of historical buildings and the employment of green construction methods for new buildings and other improvements. Parking areas should be placed out of direct view of Route 1 and to the rear of structures to create an attractive pedestrian environment. Design standards should be developed that allow for design-based and incentive housing regulations. Finally, historic designations should be sought to protect historic structures and examination of tax incentives for such preservation may be necessary.

To support coordination with the State Plan of Conservation & Development's Growth Management Principles (GMP), Clinton should minimize the siting of new infrastructure and development in coastal areas prone to erosion and inundation from sea level rise or storms, encourage the preservation of undeveloped areas into which coastal wetlands can migrate, and undertake any development activities within coastal areas in an environmentally sensitive manner consistent with statutory goals and policies set forth in the Connecticut Coastal Management Act (GMP #4).

VI. SPECIFIC ACTION ITEMS

- **Draft and implement design standards for West End Planning Focus Area**
- **Consider development of unified zoning district designation for West End Planning Focus Area**
- **Engage property owners of Clinton Nursery property in the development of a master plan**

WEST END PLANNING FOCUS AREA

- **Research grant opportunities for possible funding**
- **Assess property's capacity to support community wastewater treatment facility**
- **Consider incentives to encourage future development to facilitate a greenway corridor**
- **Work, in partnership with property owners, to create redevelop options for Stanley Bostitch property**
 - **Consider brownfield assessment/cleanup grants for property**
 - **Pursue legal measures to ensure maximum possible cleanup, if necessary**
- **Assess and implement recommendations of RiverCOG Route 1 Corridor Study**
- **Ensure any Redevelopment of Route 1 includes consideration of bicycle and pedestrian facilities as mandated by the State Complete Streets Policy**
- **Implement Clinton gateway and way finding signage at Madison Town Line and commercial areas**
- **Examine regulations, cooperation with Connecticut DEEP, of mobile manufactured home parks to ensure they promote public health, safety, and community character.**
- **Work to transform the old trolley line into a viable extension of the pedestrian and bicycle networks**
- **Engage relevant stakeholders to ameliorate water issues at Stony Point**
- **Continue the Shoreline Greenway across the Hammonasset River into Clinton**

HOUSING

I. EXISTING CONDITIONS

As of 2014, Clinton had a population of 13,260 individuals residing in 5,443 housing units. The Town of Clinton's land area is approximately 18 total square miles, 16 of them land, and has a population density of 818 persons per square mile. Clinton is characterized by primarily single-family homes in neighborhoods throughout town. A major portion of the Town's housing stock was built between 1940 and 1979 (59%) while only 12% was built prior to 1939 and 29% was built after 1979.

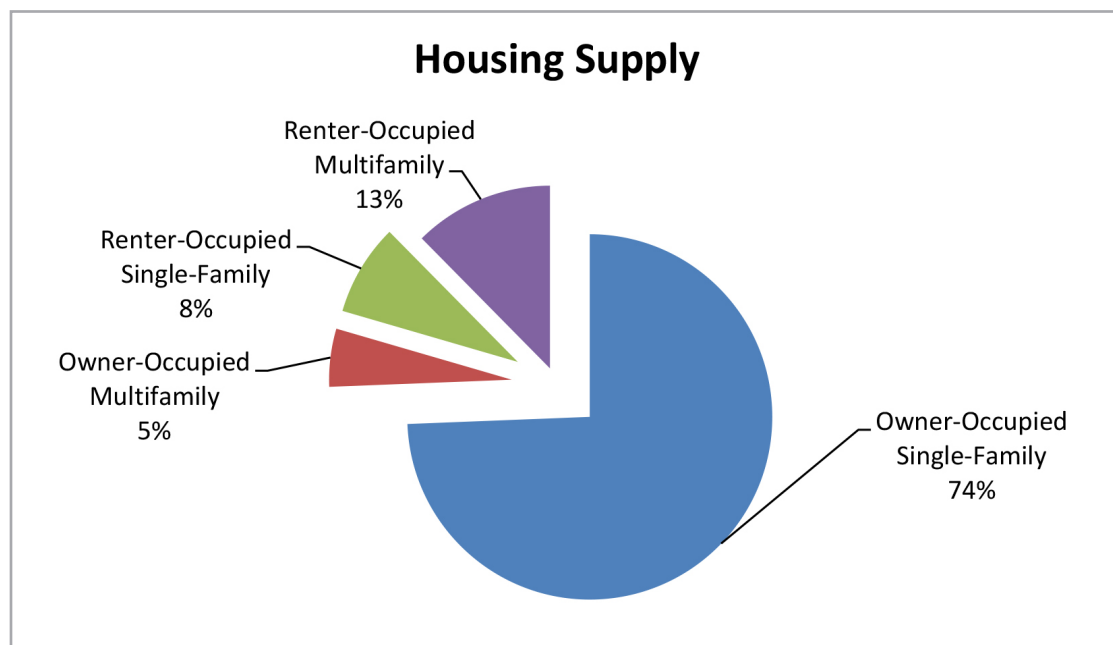


Figure 1. Housing Supply in Clinton, 2007-2011 American Community Survey

Clinton's residential neighborhoods vary significantly in their lot sizes, density, scale and architecture, ranging from the shoulder-to-shoulder cohesiveness of the beach communities to the rural individuality of the wooded lots in the northern part of town. Each area has been developed according to a different pattern, and current and future land use regulations should reinforce these differences with a variety of standards.

HOUSING

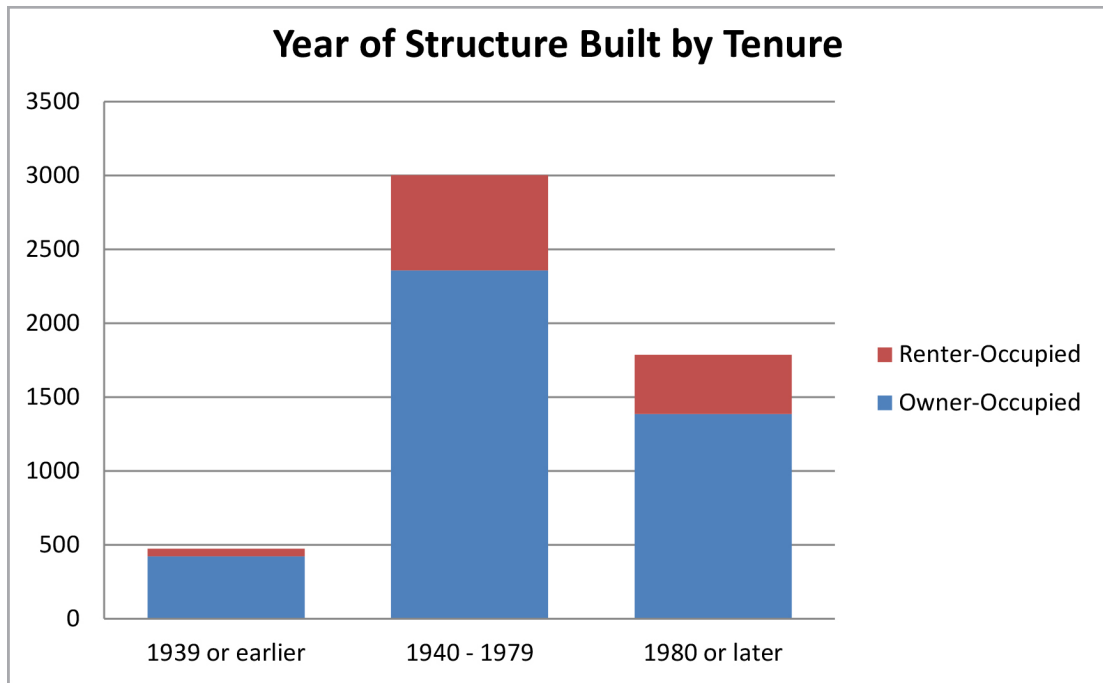


Figure 2. Year of housing structures based on renter-occupied and owner-occupied, 2007-2011 American Community Survey.

Since the economic downturn of the late 2000s, Clinton's housing permits issued each year, an indicator of the level of housing construction, have decreased. This trend has affected the entire state as well. According to the Connecticut Department of Housing,

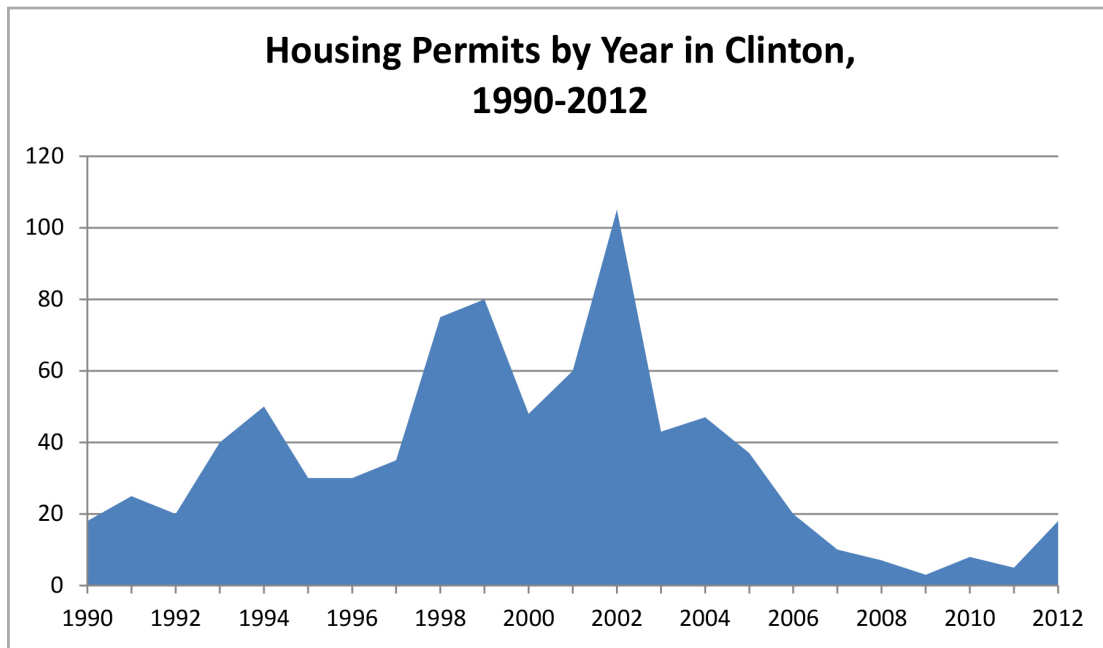


Figure 3. Housing permits by year in Clinton from 1990 to 2012, CT Department of Housing.

ment of Housing, Connecticut has consistently ranked near the bottom in housing units per capita when compared to other states, averaging 50th from 2003 to 2012 out of the 50 states and Washington D.C.

In addition, the median home value from in Clinton is \$295,500. The 2007 to 2011 American Community Survey reports an 81% increase since the 2000 Census. In part, the lack of new housing supply has driven up the price.

Housing-Related Concerns

The housing statistics in Clinton present some sense of the shape and orientation of the Town's housing supply, but what is not immediately evident from the raw numbers and trends is a set of issues and concerns that will affect the Town's decision-making and ability to make progress in this area. These issues include:

- **Affordable Housing:** "Affordable housing" provides housing for those who cannot afford housing at the market rate. According to the American Community Survey, the median income of home-owning households in Clinton was \$82,326. The median income for renter households in Clinton was \$38,431, nearly 49% less than the median income of all households: \$75,122. The housing wage, or the minimum hourly wage needed to afford a typical 2-bedroom apartment, in southern Middlesex County is \$23.08 or about \$48,000 in annual income. As such, the average renter cannot afford the average housing cost. Moreover, 37% of Clinton's 1,036 rental units have a gross rent of over \$1,000 per month, according to the 2007 to 2011 American Community Survey data. Only 14% have a gross rent of under \$750 per month. In 2012, Clinton only had 132 affordable housing units¹, as reported by the Connecticut Department of Housing. That is just 2.2% of all housing units, according to the 2010 Census. This means Clinton faces a significant underserved market of affordable housing in the next ten years. Connecticut General Statutes §8-30g sets out targets and procedures for municipalities and property owners for increasing availability of these opportunities.
- Conversions of Single-Family Residences: The percentage of single-family residences occupied by renters (as opposed to owner-occupied) in the 2010 Census was 8%, which is up slightly from the 2000 Census. In the years since, numerous stakeholders and concerned community leaders have noted

¹ Affordable housing as defined by CGS §8-39a: "affordable housing" means housing for which persons and families pay thirty per cent or less of their annual income, where such income is less than or equal to the area median income for the municipality in which such housing is located, as determined by the United States Department of Housing and Urban Development."

an increase in this trend. Property owners in traditional single-family neighborhoods have been opting to rent their housing units rather than selling. In addition, the numbers of single-family dwellings that have been expanded to include accessory apartments have also increased in the last several years. In combination, these factors potentially point to a shift in the character of Clinton's traditional residential neighborhoods. As tenure trends toward rental-based occupancy, attention should be paid to the continued maintenance and upkeep of properties to protect neighborhood integrity and property values.

- Historic Property Management: As mentioned in other sections of this Plan, the Town of Clinton has a wealth of historic assets, which include not only municipal and institutional properties, but also many historic homes. These houses are frequently sizable and located in high-visibility core areas of Town. The challenge of maintaining them as single-family residences and ensuring their continued structural and historic integrity can be a daunting one for individual property owners.

Wood frame buildings have a limited life expectancy and will eventually reach an age where it is no longer cost-effective to keep them in service. While there are numerous examples in Clinton of wooden houses well over 200 years old, those that survive are structures that were framed with old growth hardwood, and they have been extensively (and expensively) maintained for that entire time. Most of Clinton's housing stock, built since about 1950, cannot expect to experience such longevity. This is especially true in the case of smaller, rapidly constructed buildings, which often employed the lowest-grade materials and construction techniques. The Town should seek to develop approaches to identify and work with property owners to develop solutions to assist in the restoration and maintenance of these properties before they get to the point where improvement costs exceed the value of the property.

- Aging Condominium and Multi-Family: Multifamily properties in Clinton face similar concerns to those of aging single-family residential properties. Remedies, however, are much more complicated for land with multiple owners, such as the land owned by a condominium development. When the structure (or structures) is no longer cost-effective to maintain, it isn't one owner who can make the decision to redevelop the land. The condominium

by-laws often require a super-majority, sometimes as high as 80% of owners, to make a decision to disband the condominium and sell the land. This practical difficulty makes condominium decline a strong possibility. The resulting condition may make individual units difficult to sell, forcing owners to turn them into rental properties and be even less supportive of assessments to make repairs. The lower maintenance costs might make it more attractive to these owners to hold onto the units as rentals, and withhold support for selling the land. Several older condominium properties in Clinton may be entering this downward spiral.



It is essential that the Town address this problem with a creative approach that respects the interests of the condominium owners and the community at large. A solution should start with the creation or designation of a lead entity to work with property owners and associations on the scope of the problem and identify resources and solutions. This lead entity should also review foundation documents for any new condominium developments be evaluated for their eventual exit strategies.

- Multifamily Opportunities and Semi-Permanent Housing: Aside from aging condominium and apartment complexes in Clinton, many of the housing for lower-income residents are limited to what could be referred to as semi-permanent options. These opportunities include trailer or mobile-home parks, converted seasonal cottages, and older vacation motels that now service year-round tenants. While these properties are not providing quality housing options and create many of the undesirable side effects of concentrated poverty, even in small pockets, they reflect a lack of other, better options in Town. In the shorter term, the Town should work with public health and safety officials to ensure that State and Local housing standards are being maintained. In the longer term, the Town should endeavor to phase these housing facilities out and replace them with broader, higher quality multifamily and even single-family mixed-income developments.

II. FUTURE ISSUES

Clinton's last Town Plan of Conservation and Development was adopted in September 2007. Since then, much has changed in the Town and throughout the State, both economically and demographically. While these economic and demographic shifts are affecting all small towns across Connecticut, Clinton has unique assets that can be used to make it an attractive place to live, particularly its access to Long Island Sound and the Shoreline East commuter rail station. This plan, which will remain in effect for the next decade, must consider those changes and implement strategies to maintain Clinton's character while providing appropriate, desirable, and marketable housing for current and future residents.

According to numerous studies of the Connecticut housing market, nearly 33% of households rent² and two of every five households spend more than 30% of their income on housing³. In addition, there has been a 10% increase in homelessness since 2010⁴ and Connecticut is ranked second in wealth disparity in the country.⁵ These statistics illuminate the crisis where housing cost has outpaced wage growth and demand for a wider variety of housing options.

Availability of affordable housing is also essential to retirees and those who will soon retire. In fact, 57% of current workers, according to the Employee Benefit Research Institute, have less than \$25,000 in savings and nearly 34% have not saved for retirement. Moreover, young professionals, have an average student debt of more than \$25,000, making it difficult, if not impossible, for them to qualify for a mortgage. All of these generations are essential to Clinton's future.

Young professionals, such as nurses, teachers, police officers and other municipal workers, would find additional affordable housing an attractive asset. Presently, they cannot afford to purchase a home at the median price of \$295,500. Likewise, present residents who are looking to downsize once they retire have few choices given the mixture of housing stock available.

In Clinton, about 83% of homes are single-family and 17% are multifamily. Renters occupy 70% of Clinton's multifamily homes, and owners occupy 92% of its

2 U.S Census Bureau

3 United Way of Connecticut

4 CT Coalition to End Homelessness

5 U.S. Census Bureau

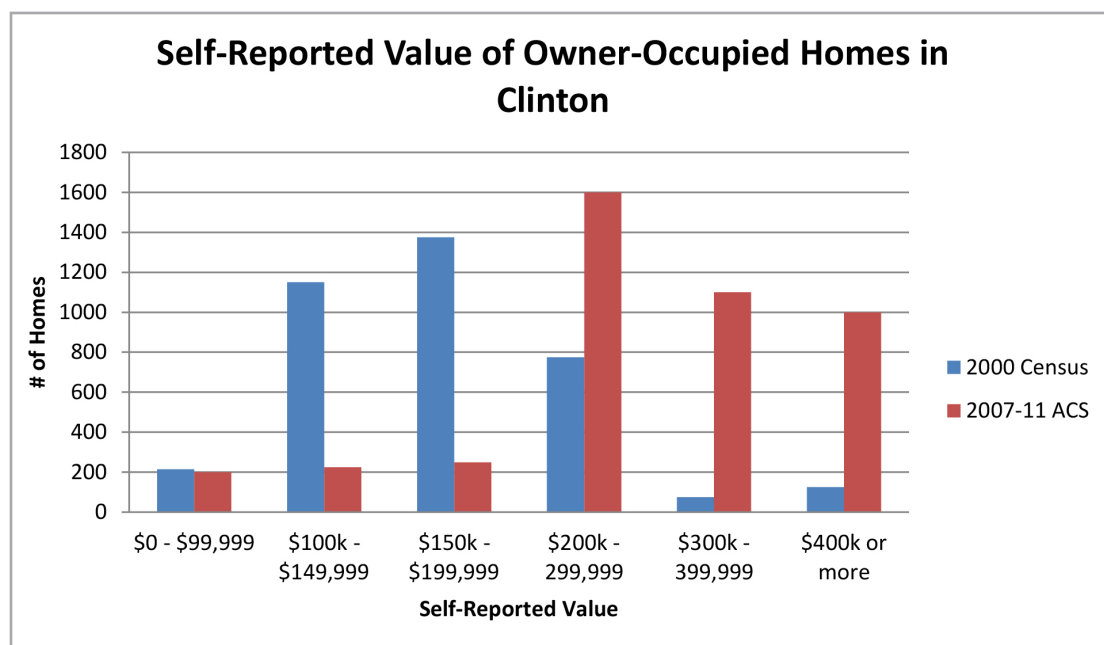


Figure 4. Self-reported value of owner-occupied homes in Clinton, Census 2000 and 2007-2011 American Community Survey.

single-family housing. In addition, over 64% of homes in Clinton have three or more bedrooms, while 36% have two bedrooms or fewer. Towns with larger homes with more bedrooms generally offer fewer housing options for younger workers or downsizing Baby Boomers.

Residents have recently expressed concerns about rented single-family houses. Some of these houses pose health and safety hazards that have the potential to create blight issues throughout town. As mentioned previously, rental properties can offer more practical and affordable housing solutions to young people and those who cannot afford homes in Clinton. Further, there has been a long history of motels housing semi-permanent residents. Both of these trends have the strong potential of creating a decrease in the civic participation and ownership of community that comes with commitment to place. The Town should be engaged with property owners, affordable housing advocates, and public officials to ensure that the existing housing stock is maintained and productively used.

All of these percentages and numbers can be overwhelming. The goals for the next ten years should be to create opportunities for quality affordable housing and increase density and the potential for multifamily in targeted areas of town. Those areas should concentrate on areas of public transit availability and where they will not negatively affect the existing neighborhood, primarily in the Downtown, West End, and Interchange Development Focus Areas. Lot sizes, frontage requirements,

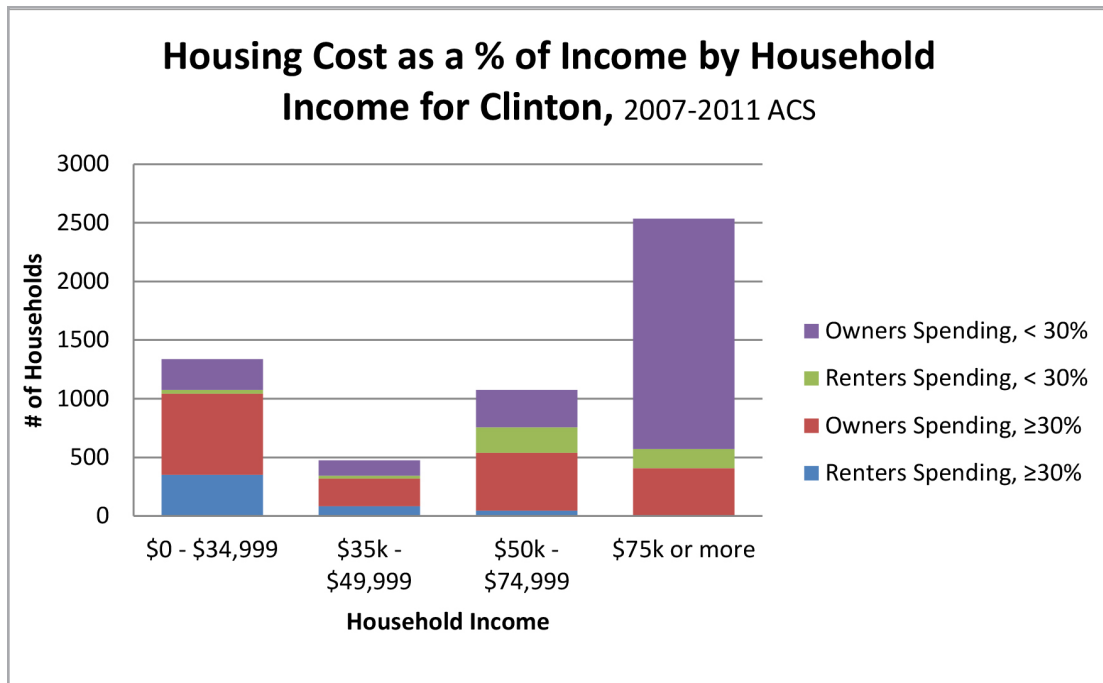


Figure 5. Housing cost as a percentage of household income, 2007-2011 American Community Survey.

maximum lot coverage, standards for roads and drainage, and requirements for sidewalks should be chosen to continue the distinctive development patterns of each area of town. Where an area, such as the beach communities, has a definite his-

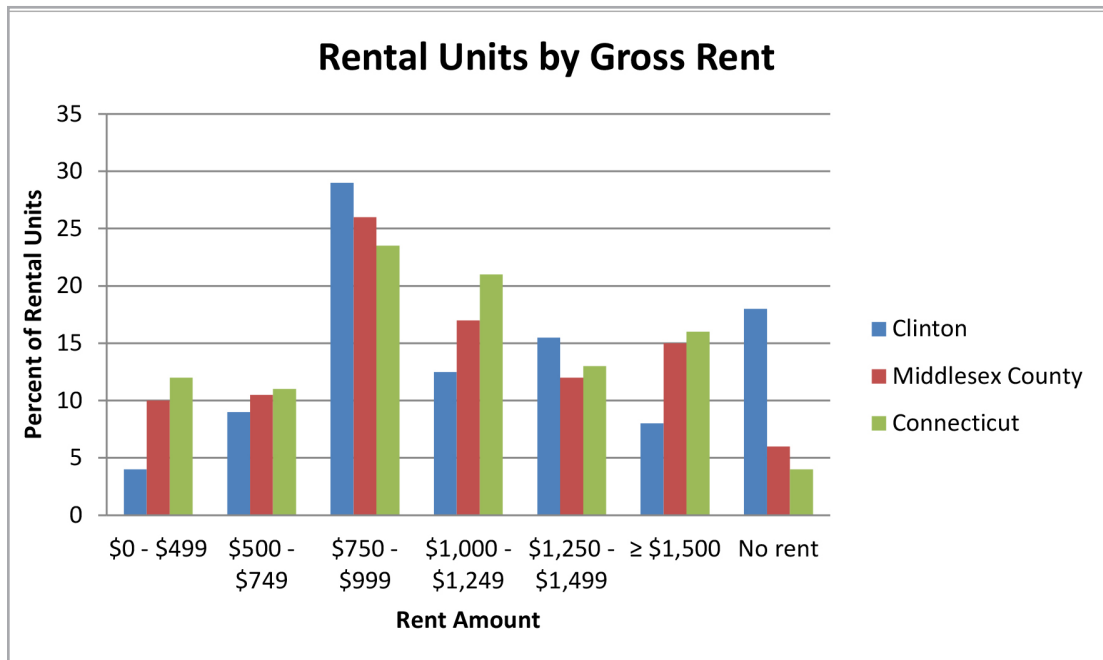


Figure 6. Rental units by monthly rent, 2007-2011 American Community Survey.

toric character, the zoning regulations should be designed to maintain and reinforce that character. Efforts should be made to assist motels, trailers, and other properties that have become semi-permanent residential structures to transition toward more stable commercial uses.

Environmental concerns in the southern and river-adjacent areas, especially those in the floodplain and hurricane surge areas, also affect home values and building regulations. Working with homeowners in these areas to be aware of the dangers of living in such areas and the 2014 adoption of the Natural Hazard Mitigation Plan may help alleviate burdens in future storms (see the chapter on natural resources and the environment for more information).

In early 2014, Clinton was awarded an Incentive Housing Zone (IHZ) grant from the Connecticut Department of Housing to plan for greater housing density in the future, as well as creating standards for what that housing will look like. The results of the study should be a priority for the Town. Notwithstanding the unlikely event of the installation of full public sewer infrastructure, Clinton should invest in and promote private development of such community systems.

III. SPECIFIC ACTION ITEMS

- **Create opportunities and marketable incentives for multi-family and affordable housing near the train station and along the Route 1 corridor**
- **Work with public health and safety officials to ensure that State and Local housing standards are maintained in mobile manufactured home parks, cottage residences and motels**
- **Consider regulations for allowing higher densities and multi-family in areas where transit and accessibility are present**
- **Adopt Incentive Housing Zone regulations**
- **Seek additional opportunities to create mixed-income housing developments that can provide better housing options for lower-income residents**
- **Implement results of WPCC Waterwater Facilities Plan**
- **Revise Zoning Regulations to maintain and reinforce the character of established**

HOUSING

neighborhoods

- **Create Village Districts to protect the character and design for properties within areas described in Cultural Resources chapter of this Plan**
- **Amend Zoning Regulations to provide adequate provisions for accessory apartments**
- **Convene discussion to seek long-term solutions to challenges of existing and continued development along shoreline and in flood-prone areas**
- **Review pattern and process of development permitting with Planning & Zoning Commission, Zoning Board of Appeals, Health District, WPCC, DEEP and Public Works**
- **Examine individual applications for construction or expansion in context of larger area**
- **Review infrastructure investment as a way of supporting or discouraging further development in coastal areas**
- **Educate and reach out to homeowners and residents in the hurricane surge and flood-prone areas of town in the Natural Hazard Mitigation Plan and emergency evacuation routes**
- **Support the development of a working group to address current and future housing conditions**
- **Identify a key agency for the preservation and maintenance of historic residences and empower the development of a strategy to assist private property owners with the challenges of maintaining valuable historic assets**
- **Identfy a key agency to work with the condominium associations and homeowners' associations for common-interest communities to address issues of ongoing maintenance and aging facilites.**
- **Work with owners of trailer, cottage and motel properties to explore redevelopment opportunities that improve quality of life for Clinton residents and provide suitable economic return**

CONSERVATION



I. CONSERVATION IN CLINTON

The Planning Commission is charged with consideration of both development and conservation objectives in drafting a Plan of Conservation and Development. Importantly, the word “conservation” is placed before “development.” In some ways, conserving environmental and historic resources and open space is more challenging than encouraging and fostering development. One particular challenge is to achieve a balance between protecting natural resources and historic sites while promoting economic growth. The goal is to make development and open space preservation complement one another and establish priorities for natural resource protection. Cultural and historic resource conservation are addressed elsewhere in this Plan.

Clinton’s topography, location, and land use patterns make significant areas vulnerable to flooding, hurricane, coastal flooding, and high winds. The southern section of town, predominantly the area south of Interstate 95, is most susceptible to impacts from a hurricane, tropical storm, or other coastal event.

a. Current Conditions

Clinton's total area of eighteen square miles, sixteen of which are land, has a relatively low-lying coastal topography. Clinton has an integral relationship to Long Island Sound and its tidal rivers and associated resources. Like its neighboring town, Westbrook, this connection is also seen in the town's recreational marine industry centered on Clinton Harbor. The close tie between the municipality and the waters of Long Island Sound exposes Clinton's citizens and their properties to the



hazards associated with coastal storms and high winds and flooding that often accompany them. Although New York's Long Island serves as a barrier, Clinton is still susceptible to high winds and coastal storms due to its geographic location. Additionally, the hilly ridge and valley topography of the northern area of town provides an opportunity for stream belt flooding which is associated with either coastal storms or non-coastal heavy rain events. The geology of Clinton is typified by low-lying coastal plains incised by tidal rivers and streams and their associated

tidal wetland areas. Upland areas north of I-95 are characterized by rolling hills with ledge outcroppings and a relatively thin veneer of glacial till and soil. The veneer of till is Wisconsinian in age, and results from the most recent glacial advance and retreat which occurred within the last 50,000 years. In some locations, an earlier (older) Illinoian-age till occurs in patches. The glacial till is the ground and pulverized rock debris located directly underneath the glacial mass – known as ice-contact drift – as it advanced southward and retreated back to the north. As a consequence of the movement and weight of the ice sheet itself, the profile is undifferentiated and very compact. Soil and till profiles range in thickness from zero depth to approximately 25 feet in northern areas of town. Glacial tills cover approximately 65% of the Town's 16.21 square miles. Topographic elevations range from sea level along Long Island Sound to a maximum of just over 300 feet in the northeast corner of Clinton to the east of the Kelseytown Reservoir.

In the area north of I-95, development density is separated into several zoning districts with minimum lots sizes ranging upward from ½ acre to 2 acres. These lots

contrast with the relatively high-density seasonal beach areas along Long Island Sound where lot sizes range from $\frac{1}{4}$ acre up to $\frac{1}{2}$ acre. Although most of the available land south of I-95 has been developed throughout the years, the residential areas north of I-95 still include several larger tracts of land that have viable subdivision potential. Several recent subdivisions proposals have reflected public sentiment against development proposed to encroach on and within inland wetland areas.

Open space preservation has long been an important consideration in Clinton and the Conservation Commission was founded to support such efforts. The Commission has identified forty-two properties ranging in size from over five acres to 142 acres, but has run into recent difficulties with budgetary authorization. Budget issues have substantially hindered the Commission's ability to map, prioritize, and acquire properties in accordance with its mission set out in the last Plan, in 2007. Most recent figures established in 1997 indicate that committed open space occupies approximately 820 acres (8%) of Clinton's land area while uncommitted open space occupied approximately 4,216 acres (40%). The difference between committed and uncommitted open space is that committed open space will remain open while uncommitted open space is vacant land with the potential of being developed. An important consideration in the dedication of committed open space, especially through the subdivision of land, is the fragmented nature of such open space throughout Town, which creates islands of habitat and recreational space with no clear connection for trails or migration paths. To that end, open space preservation efforts should focus on minimizing parcel fragmentation and prioritize greenway and blueway linear connectivity.

Currently, the majority of open space within Clinton is owned by the Clinton Land Conservation Trust (CLCT) and the State of Connecticut Department of Energy and Environmental Protection (CTDEEP). Other land trusts control smaller amounts of open space as well. Open space is not a significant generator of tax revenue, but may serve as a buffer to reduce storm effects, thus protecting the value of nearby developed land. In addition, an analysis of nine communities in Connecticut indicates that open space and farmland only costs an average of \$0.37 in town services per every \$1 of tax revenue generated (Table 1). Furthermore, according to the National Recreation and Park Association, property values of property adjoining or fronting a passive-use park are generally worth 20% more than similar properties not abutting open space.

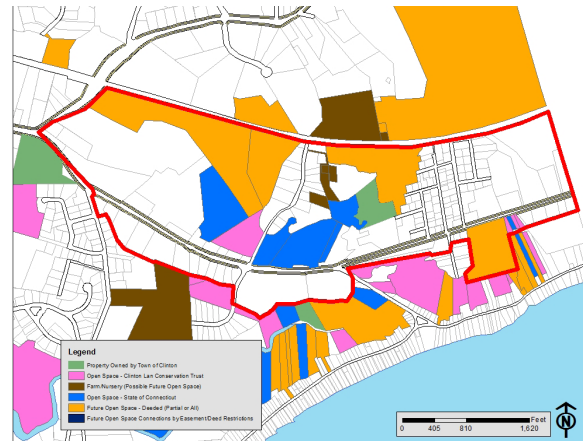
<i>Summary of Costs of Community Services Studies, Revenue-to-Expenditure Ratios in Dollars</i>				
Town	Residential including farm houses	Commercial & Industrial	Working (farm) & Open Land	Source
Bolton	1 : 1.05	1 : 0.23	1 : 0.50	Geisler, 1998
Brooklyn	1 : 1.09	1 : 0.17	1 : 0.30	Green Valley Institute, 2002
Durham	1 : 1.07	1 : 0.27	1 : 0.23	Southern New Eng- land Forest Consor- tium, 1995
Farmington	1 : 1.33	1 : 0.32	1 : 0.31	Southern New Eng- land Forest Consor- tium, 1995
Hebron	1 : 1.06	1 : 0.47	1 : 0.43	American Farmland Trust, 1986
Lebanon	1 : 1.12	1 : 0.16	1 : 0.17	Green Valley Institute, 2007
Litchfield	1 : 1.11	1 : 0.34	1 : 0.34	Southern New Eng- land Forest Consor- tium, 1995
Pomfret	1 : 1.06	1 : 0.27	1 : 0.86	Southern New Eng- land Forest Consor- tium, 1995
Windham	1 : 1.15	1 : 0.24	1 : 0.19	Green Valley Institute, 2002

Table 1. American Farmland Trust, Farmland Information Center Fact Sheet,
Cost of Community Services Studies, August 2010

Clinton is endowed with many ecological and environmental assets. Beaches, tidal and inland wetlands (Figure 4), rivers, and large tracts of uninterrupted forest are examples of some of the Town's valuable natural resources. About fifteen percent of the land area in Clinton is classified as inland wetlands, and regulated by the Town's Inland Wetlands Commission, along with adjacent upland areas. The Inland Wetlands and Watercourses Regulations are formal recognition of the importance wetland and watercourse areas play in providing for flood control, water supply, water quality, wildlife habitat, recreation, education and landscape diversity. CTDEEP has created a statewide map of "Critical Habitats" that highlight ecologically signifi-

cant areas and areas of natural diversity, where species of concern and endangered species habitat have been identified. (Figure 10). A significant portion of these areas surround the Hammonasset River or are along the coast, generally south of the railroad corridor. These critical habitat sites periodically suffer damage from flooding (Figures 6 and 7), high winds, and waves associated with coastal storms.

The 2013 Open Space Plan, created by the Conservation Commission (Figure 1), highlights current areas of open space owned by the State, Town, or private land trusts. It also denotes areas in private hands that are also considered open space: farms and cemeteries, in particular. The orange parcels on the map indicate areas for future open space. In general, these areas are fragmented throughout Town, a noted problem for recreational and habitat purposes.



b. Community Input

The Town of Clinton has abundant physical and natural attributes. Clinton residents generally choose the beaches, salt meadows, rocky coast, and sheltered harbor on the south border as their favorite town landscapes. The rural forested tracts in the northern part of town and the historic area along East Main Street also give Clinton its unique character. Many residents agree that such areas are worth preserving. It is important to develop a plan that will allow Clinton to move forward with development while retaining the character and resources that residents enjoy.

In 1998, a survey of residents with regard to open space preservation and conservation was distributed and received a 5% return rate. The results of the survey were used in development of the Ad Hoc Committee's Open Space and Conservation Report. The surveys were mailed with the tax bills to every property owner in town. The survey results were not surprising with regards to resident's favorite aspects of the town's physical landscape. What was slightly surprising was the overwhelming support for the spending of public money on open space preservation (see Table 2).

CONSERVATION

The Town has taken steps to establish permanent fund for the acquisition of open space and conservation easements. Active and aggressive funding of this account would dramatically improve the Town's ability to protect conservation land. This process has been time-consuming and difficult, making the prioritization and acquisition task uncertain and challenging. The establishment of a permanent fund dedicated to this purpose would dramatically improve the Town's ability to protect conservation land.

Would you be in favor of spending public money to purchase open space?		
Yes	230	73.00%
No	47	15.00%
No response	35	11.00%
Maybe	2	01.00%
Land Donations	1	00.00%
TOTAL	315	100%

Table 2. 1998 Survey Results Question 3, Ad Hoc Committee Report Appendix 1

Of the 230 people who responded "Yes" to being willing to spend public money to purchase open space, the following felt it should be spend for recreation, conservation, or both:		
Conservation	48	20.8%
Recreation	9	3.0%
Both	162	70.4%
No response	11	4.8%
TOTAL	230	99.9%

Table 3. 1998 Survey Results Question 4, Ad Hoc Committee Report Appendix 1

Following Hurricane Irene in 2011 and Hurricane Sandy in 2012, the preservation of open space for buffering flood waters became a necessity. Appropriately, comments from the Charette concentrated on natural hazard mitigation and preservation of the shoreline. Comments in favor of open space preservation with public funds mirrored those of the 1998 survey. Many residents would like to see recreational opportunities as part of future open space acquisitions. Residents also emphasized the importance of connected preserved natural spaces.

Watershed and runoff characteristics in non-tidal, upstream areas can exacerbate downstream flooding impacts and negatively affect surface and ground water qual-

ity. To minimize these impacts runoff from developed land and impervious areas should be managed as close to the source as possible through the application of low impact development (LID) and similar techniques. By adopting LID principles, the Town can better manage water in a way that reduces the impact of developed areas and more closely aligns with the natural movement of water within an ecosystem.

II. PLANNING

Achieving the goals of economic development, open space preservation, and natural resource conservation requires coordination between residents, municipal staff and officials, and Town boards. The Plan intends to serve as a guidance document for board members and municipal officials, not just as an overarching policy for future developments and zoning. Past municipal conservation documents were consulted in determining the future development and conservation goals. The Planning and Zoning Commission and the Conservation Commission were also consulted as to their roles for future conservation and open space practices.



In considering various source materials, it became apparent that the development of these goals and documents had occurred in relative isolation, resulting in a growing disconnect between municipal decision-makers about conservation goals and priorities. For instance, the Commissions need to consider how to reconcile the areas on the Open Space map that conflict with the development areas outlined in this Plan (Figure 9).

In order to more fully support the Growth Management Principles (GMP) established in the State's Plan of Conservation and Development, the Town should seek to protect and preserve Connecticut Heritage Areas, archaeological areas of regional and statewide significance, and natural areas, including habitats of endangered, threatened and special concern species, other critical wildlife habitats, river and stream corridors, aquifers, ridgelines, large forest areas, highland areas, and Long Island Sound (GMP #4).

CONSERVATION

a. Open Space Goals

Conservation Commission Goals for Future Open Space
1) Establish blueways corridor along rivers for protection of environment, flora, and fauna
2) Establish greenways corridor along rivers for protection of environment, flora, and fauna
3) Protection of ground water supplies
4) Purchases of site or portion of site for protection of environment, flora, and fauna
5) Farms, cemeteries, and mobile home parks, future open space acquisition for protection of environment, flora, and fauna when present use is discontinued
6) Use of easements to achieve protection of environment, flora, and fauna

Figure 1. Conservation Commission Open Space Goals 2013, per Conservation Commission Open Space Map (2013)

In 2013, in preparation for the updating of the Plan, the Conservation Commission established open space goals (Table 4). For the most part, these goals coincide with the community input solicited at the Charette. Connected open space for recreation and habitat is an important goal and should be developed more substantially through the consolidated efforts of the Conservation and Planning and Zoning Commissions, local land trusts, and the Bike & Pedestrian Alliance of Clinton (the “BPAC”).



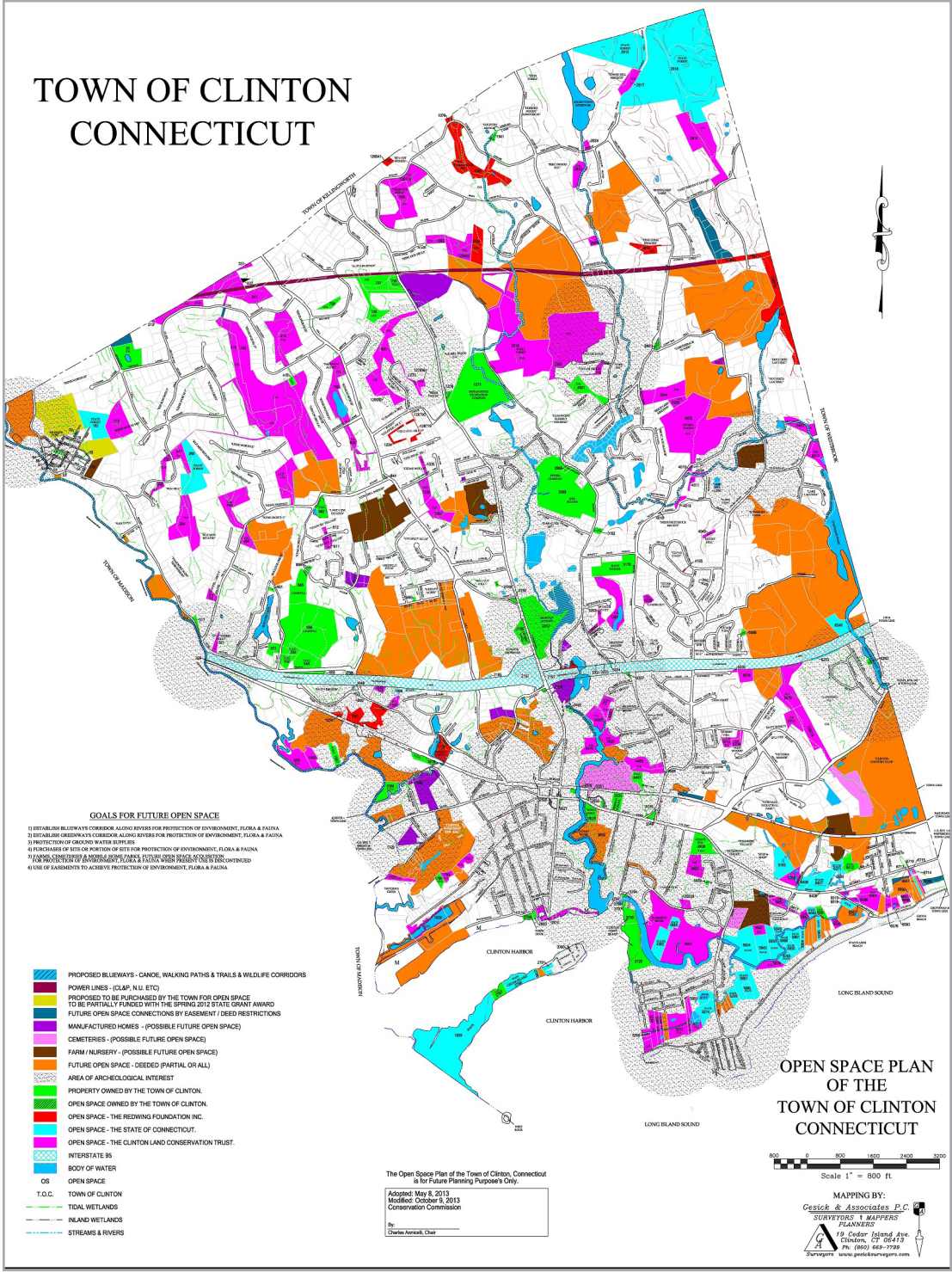


Figure 1. Open Space Plan as developed by Conservation Commission, 2015

CONSERVATION

These efforts to create connected open space throughout town should focus on areas with high flooding potential in anticipation of future storm events.

b. Menunketesuck-Cockaponset Regional Greenway

The Menunketesuck-Cockaponset Regional Greenway, an 18-mile long State designated greenway, under Public Act 95-335, extends into northeastern Clinton along the Westbrook-Clinton Town Line (Figure 10). The greenway functions as a wildlife and multi-use corridor connecting the Stewart B. McKinney National Wildlife Refuge – Salt Meadow Unit in the town of Westbrook to Cockaponset State Forest, the Quinimay Trail, surrounding private forest land, and public recreational resources throughout the municipalities of Westbrook, Clinton, Deep River, Killingworth, Chester, and Haddam. The greenway seeks to protect forest land, water quality and quantity, wildlife habitat, and public recreational and scenic resources that create the character of the lower Connecticut River and Coastal Region.

In order to meet the criteria for official designation as a greenway, a greenway must have at least one of the following characteristics:

1. Protect natural resources, preserve scenic landscapes and historical resources or offer opportunities for recreation or non-motorized transportation;
2. Connect existing protected areas and provide access to the outdoors;
3. Be located along a defining natural feature, such as a waterway, along a man-made corridor, including an unused right-of-way, traditional trail routes or historic barge canals; or
4. Be a green space along a highway or around a village.



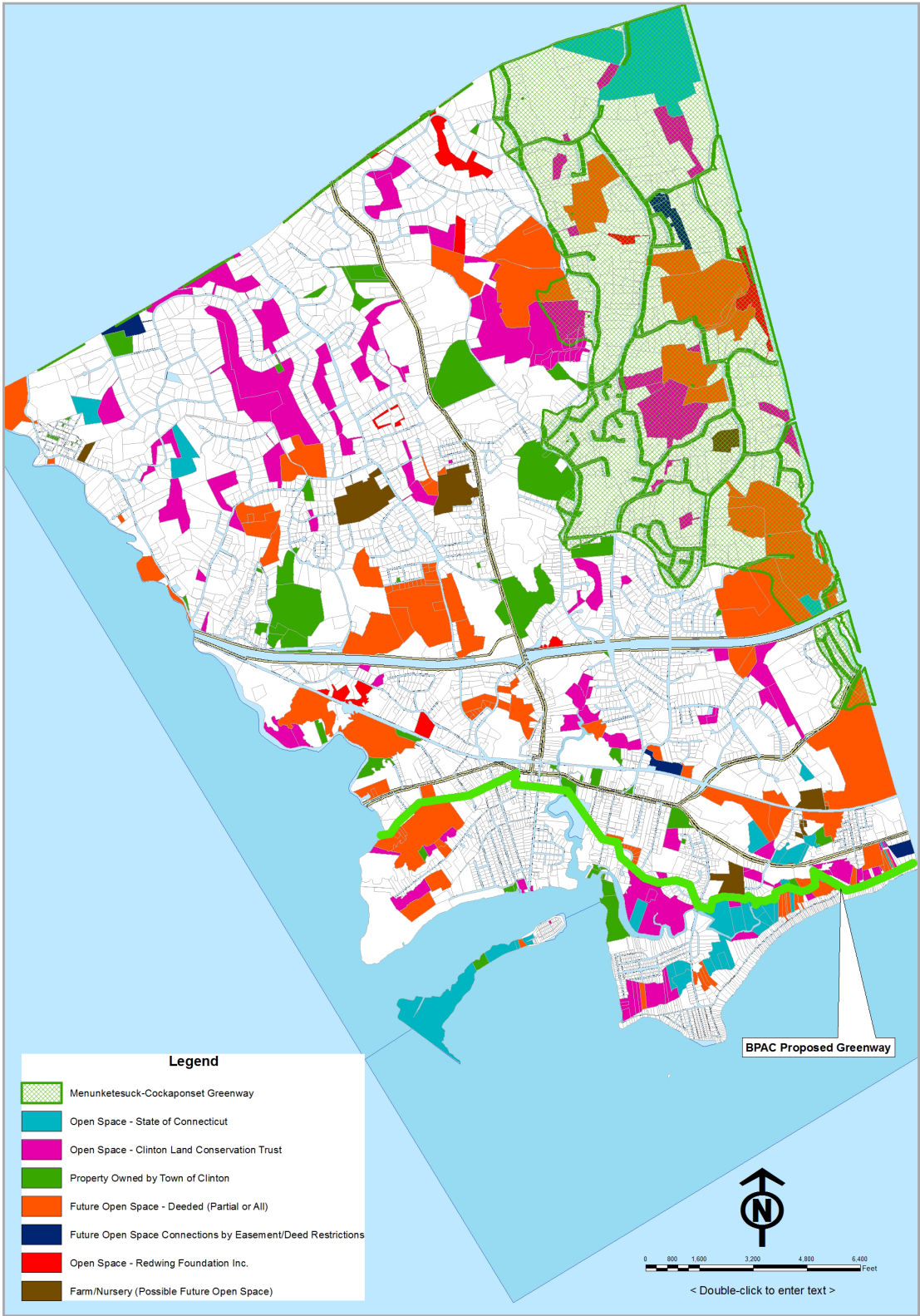


Figure 2. Menunketesuck-Cockaponset Regional Greenway in Clinton, RiverCOG

c. Bike-Pedestrian Greenway Plan

At the Charette, many residents expressed concern with lack of sidewalks and bicycle lanes throughout town. Along the same lines, several more were concerned with safety and connectivity around the larger thoroughfares. Recreational opportunities stemming from downtown and along the shoreline resonated with many attendees. Such comments demonstrate support for an underserved conservation and recreational opportunity that should be a priority for the BPAC.

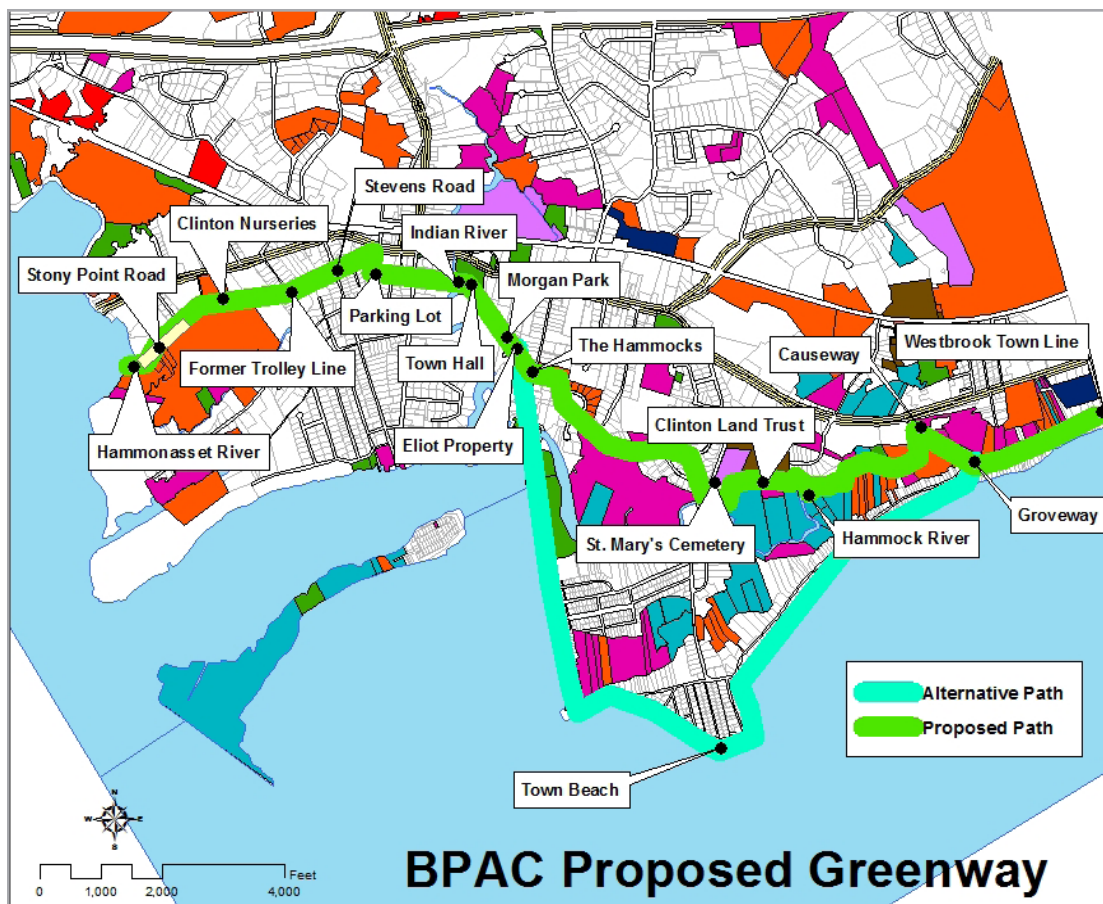


Figure 3. Clinton Bike & Pedestrian Alliance Proposed Greenway, 2012
PLEASE NOTE: Town Beach location is misidentified on this map

The Clinton Greenway was proposed in 2012 by the BPAC. It seeks to build a continuous path for bicyclists, walkers, and hikers through town. The path will run between Route 1 and the shore via Town, State, conservation, and private lands continuously from Madison to Westbrook. The Greenway will link with and continue the Shoreline Greenway Trail, a 25 mile trail planned to extend from Light-

house Point in New Haven to the Hammonasset Beach State Park in Madison. Future projects will extend the Shoreline Greenway trail through Westbrook and Old Saybrook to the Connecticut River.

A greenway in Clinton will enable recreational opportunities for people of all ages and help downtown revitalization efforts by encouraging residents and visitors to explore the downtown area by dining and shopping.

The proposal is for a continuous path of about 3.5 miles. The path will combine existing Town, State, and conservation land with property easements and targeted land acquisitions. There are seventeen identified locations along the route that are noted on Figure 3.

An additional Cross-Clinton Trail was proposed and is in the discussion/concept stage, as seen in Figure 4 below. This new trail would extend away from the shoreline and would attempt to link Land Trust property, Town property, State forest, utility easements, and other open space. It would require several easements across private properties as well. If both of the proposed greenways were to be pursued, some additional work would be useful to connect both trail systems.

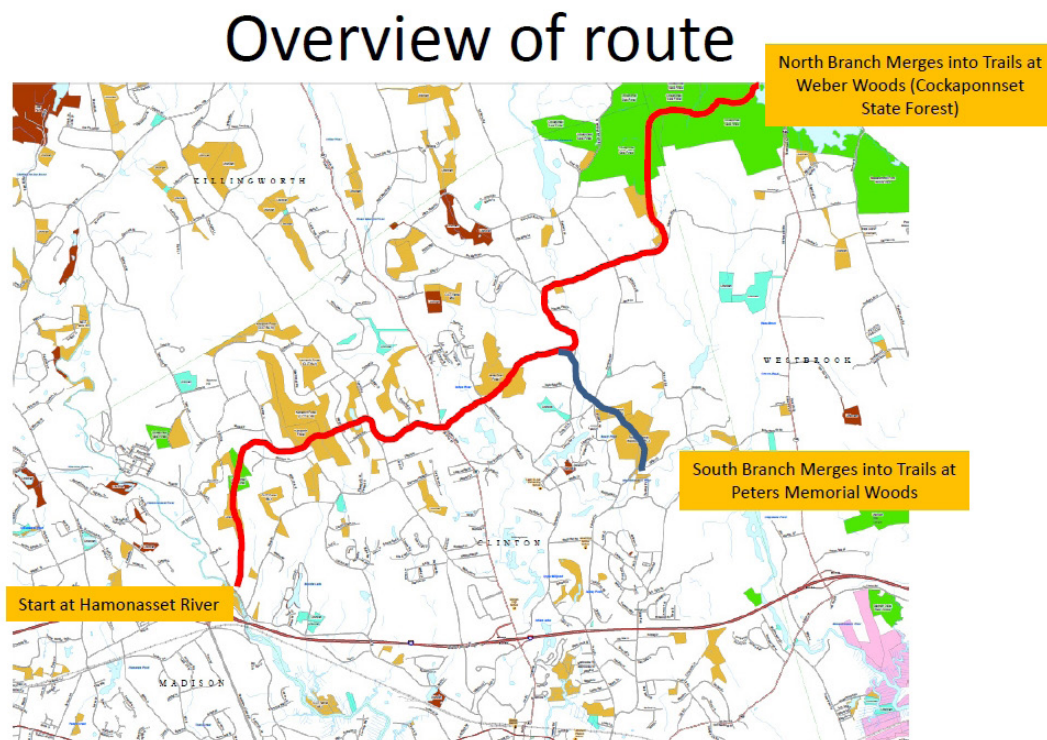


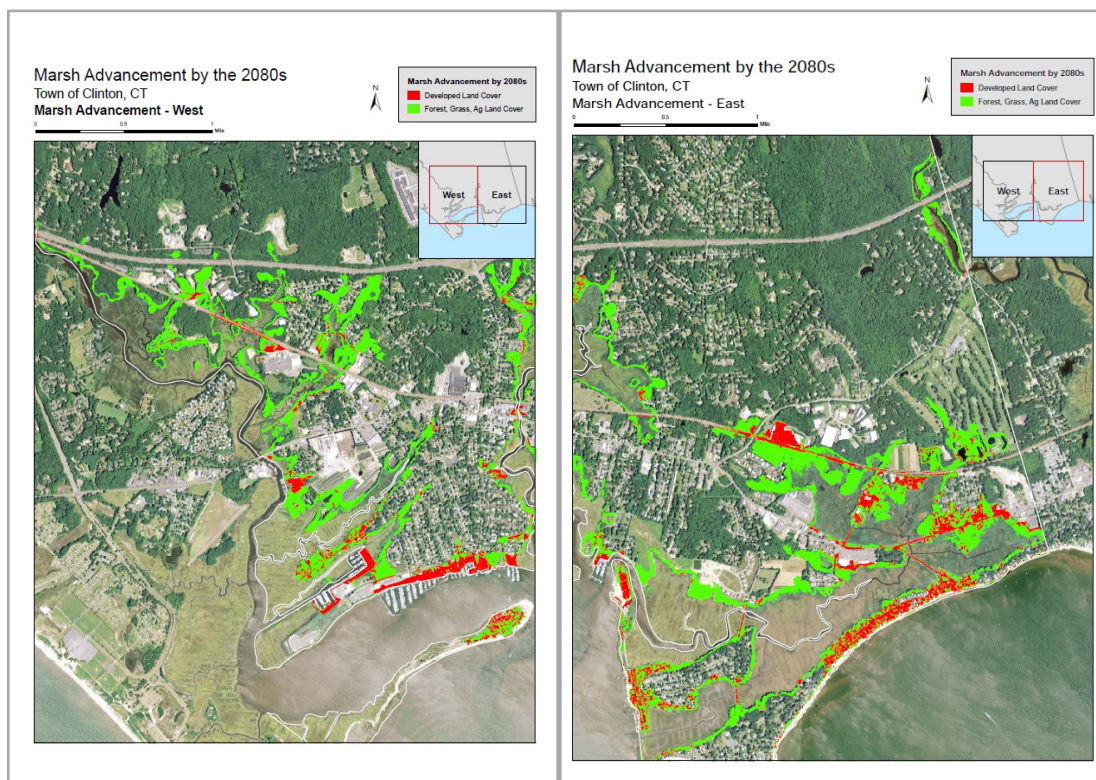
Figure 4. Proposed inland option for Cross-Clinton Greenway

CONSERVATION

As mentioned, the critical element of a greenway is connectivity. Thus, a strong commitment from the Town, particularly through the mentioned boards and groups, but also through the support of other elected officials and residents, is necessary for the establishment of any greenway. Regional assistance is available through the Lower Connecticut River Valley Council of Governments (RiverCOG).

d. Natural Resource Stewardship and Pollution Prevention

While much of the focus of the Conservation Commission, and general conservation efforts in Clinton, have been directed at the acquisition of open space and the development of greenways, the promotion of environmental quality and sustainability is a substantially broader topic. Being a coastal community, Clinton will be particularly subject to global ecological change that it can do little to alter, and must instead prepare as best as it is able to adapt to the change. A recent analysis by The Nature Conservancy estimated the rising sea levels and storm surge by 2080 will create substantial new areas of inundation along Clinton's shoreline and will expand the areas of saltmarsh and tidal wetlands (see projected maps below). The Town needs to work with government entities and partners in the conservation community to develop appropriate approaches for ready itself both before and after the increased likelihood and frequency of these inundation events.



At the same time, the quality of the waters in Clinton's harbor and its coastal waterways has been substantially impacted by development, both in type and extent. Polluted stormwater runoff and failing septic systems in coastal areas have combined to create an impaired estuary. A watershed summary report prepared by the Connecticut DEEP in September, 2013 reported that impaired segments of the harbor area and several contributing rivers including the Hammonasset, Indian, Hammock, and Dudley Creek have harmed water quality and made the harvesting of shellfish for human consumption not recommended. Along with preparedness for future sea levels and storm surge, the Town must undertake a Total Maximum Daily Loading analysis and plan to reduce bacteria and polluted runoff into its estuary. As mentioned before, Low Impact Development techniques and improved municipal stormwater management, as well as replacing failing coastal septic systems with community wastewater improvements are important steps in this process. In order to more fully support the Growth Management Principles (GMP) established in the State's Plan of Conservation and Development, the Town should work to promote Connecticut's commercial and recreational fishing and aquaculture industries consistent with marine productive capacities and environmental protections (GMP #4).

e. Street Trees

The tree population in Clinton, Connecticut must remain diversified and as native as possible. Trees must always be planted in appropriate places with regard to wires, street visibility, sidewalks, and size of tree canopies. For the new trees to survive, proper planting techniques, including attention to the quantity and quality of soil should be considered. Newly planted trees need to be adequately watered for at least the first growing season. Street trees must be salt tolerant and trees near the beach need to be wind and salt tolerant.

Trees that have been found to be appropriate street trees include Sugar Maples, Pin and Red Oaks, Liberty Elms, American Linden, London Plane trees. Many flowering trees are also appropriate street trees, the list includes Japanese Lilac, Flowering Dogwood, and Mountain Ash. The State of Connecticut has a published list of undesirable or overplanted trees and this list must be consulted and used. Replanting a tree when one is removed is a preferable approach. To determine the type of trees to be planted, Town designers and planners should consult the Clinton Town Tree Committee for appropriate suggestions.



III. SPECIFIC ACTION ITEMS

- **Adopt a Greenway Statement, allowing for connectivity between existing open space parcels or with possible future connecting open space parcels.**
- **Reconsider open space map and future parcels for conservation in a systematic and prioritized way, reflective of the most effective way of preserving open space of highest value**
- **Consider public access ways through existing and future open space to the level that the natural resources on the site allow.**
- **Encourage and promote eco-tourism, focusing on natural resource assets, including but not limited to coastal waterways.**
- **Work with the local land trusts to create additional committed open space areas.**
- **Ensure that communication and cooperation between municipal boards and commissions is a driving factor of any greenway plan and designation of open space priorities.**
- **Ensure that any open space land set aside as part of a subdivision meets municipal or regional open space goals. Exclude non-buildable land, protected wetlands, archaeologically sensitive areas and historic sites from calculations of the percentage used to satisfy open space dedication requirements.**

- **Support regulatory measures to allow more flexible layouts based on land suitability in order to maximize the preservation of open space and increase buffers along wetlands, watercourses and other environmentally sensitive areas.**
- **Advocate for the creation of a permanent Open Space Preservation Fund for acquisition of trail easements and connections in addition to real property acquisition.**
- **Encourage use of Fee-In-Lieu provision of Subdivision regulations in development proposals that do not offer open space of high conservation value.**
- **Create incentives, including possible one-time tax reduction, for deeded conservation easement, open space restriction, or donation.**
- **Implement recommendations of the Natural Hazard Mitigation Plan.**
- **Work with the State and Region to preserve and connect the Menunketesuck-Cockaponset Greenway to other open spaces and regional greenway initiatives.**
- **Establish pedestrian connection across Indian River from Cream Pot Road to Town recreation facilities.**
- **Make full use of available land use review and enforcement programs to protect fragile natural areas and assure that new development has minimal adverse impact on natural systems.**
- **Require the use of low impact design standards in all areas to manage stormwater as close to its source as possible**
- **Encourage conservation subdivisions, vegetated buffers and conservation easements in environmentally sensitive areas.**
- **Adopt and apply land use practices that prevent or minimize pollution or other environmental damage, and that maintain or enhance existing environmental quality.**
- **Protect water quality by strengthening land use regulations pertaining to storm water runoff to require best available technology for controlling non-point pollution and minimizing off-site discharges.**

CONSERVATION

- **Protect water quality by complying with standards of MS4 and adopting municipal policies and practices pertaining to storm water runoff to require best available technology for controlling non-point pollution and minimizing off-site discharges.**
- **Design and implement an aquifer protection plan and watershed protection plan to protect present and future surface and groundwater supplies, with special attention to protecting public water supply well recharge areas.**
- **Adopt land use practices that minimize the application rate and use of fertilizers, herbicides and pesticides in all regulated wetland and watercourse areas, on municipal properties, and along municipally-maintained roadways.**
- **Provide adequate staffing and/or consulting services for comprehensive land use planning activities, including planning; regulations review; grant application and administration; and coordination between boards and commissions.**
- **Request an environmental assessment by the Environmental Review Team, or a third-party reviewer if regulations provide for an applicant-funded study, of all development projects involving the potential detrimental impact of environmentally sensitive areas.**
- **Identify and implement solutions for failing septic systems, particularly in sensitive coastal areas.**
- **Encourage municipal infrastructure improvements to reduce polluted stormwater loading to Clinton's estuary and Long Island Sound.**
- **Encourage the protection and active cultivation of prime farmland soils (Figure 11) and associated agricultural operations.**
- **Develop a Street Tree Planting and Maintenance Plan, including provision for ongoing funding.**
- **Ensure the Town's Tree policies and ordinances are in compliance with Tree City guidelines and recommendations**
- **Establish a Coastal Resiliency Policy and Strategies Plan.**

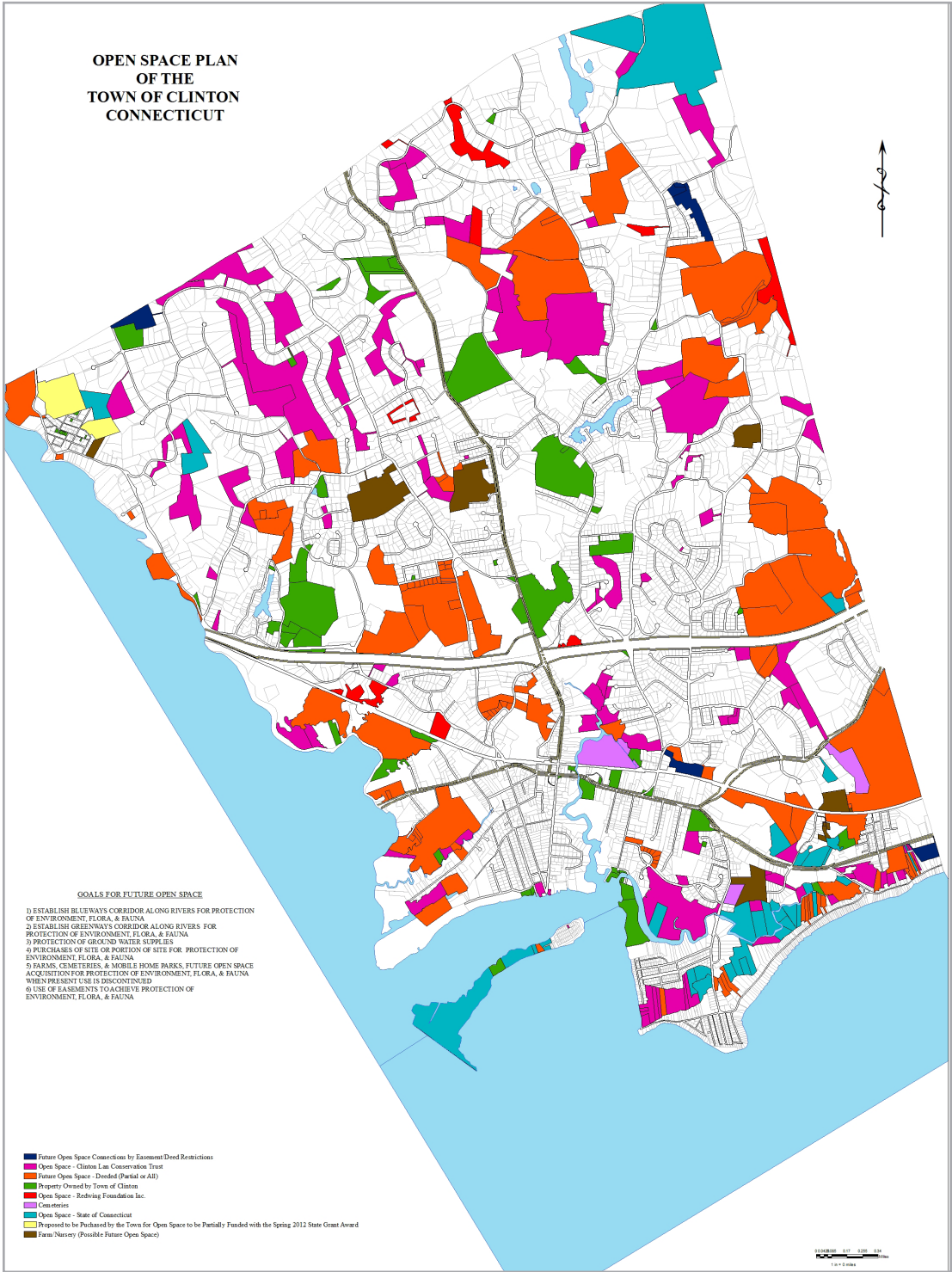


Figure 5. Open Space Plan for Clinton, Conservation Commission 2013

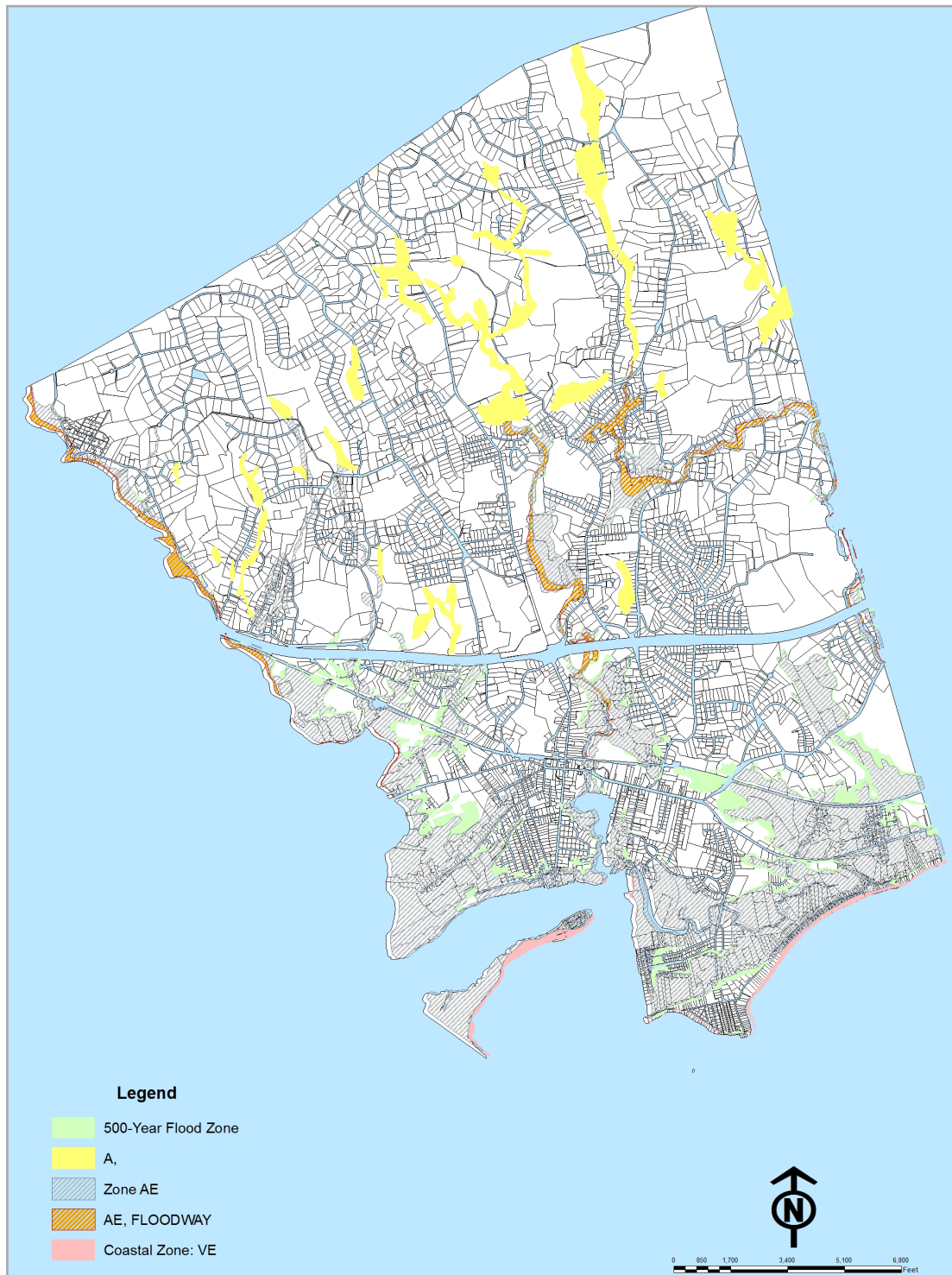


Figure 6. Map of floodplain in Clinton, CTDEP (2013)

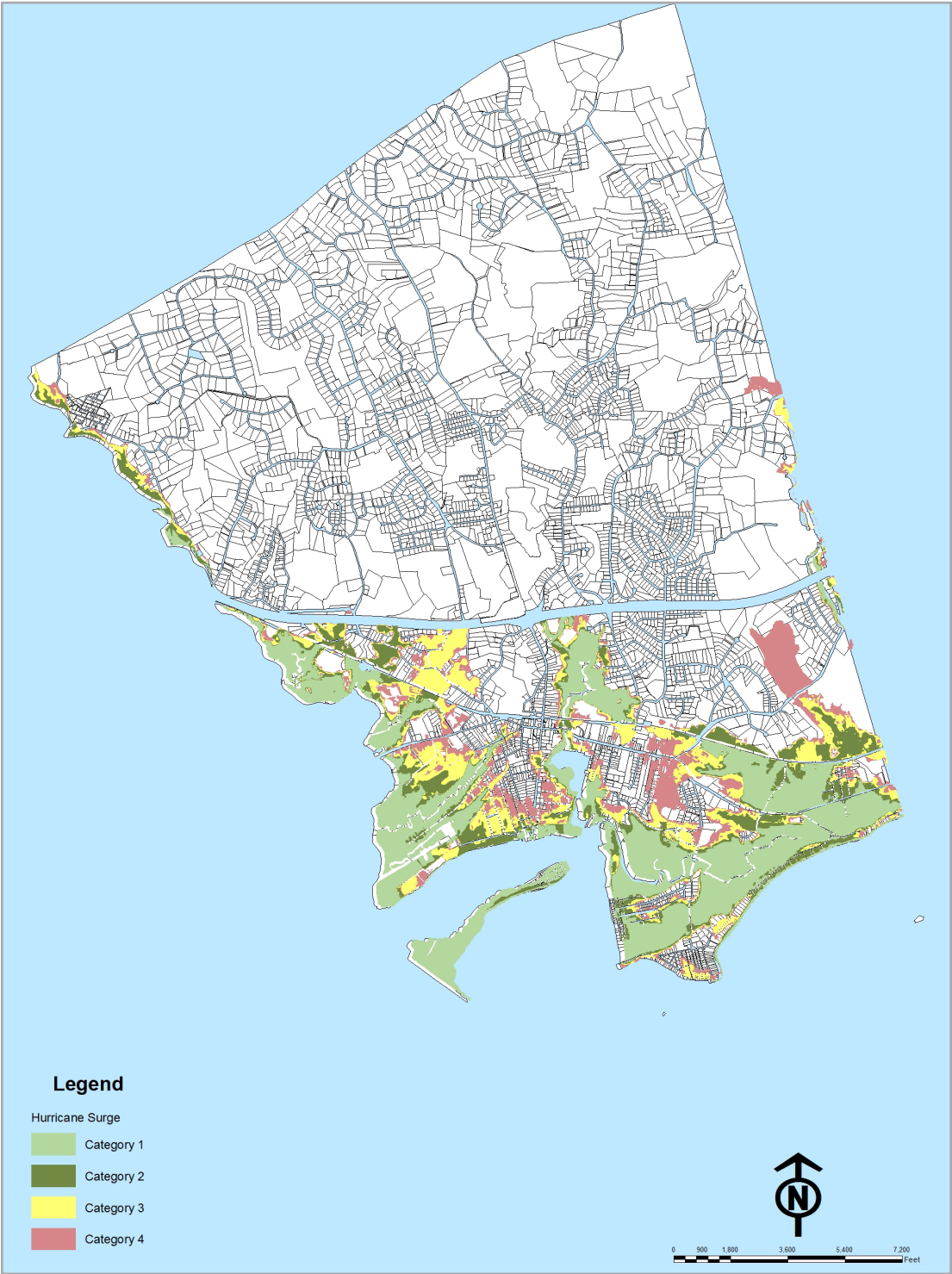


Figure 7. Hurricane Storm Surge in Clinton, CTDEEP & Army Corps of Engineers (2008)

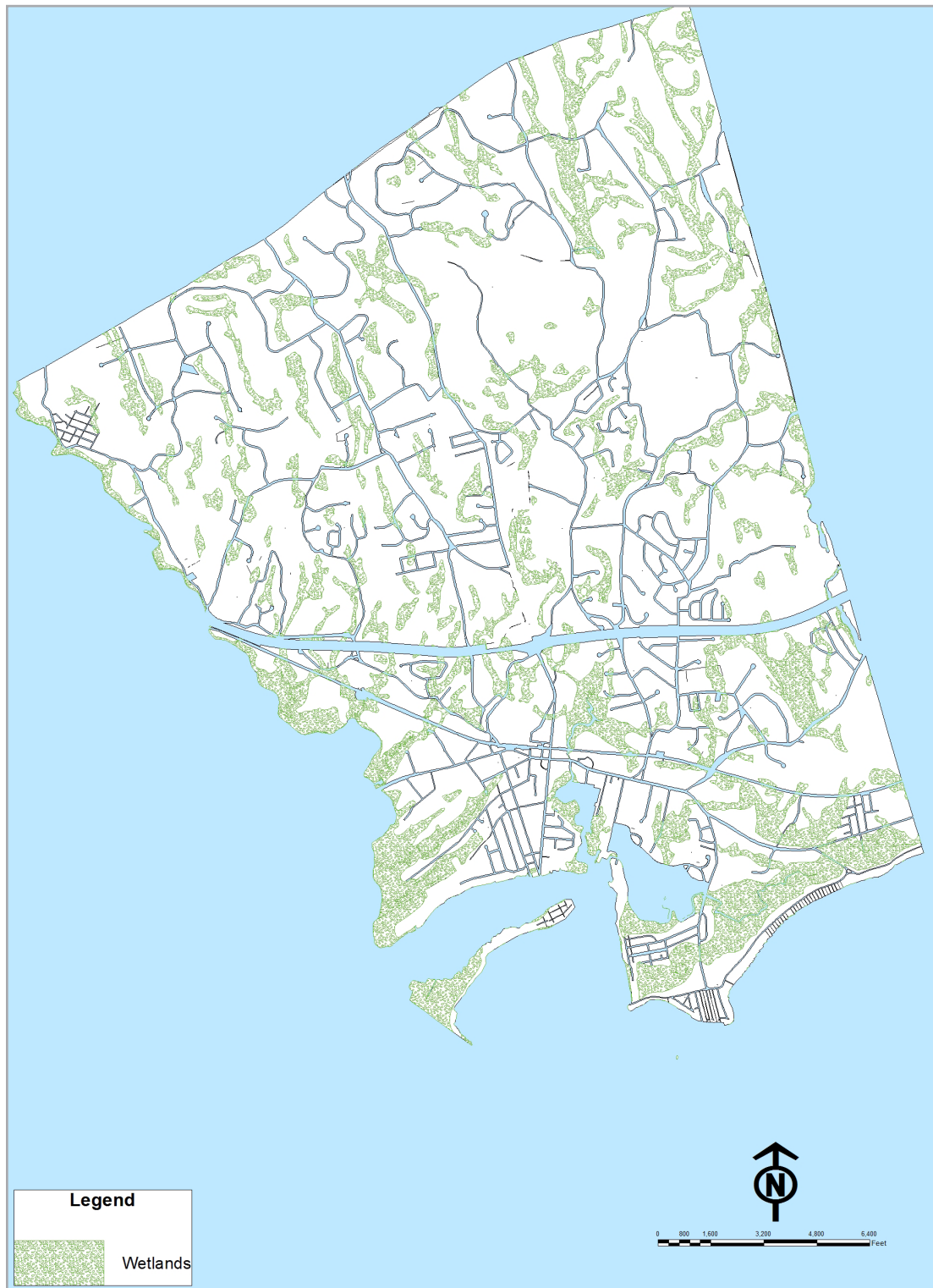


Figure 8. Wetlands in Clinton, CTDEEP & USDA (2013)

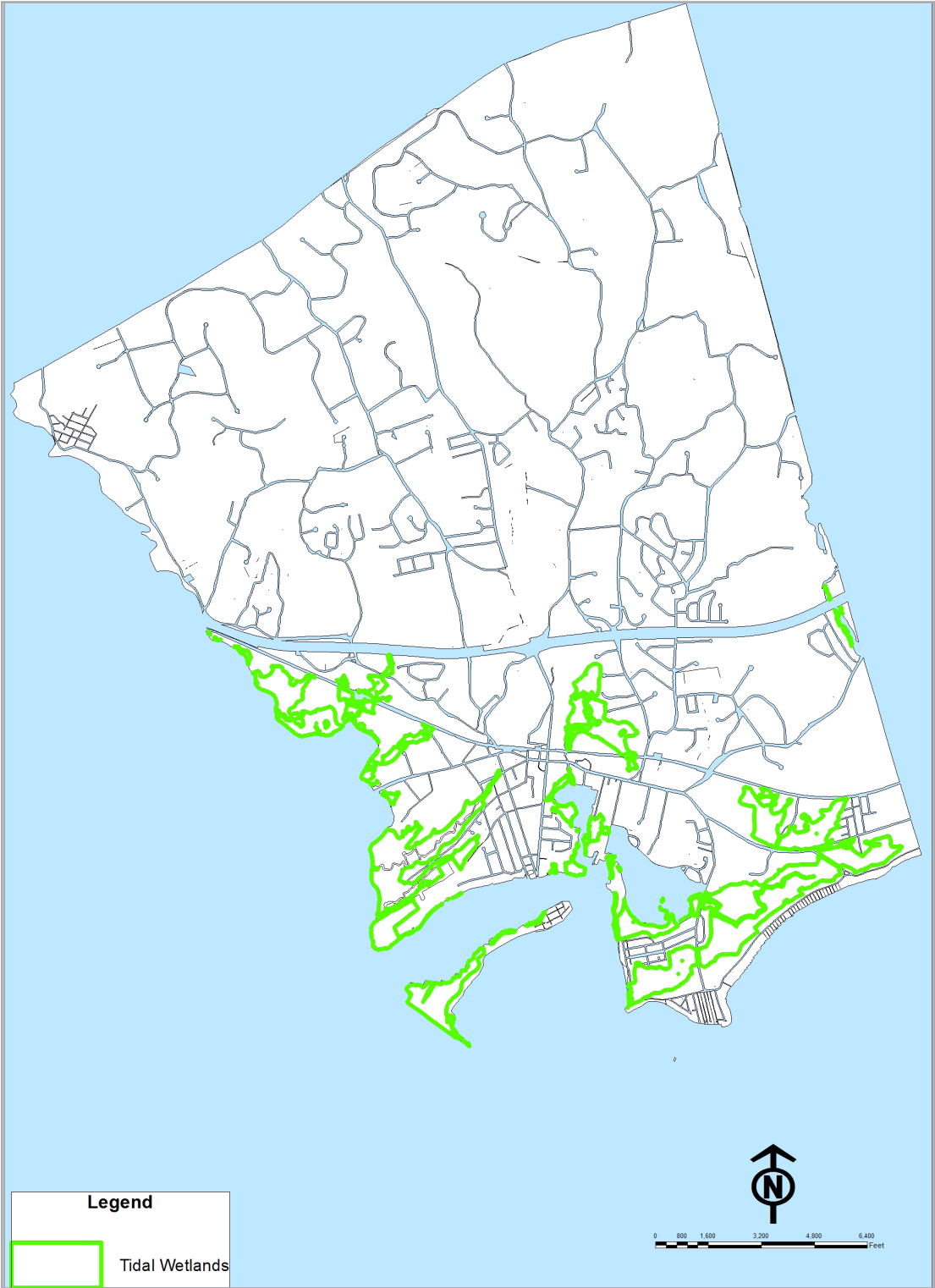


Figure 9. Tidal Wetlands in Clinton, CTDEP (1990)

CONSERVATION

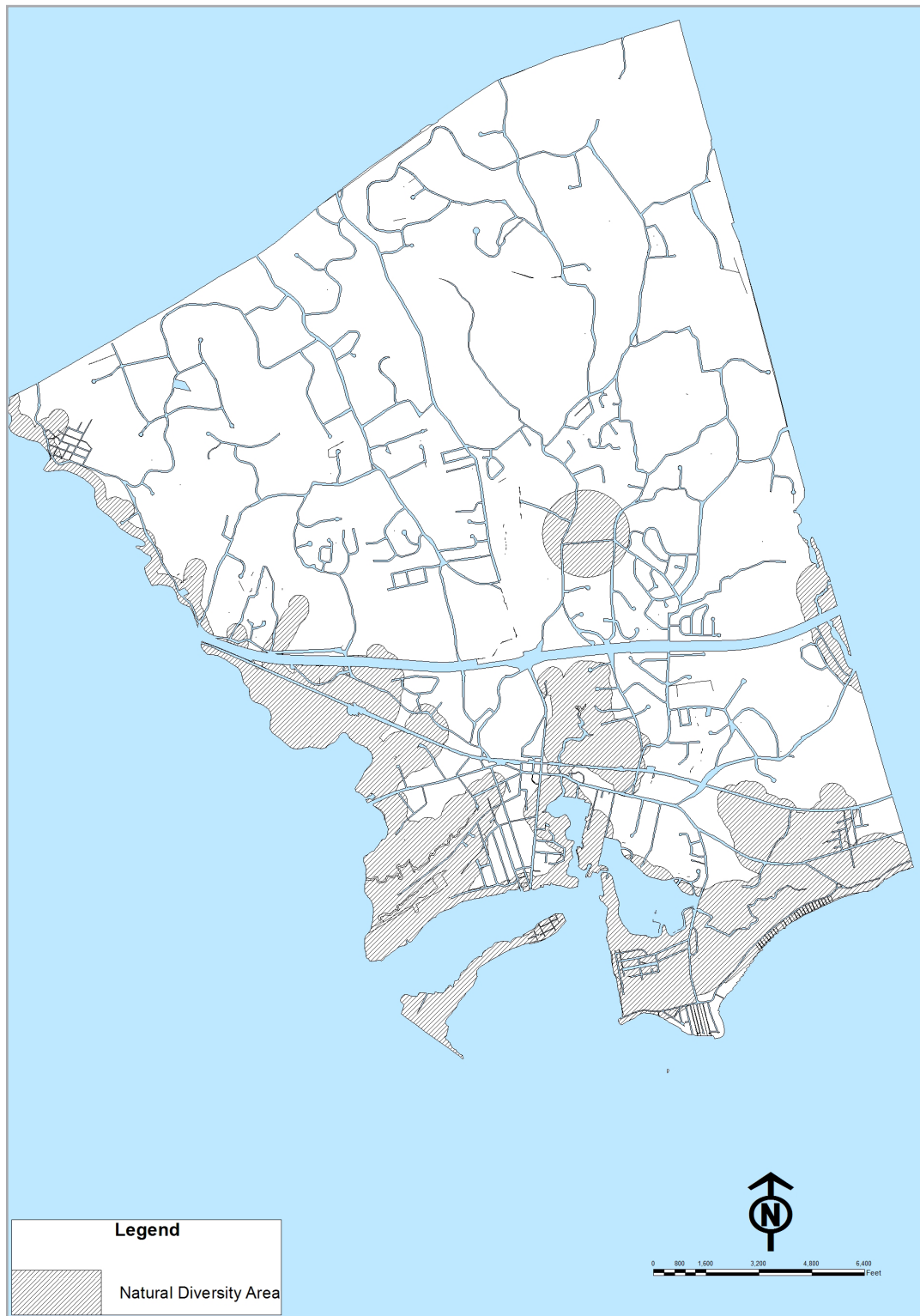


Figure 10. Natural Diversity Database Areas in Clinton (Critical Habitat), CTDEEP (December 2013)

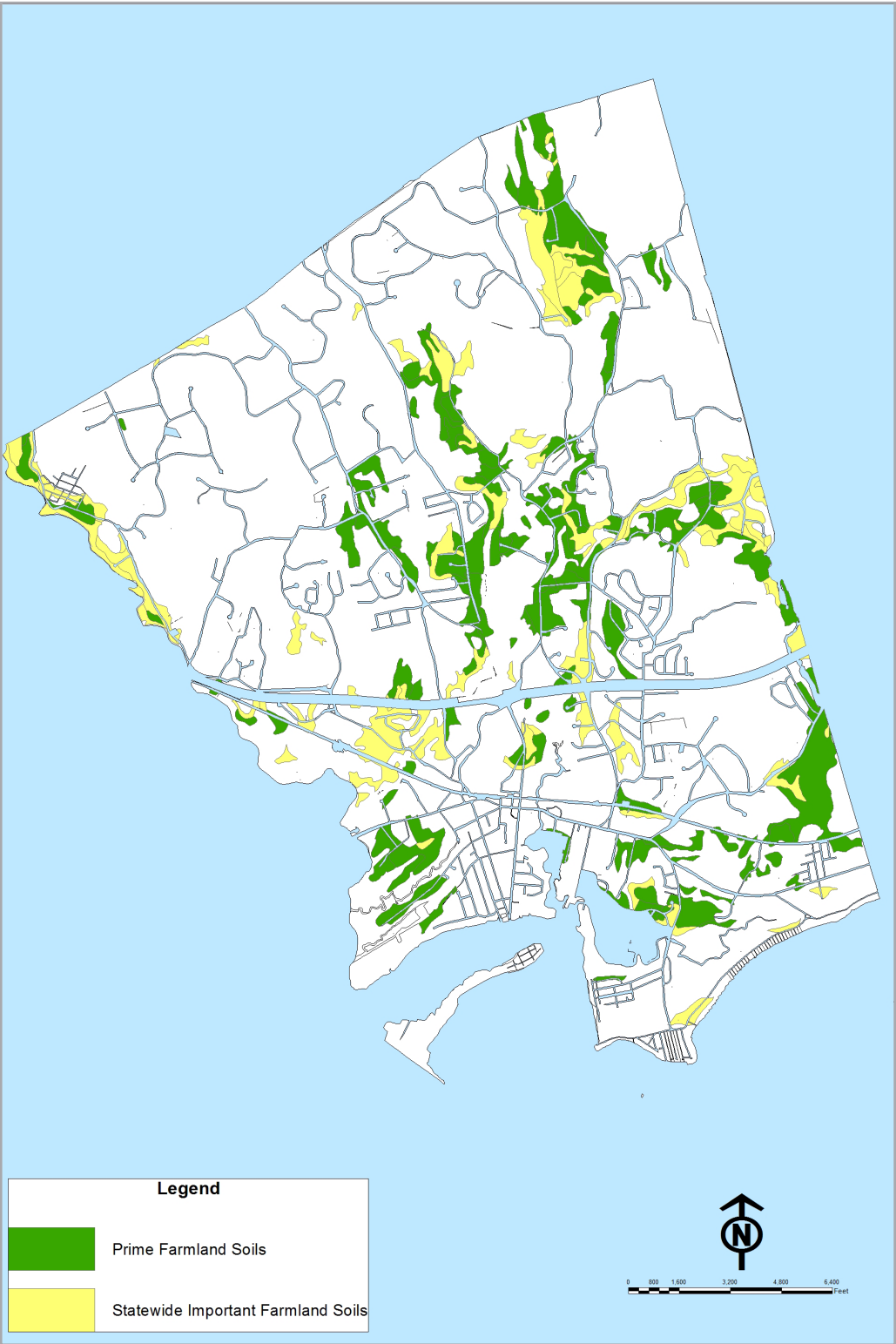


Figure 11. Prime farmland areas in Clinton, CTDEEP

CONSERVATION



INFRASTRUCTURE & MUNICIPAL RESOURCES

Infrastructure is an essential part of a town's overall livability and future growth potential, and is generally defined as a set of interconnected structural elements that provide a framework for development. Infrastructure includes basic physical structures needed for the operation of society and the services and facilities necessary for an economy to function. It not only includes a network of roads and municipal buildings but also power, high speed cable and internet lines, public water, wastewater management and even the service structure of those physical systems: municipal public works departments and utility providers.

Clinton has committed to infrastructure investment, via a 2015 bond package with funds for roads and sidewalks. Money is also proposed to go towards upgrading municipal recreational facilities, an important municipal resource.

I. PHYSICAL INFRASTRUCTURE

a. Roads

Clinton has 221 town roads, sixty-five private roads, six state roads, and thirteen mobile manufactured home park roads. Several roads are in poor condition and subject to flooding. For instance, the Route 1 bridge over the Indian River, owned and maintained by the State, is undersized. During storm events, flooding at the bridge encroaches on the fire station. There is a strong potential for detrimental erosion at the next storm. In addition, the railroad underpasses at Route 81 and the pedestrian walkway in the downtown are in need of updating and repair. The effects of climate change, including sea level rise and increased storm events, will subject these bridges to flooding and erosion. Although they are under the purview of Amtrak, planning efforts should address the future impacts to these bridges.

Since the last Plan, there continues to be a steady increase in truck traffic on I-95, as it is the main arterial highway connecting Massachusetts and New York. The presence of two large casinos in southeastern Connecticut combined with an increase in promotion of coastal tourism along the shore corridor has resulted in an increase in passenger car trips through the town.

Route 1 is a historic commercial spine of the Town and is the subject of a re-

gional corridor study (by RiverCOG), seeking to improve the economic vitality, connectivity, and friendliness of the road between the Connecticut River and the Hammonasset River. Recommendations of this study are anticipated in 2015.

Sidewalks are essential in connecting people to public transit, schools, work, shopping, services, and recreational facilities. Providing paths for pedestrians to easily navigate between commercial resources is fundamental to community building. Reconstruction of roads is a perfect opportunity to integrate sidewalks, bicycle lanes, and other multimodal resources to connect visitors, residents, and destinations.

Municipal and other public parking is available in a few locations in Clinton Center, including behind Main Street businesses between the Indian River and Post Office Square. Shoreline East has parking available, through ownership or lease, on both sides of the train tracks. The Connecticut DOT has a commuter parking lot at Exit 63, adjacent to the Ethan Allen furniture store and Clinton Crossing commercial areas. As the Town pursues higher intensity development in its Planning Focus Areas, particularly in the Clinton Center and Interchange areas, capacity and management of public parking will become increasingly important.

The Lower Connecticut River Valley Council of Governments (RiverCOG) has also recently prepared a regional transportation plan, covering priority projects throughout Middlesex County and seeking to improve connections and travel within Clinton and between communities. This plan includes numerous priorities specific to Clinton, including identification of key bridge and roadway improvements, transit opportunities, and recommendations for upgrading the Town's relationship to Route 1 and Interstate 95. The regional transportation plan is available on the RiverCOG website¹, and its key recommendations relative to Clinton are supported by specific action items in this Plan.

b. Transit

In June 1990, the Shoreline East commuter rail service began, owned and operated by the State of Connecticut. The Shoreline East travels from New London train station to the Stamford station. At the New Haven and Stamford stations, connections are available from Metro North to New York and by bus service to downtown New Haven. The Clinton train station is scheduled to be renovated to create an entry

¹ <http://www.rivercog.org/documents/regionalLRTP040815.pdf>

at both sides of the track. Service, however, is currently limited to trips westward into New Haven in the morning and eastward out of New Haven in the afternoon and evening. Several times funding for the Shoreline East has been threatened in the State budget, but as train ridership and congestion on I-95 have increased, the commuter train system has proven to be a valuable asset to the community. The 9 Town transit system offers service to the towns of Chester, Clinton, Deep River, Essex, Killingworth, Lyme, Old Lyme, Old Saybrook, and Westbrook. The public service is offered by the Estuary Transit District and the Connecticut Department of Transportation. It was designed to connect with the DATTCO S-Route into and out of New Haven. Travelers with monthly DATTCO or Shoreline East tickets may travel at no additional costs on the system. There are plans for a Route 81 bus route that would connect the current route to Middletown.

c. Wastewater Management

Clinton, like many similar towns, in Middlesex County and along the shoreline, originally developed as a lower density seasonal community and over time has grown, to a year-round denser municipality. Despite this intensification, Clinton has not developed effective infrastructure to manage the resulting wastewater. Areas of concern within town total approximately 600,000 gallons of wastewater per day, based on existing use, but the nature and degree of the problems vary. Areas include: Rocky Ledge, Downtown, the Route 1 Corridor, the coast, Long Hill, and the various mobile manufactured home parks throughout town. Clinton is under consent order with the CTDEEP to create a “Decentralized Wastewater Management System.” The Town, through its Water Pollution Control Commission (WPCC) is actively seeking locations for this system through reviewing historical files, locating information on soil testing, groundwater depth, septic failures, and anecdotal information from past site activities. Their goal is to reach educated, substantiated conclusions regarding off-site solutions or on-site improvements. Once completed, the WPCC’s plan is expected to address the worst of the current wastewater disposal circumstances with allowance for some expansion capacity. It will not, however address potential future needs in areas of interest and Planning Focus Areas.

While solving current wastewater problems is critical, planning for future growth should also be a priority. The lack of sewers and a community wastewater treatment facility continues to hinder development. The WPCC study revealed that the majority of the commercial areas along Route 1 and Route 81 do not have active deficiencies in wastewater management based on current usage. Current technologies and soil conditions may be adequate to handle some level of commercial or mixed-use development and redevelopment. In a few areas, including a portion of West

Main Street near the Indian River, a community solution will be needed, which could include the use of existing parking lots for leaching. There is money available at State and Federal levels to promote denser housing developments; however, the creation of such density is unlikely in Clinton without a community septic system or sewer system. The Town must weigh the costs of larger-scale solutions with the marginal densities and development they could enable, and work creatively with private property owners and its own municipal property resources on alternative approaches.

To support coordination with the State Plan of Conservation & Development's Growth Management Principles (GMP), the Town should also perform a life-cycle cost analysis to identify potential cost burdens beyond the initial capital investment for any proposed action involving the expansion of infrastructure beyond the current limits of the existing or planned service area for the particular form(s) of infrastructure, except when necessary to address immediate public health or safety concerns (GMP #1).

d. Water

The Connecticut Water Company (CWC), provides public water to the shoreline area. The CWC distributes water from several reservoirs and wells along the shore. The town's primary water supply is from three well locations and from the Kelsey-town Reservoir. Further expansion of the existing water supply lines is limited by the number of water sources. New supply locations will have to be established to allow for expansion of the system. Currently 90% of all business and industrial districts are serviced by public water. Approximately 45% of the residential properties, mostly south of the I-95 corridor, are serviced by public water.

In the absence of a centralized wastewater disposal system, public water lines can also help facilitate a higher density of development. Public water lines can allow for more flexibility of septic system location. A subsurface septic system needs to be placed 75' from a private well but only 10' from water lines. In particular, this approach is likely to be used north of new The Morgan School site, Rocky Ledge, and Old Nod Road where monitoring continues to take place near the old landfill.

Water quality and protection of source water are also critical to long term management of drinking water supplies. Stormwater runoff contain pollution from many indirect sources, including lawns, agricultural fields, and roadways. Best management practices for reducing this non-point source water pollution should be required in developments.

II. ENVIRONMENTAL VULNERABILITY

Infrastructure damage may occur from nearly every natural hazard, including, hurricanes and tropical storms, seasonal storms, high winds and tornados, and earthquakes.

Flooding events can limit accessibility to evacuation routes and delay or prevent emergency access. Flooding which affects roadways in Clinton are caused primarily by three factors:

- (1) low-lying elevations prone to coastal flooding,
- (2) undersized culverts creating restrictions to the flow of flood waters, and
- (3) reduction of the cross section of stream and river channels by bridge abutment encroachment, thereby causing channel restriction in a manner similar to culverts.



Coastal flooding of low-lying roads occurs at the western end of Hammock Road on Kelsey Point, Shore Road along Clinton Beach and the Beach Park Road and Causeway. Beach Park Road and Causeway exist at an elevation near eight feet above sea level and are prone to flooding even during lesser rain events. The flooding in these access roads can completely cut off the Kelsey Point and Clinton Beach areas from emergency access, making the area particularly vulnerable.

Other areas prone to coastal flooding include the southern ends of Commerce and Grove Streets near the Town Dock, and the western end of Pratt Road near the Hammonasset River. This area was significantly flooded during Hurricane Sandy in October 2012.

Clinton also experiences roadway flooding in numerous locations north of Route 1 as a result of both culvert and bridge restrictions. Undersized culverts are located on Nod Road where Boulder Lake drains south toward the Hammonasset River, at two points on Airline Road to the east and west of the Kings Grant Road intersection,

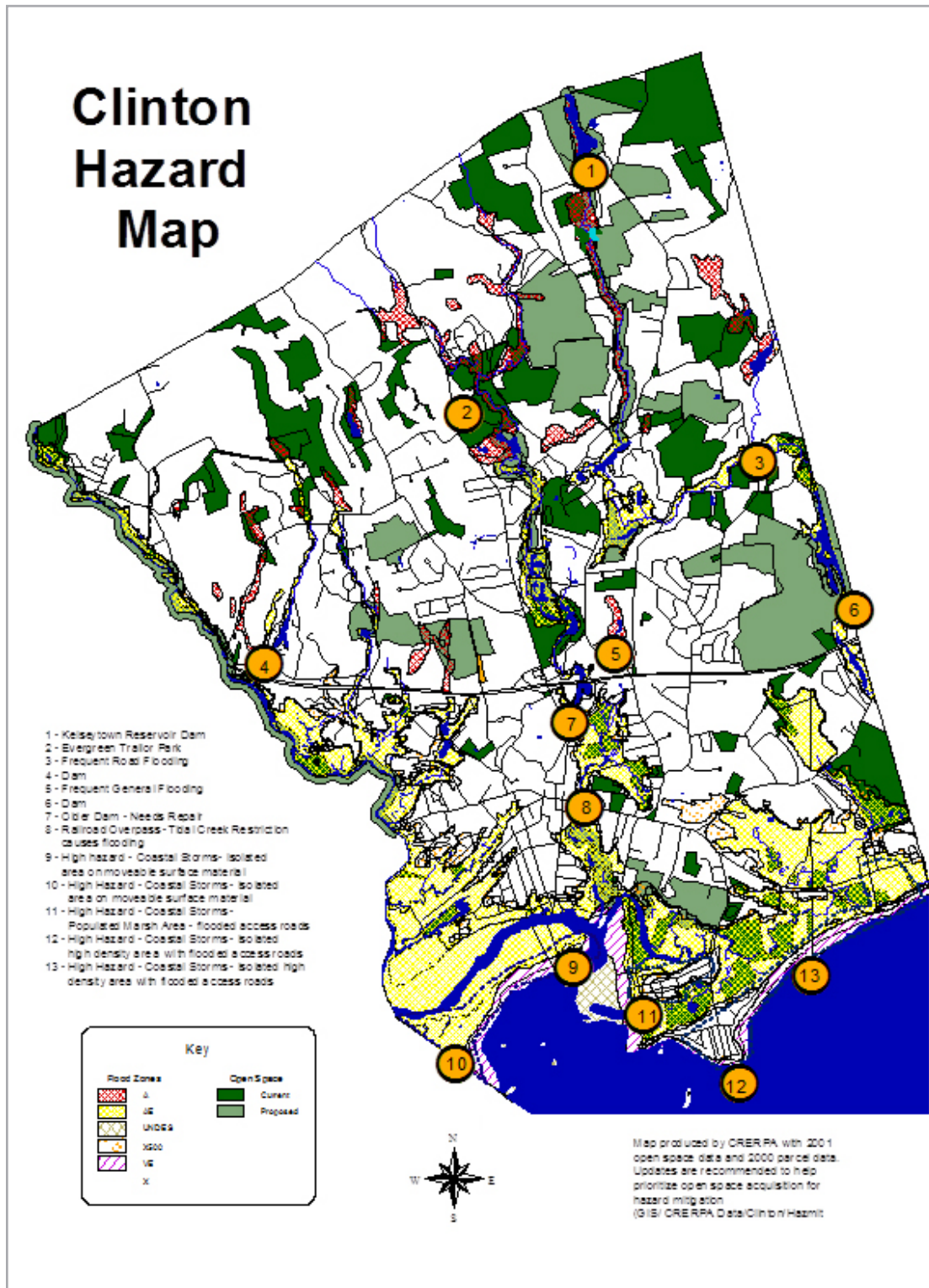


Figure 1. Hazard Map of Clinton from the Town Natural Hazard Mitigation Plan. (2013)

and on Cream Pot Road where the Indian River drains southward. Bridge restrictions are more common in the northeastern area of town. Bridges crossing the Indian River at Hurd Bridge Road and the Menunketesuck River at Kelseytown Road, Carter Hill Road and Fairy Dell Road create flooding conditions that cause access concerns as well. High tidal levels also cause flooding difficulties where the Indian River flows south underneath Route 1 and where a small drainage pond flows under Nod Road near Sunnybrook Lane.

Similar to nearby coastal communities, a map of the areas of flood inundation from hurricane storm surges shows that areas of Clinton will be isolated with a category 1-2 hurricane. The restrictions in the roads and culverts will limit the ability of residents to evacuate from coastal areas.

Another critical mitigation effort should be the identification of an accessible dry location for Emergency Operations Center and storage of critical emergency vehicles. Currently the main Fire Station and the Town Hall are located in the surge area for Categories 2-4+ hurricanes. A review by the Town of areas to set priorities for repair and renovation is warranted.



WEST END PLANNING FOCUS AREA

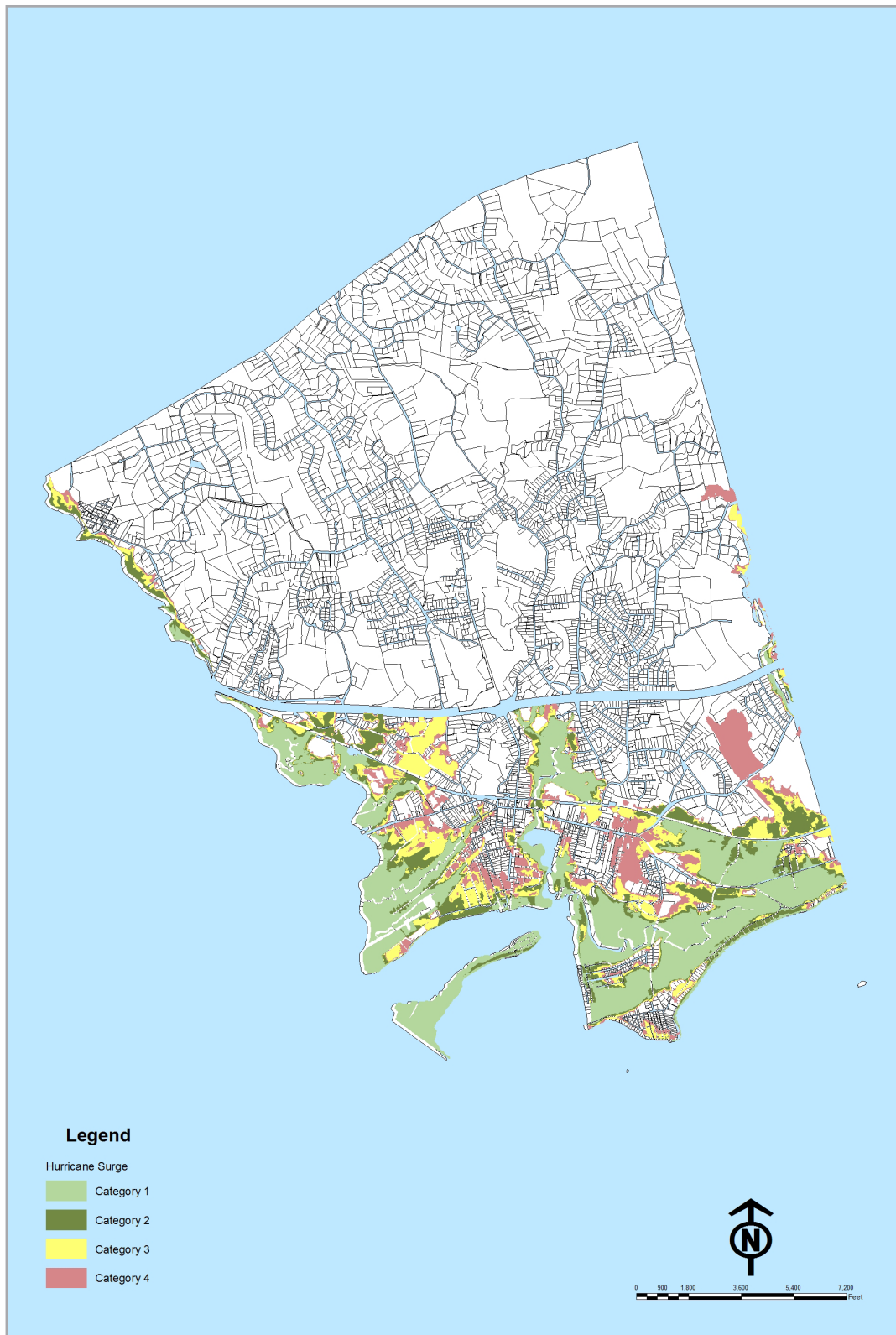


Figure 2. Hurricane Storm Surge Areas in Clinton.

Details of mitigation and preparedness recommendations can be found in the Natural Hazard Mitigation Plan, adopted by the Town in 2014. Some of these recommendations include:

- Creating stores of emergency supplies in areas of Town that may be cut off during major flood events;
- Strict enforcement of flood-proof construction standards for roads and structures within the flood plain;
- Upgrading of municipal facility mechanicals; and
- Identify and sign evacuation routes throughout town.

Blizzards



Flooding



Effects of Major Storms

Hurricanes



Figure 3. Photographic evidence of destruction from major storms.



Figure 4. Clinton Police Station.

III. MUNICIPAL RESOURCES

a. Fire and Police

Clinton's Fire and Police services are invaluable resources for ensuring public health and safety. The fire station on East Main Street is built on donated land and from donated money and therefore not owned by the Town. The other fire station adjacent to the Ethel C. Peters Recreational Complex (Peters Complex) is town-owned and needs significant updating within the next ten years.

From a staffing perspective, availability of volunteers has generally been steady. Clinton participates in a shared service network and other area fire departments are available to respond to larger events.

The police station at the Route 145 and East Main Street intersection is a relatively new building. Currently, there are twenty-six sworn officers, including the Municipal Animal Control Officer, plus two administrators. It is anticipated that this staff and facility should meet municipal needs for the next decade.

b. Public Works

The Public Works Department is essential for maintaining physical infrastructure throughout town. It currently manages town roads, salting and plowing, and waste disposal. Importantly, a generator has been installed at the Public Works garage for back-up power during emergencies. Public Works has also recently replaced its office, garage, and salt shed. The animal control facility is located at the main Public Works facility on Nod Road. The Public Works Department is looking to build a maintenance facility for the Board of Education properties at its main facility.

c. Schools

There are four public schools in Clinton

Lewin G. Joel, Jr. School	Grades K - 3
Abraham Pierson School	Grades 4 – 5
Jared Eliot Middle School	Grades 6 – 8
The Morgan School	Grades 9 -12

Clinton's age demographics are shifting toward older adults without children in the public school system. This creates a problem for Clinton, most importantly the issue of declining enrollment, the effects of which are anticipated between 2016 and 2018. In preparation, the Board of Education has conducted a School Facility Study released in fall 2014.

The Study looked at the Joel, Eliot, and Pierson Schools. Consolidation of the Pierson School with the other two schools has been recommended because it is the smallest of all the public schools in Clinton. This would require retrofitting of the other two school buildings including a serious physical adjustment to accommodate more students, which may suggest a lower cost saving by closing Pierson than expected. The Pierson School is one of the most efficient buildings, a historic landmark within the Village Zone, and offers students an interactive educational beach program because of its proximity to the shore. There is also a substantial public sentiment to not close the Pierson School.

At Eliot there is a whole section of the school that is underutilized. As a result, the Facility Study explored the potential for creating an on-site school based health clinic, or community health center. This clinic would offer mental health support,

among other medical care, and could serve both Morgan and Eliot.

Early childcare is also an issue that the school system is seeking to address. In particular, determining the age at which the school system should support is complicated. Pre-kindergarten care, between the ages of 3 and 5, currently competes with local private providers; however, these providers will need support financially when the declining population of children under 5 starts affecting their ability to provide the necessary care within a reasonable budget.

The Morgan School is being moved to a new location about a ¼ mile north of the current one on Killingworth Turnpike. The new high school is expected to be open for the 2016 school year.

Bus service to a declining student population also poses a potential financial burden on the Town. Generally the school system is able to reasonably meet the needs of the population, having relatively few complaints per year. More students could walk to school than presently do so because parents are concerned about safety. In particular, Glenwood Road has several traffic and safety issues. The Safe Routes to School Program could provide necessary funding for sidewalks along roads within one-mile of the Joel, Pierson, and Eliot schools. Coordination with Safe Routes to School could help alleviate parents' worries about safety, reduce the number of complaints regarding bus service, and potentially help meet the needs of students while lowering the number of bus trips.

The historic Mill School building on Glenwood Road has been a long-time resource to both the School District and municipal services including Parks & Recreation. It is currently unused and the Town is in process of determining the most appropriate future use of the facility.

d. Parks and Recreation

The Clinton Parks and Recreation Department is in charge of four complexes.

- The Indian River Recreation Complex consists of three soccer fields, including a turf field, a baseball field, an outdoor basketball court, a 1.3 mile walking trail, and the offices of the Park and Recreation staff.

A proposed pedestrian bridge would link the Indian River Recreation Complex (IRRC) to Cream Pot Road in order to provide a safe route into the park for chil-

dren, families, and hikers walking or riding bikes from surrounding neighborhoods and schools. This potential back entrance to the complex is within a mile of the Ethel C. Peters Recreational Complex, the Joel Elementary School, the new Morgan High School, a manufactured mobile home park populated with many young families, an elderly housing complex, and innumerable neighborhoods

- The Ethel C. Peters Recreational Complex has five baseball fields, including a combination Little League and softball field, a lighted basketball court, a combination football and soccer field, a ¼ mile track, skateboard park, four lighted tennis courts, and a picnic area and pavilion. The Morgan School plays football on the field at this Complex.
- Hesser's Pond is a recreational facility at the corner of Airline and Old Nod Roads. The pond is primarily use for ice skating in the winter months. No swimming or boating are allowed.



Peters Complex

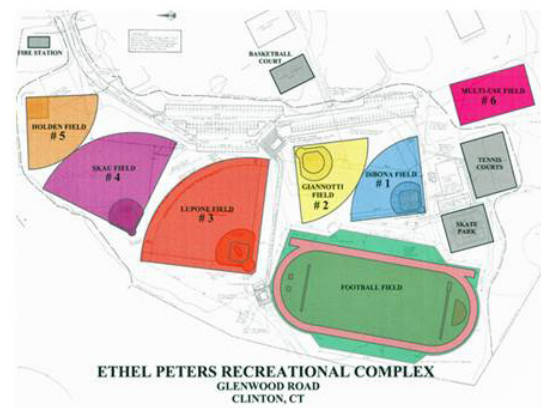
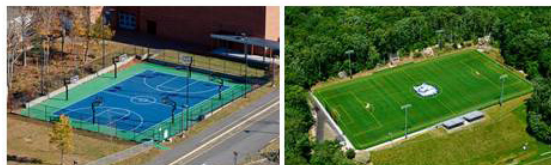


Figure 5. Ethel Peters Complex

- The Town Beach is located at the foot of Waterside Lane. It includes restrooms, a playground, a concession stand, outside showers, volleyball courts, pavilions, and grills. The Town Beach and waterfront areas are significantly affected by water quality concerns resulting from polluted stormwater runoff, failing septic systems, and other factors. The Connecticut DEEP conducts water quality monitoring and established benchmarking goals for improvement in the Clinton estuary.



Town Beach



Figure 6. Clinton's Town Beach.

e. Human Services and Community Support Organizations

Clinton Human Services which includes the divisions of Youth and Family Services and Social Services has developed some broad goals that strengthen and further the town's human service infrastructure. These goals should help to promote citizen engagement in both the civil and social sphere of the town with the overall goal of creating a healthy and proactive community for our children, youth, and families. These broad goals include:

- To foster new and continue with developing positive youth development programs within an asset based context i.e., working to building youth assets and the native abilities and talents of young people while at the same time providing them with new skills and abilities. Such programs should be offered and available and developed in both the community and school environments. Resources to enhance existing and provide new services would require a high level of staffing resources.
- To provide enhanced opportunities for community education and support for parents with children under the age of 18. This would include a variety of ongoing parent educational and support groups, education on issues that challenge parents i.e., social media, substance abuse, teen/family rights and responsibilities, basic parenting and special issues like divorce and death of a parent or child.
- To continue with and enhance community substance abuse prevention efforts through a multi-pronged approach with allied community partners. Again, to develop, promote and provide these programs would require additional staff resources.
- Within reasonable parameters, for the Town to continue with providing basic levels of care: food, clothing and shelter to our most needy resident and special populations such as the elderly, veterans, the disabled and unemployed residents. In addition, the Town should assist low income residents with their basic housing needs in terms of basic assistance with utilities, maintaining a safe living environments and promoting housing stability through home ownership and have available viable housing options including the “aging in place” type of developments.
- To continue with the current leadership and mentoring based programs, Peer Advocates, Summer Partners, REACT to assist in the development of a caring community of young people and to help shape youth leadership qualities.
- To continue with our basic mental health and support services for children, youth and families. Continue to plan and implement a mental health crisis network response network for both manmade and natural disasters.
- To continue with and refine the Juvenile Review Board and work on early interventions of youth who exhibit troublesome behavior such as truancy, school failure and substance abuse.



- To continue with our Community Coalition, Partners in Community, to help shape our community norms and attitudes around substance use and abuse and also for the coalition to create positive environments for our children and youth.
- To continue the community and town support our social services office in their programs and services that go a long way to provide a basic safety net for those in need of basic services, and functions to coordinate the many state and federal programs, while also acting as an advocate for those who do not have a voice.

Youth and Family Services also manages a number of programs of benefit to the Clinton community, including:

Town-wide Crisis Response Plan

A town-wide Crisis Response Plan is being developed incorporating not only First Responders as typical town plans do, but also includes joint protocol between Clinton Youth and Family Services and Clinton Public Schools regarding specific protocol for a Mental Health Crisis Response Plan. Various church communities have also been identified as sights for managing collection, recording, and distribution of donations as well as management of non- clinical volunteers. The Shoreline Cri-

sis Response Network has been developed including background information on 40 local mental health providers from 14 surrounding towns. These professionals will all have credentials, background checks, and fingerprints on file. In the case of Shoreline Crisis Response Network activation, specific protocol has been developed for mental health support in the schools, a family counseling center, mental health support of first responders, and on site mental health support as needed. The Chamber of Commerce has sent out and is collecting information from any local businesses interested in donating services or goods in the event of a crisis along with corresponding emergency contact information for each donating business.

Mental Health Crisis Prevention:

Plans are currently underway to seek out those in the Clinton community who interact the most with youth ages 13-18 and train them (including a 3 year certification) in Youth Mental Health First Aid. The goal is to ultimately have 100 people (teachers, coaches, youth group leaders, boy/girl scout leaders, private music, art, karate, theater teachers, employers, soccer moms, etc.) certified in Youth Mental Health First Aid.

Parent Empowerment Series: This series of informational workshops was developed to offer parents essential information on critical issues facing children and teens. These workshops are meant to serve as a primer on each issue as well as a stepping stone to accessing services. Many parents from neighboring towns in the region have attended these workshops since the program began in Fall 2014.

Fantastic Friends/ Summer Partners Youth to Youth Mentorship: Fantastic Friends was developed as a year-long continuation of the Summer Partners Mentorship Program. We have been able to work in collaboration with Clinton Public schools in finding youth mentors for children, grades k-5, referred for various reasons, including ADD/HD, Anxiety, divorce, grief and loss, multiple transitions, and difficulty making friends. Mentors, grades 7-12, are trained in how to set appropriate limits with children, how to help them to build self-esteem and how to help them make and keep friends. Fantastic Friends currently regularly accommodates 20 mentorship matches each cycle (Fall, Winter, and Spring)

Juvenile Review Board: The primary purpose of the Juvenile Review Board is to help prevent young people under the age of 18 who have committed their first criminal offense from coming into any formal contact with the Juvenile Justice System.

Counseling: Individual Counseling, Family Counseling, and Parent Support/ Education is offered by a licensed Marriage and Family Therapist. Referral services and related case management is also available.

Positive Youth Development Programs are frequently offered in collaboration with Clinton Public Schools

Partners in Community (PiC) is all about healthy youth, healthy decisions, and healthy community, which all are tied together

IV. SPECIFIC ACTION ITEMS:

- **Implement the recommendations of the Natural Hazard Mitigation Plan**
- **Create a position for a Planning and Development Director**
- **Seek grant funding for a resiliency plan**
- **Develop a priority list for road reconstruction and elevation for routes which experience frequent flooding or are integral to evacuation.**
- **Implement more rigorous municipal review procedures to include engineering reports for structural expansion or alterations on properties within the 100 year flood zone.**
- **Use Capital Improvement Program (CIP) to set aside funds for infrastructure improvements to avoid loss of life and property during natural hazard events and to make improvements and repairs following events**
- **Implement stronger regulations concerning tidal influence and seasonal high water in considering development applications**
- **Implement and follow Complete Streets Policy, including the consideration of adding or modifying striping on existing roadways to provide for safer bicycle and pedestrian travel**
- **Add or modify striping on existing roadways to provide for safer bicycle and pedestrian travel**

- **Plan infrastructure upgrades for present and future needs**
- **Plan for future wastewater needs in WPCC “sewer” and “study” areas and in Planning Focus Areas.**
- **Find funding sources for wastewater solutions that enable appropriate development**
- **Investigate municipal (such as parking areas) and state property for wastewater disposal**
- **Consider incentives to private property owners to locate community system and encourage property owners and developers to pursue creative approaches and technologies to enable higher-density development.**
- **Consider dual-purpose beneficial uses on Town properties to maximize utility**
- **Assess future use and disposition of the historic Mill School facility**
- **Assess and implement recommendations from the School Facilities Study**
- **Continue to support Youth and Family Services programs and mission of Human Services in Clinton**
- **Implement, in coordination with the Federal government, plans for Clinton Station Improvements.**
- **Extend Shoreline Greenway from Hammonasset State Park to Menunketesuck Greenway in Westbrook**
- **Implement Bicycle and Pedestrian Alliance Bikeways Plan linking residential areas to Train Station, major public facilities and waterfront**
- **Analyze and classify of local roadways by function.**
- **Complete road, sidewalk, bridge and drainage improvements: Route 81, Walnut Hill Road, Hurd Bridge Road, Egypt Road, Iron Works Road. Cow Hill Road, Airline Road,**

INFRASTRUCTURE & MUNICIPAL RESOURCES

North High Street, Route 1, High Street, Glenwood Road, Pleasant Valley Road, Long Hill Road, Liberty Street, and Route 145.

- **Implement Bus Turnout/Pullout areas on Route 81 for proposed Estuary Transit Madison/Clinton to Middletown Route and as part of large development or redevelopment projects**
- **Extend Estuary Transit Shoreline Route north on 81 to Clinton Crossing, High School and Recreation Complex**
- **Plan and implement the Clinton segment of an Estuary Transit District Tourism Route connecting Shoreline East Stations and key tourist destination**
- **Reengage Connecticut Department of Transportation to implement proposals for improved signage on Interstate 95 at or before Interchanges 61, 62 and 63**
- **Examine the potential of using Exit 63 commuter lot as community wastewater facility**
- **Support continued maintenance and dredging of harbor areas to facilitate water-based transportation and commerce**
- **Develop parking management strategy for Clinton Center**
- **Study management policies and practices at Town beaches in an effort to reduce pollution**
- **Require consideration and incorporation of best management practices in water use and conservation for new developments**
- **Continue active participation with RiverCOG Economic Development and Regional Planning initiatives**

CULTURAL RESOURCES

Clinton has a rich history that predates its formal incorporation in 1838, when it was named after New York Governor DeWitt Clinton. As with most coastal New England towns at the time, early life in Clinton was centered around fishing, farming, shipbuilding, and the church. Known as the bluefish capital of the world, Clinton has also had some prominent residents. Abraham Pierson, an early church leader in town, was appointed in 1701 by the General Court of the Colony in Hartford as its rector for the first collegiate school in Connecticut. The first classes were held in Clinton before the school was moved to Saybrook and then New Haven where it eventually became Yale University.

I. HISTORIC CENTER:

The historic downtown is a primary focus of Clinton, which incorporates the greater area extending north along High Street, east from the Indian River to Route 145, and south along Commerce Street and Waterside Lane. Two areas have somewhat increased potential for improving linkages between these areas because they are highly visual and serve as entrances to the commercial downtown near the train station: the current Village Zone and the residences along High Street.



Village Districts under Connecticut General Statutes §8-2j are intended to be located in “areas of distinctive character, landscape, or historic value that are specifically identified in the plan of conservation and development of the municipality.”¹ Historic Districts, implemented by the National Park Service, have the benefit of preserving resources by enabling property owners to take advantage of certain tax credits. Liberty Green District was created in 1979 and is within the Clinton Village Historic District. This District is on the National Register of Historic Places. In addition, twenty-eight individual properties are listed on the State Register of Historic Places.²

¹ CGS §8-2j(a)

² CT Trust for Historic Preservation, http://cttrust.org/_IMAGES/Section%202.pdf.



Throughout Clinton Center and along the shoreline and tidal rivers, scenic and historic vistas abound. Protection of these vistas as part of the natural and cultural heritage and value of Clinton should be a priority.

a. Village Districts

As of 2014, Clinton does not have any designated Village Districts. The current Village Zone, a regulation designed to preserve the character of properties located within the zone and limit development, exists along Route 1 between the Indian River and Route 145. This Zone was created under a prior legislative framework and should be updated accordingly.

Village Districts are intended to protect the character, landscape, and historic structures within their boundaries and may regulate “new construction, substantial reconstruction and rehabilitation” and “shall consider the design, relationship and compatibility of structures, plantings, signs, roadways, street hardware or other objects in public view.”³ In addition, regulations concerning the exterior of buildings must conform with the “Connecticut Historical Commission – The Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.”⁴ All applications must be reviewed by an architectural review board, which must include at least one architect, landscape architect, or AICP-licensed planner. On January 12, 2012, the Board of Selectman enacted an Ordinance Designating and Enabling the Design Review Board to Act as the Village District Consultant/Architectural Review Board.

These standards protect the historic character of the neighborhood. Clinton should consider the recommendations within this Plan for guidance on determining and adopting new Village Districts.

3 CGS §8-2j(b)

4 CGS §8-2j(b)

i. Current Village Zone

The current Village Zone seeks to preserve the character of properties along East Main Street, east of the Indian River and west to Route 145 and Beach Park Road.

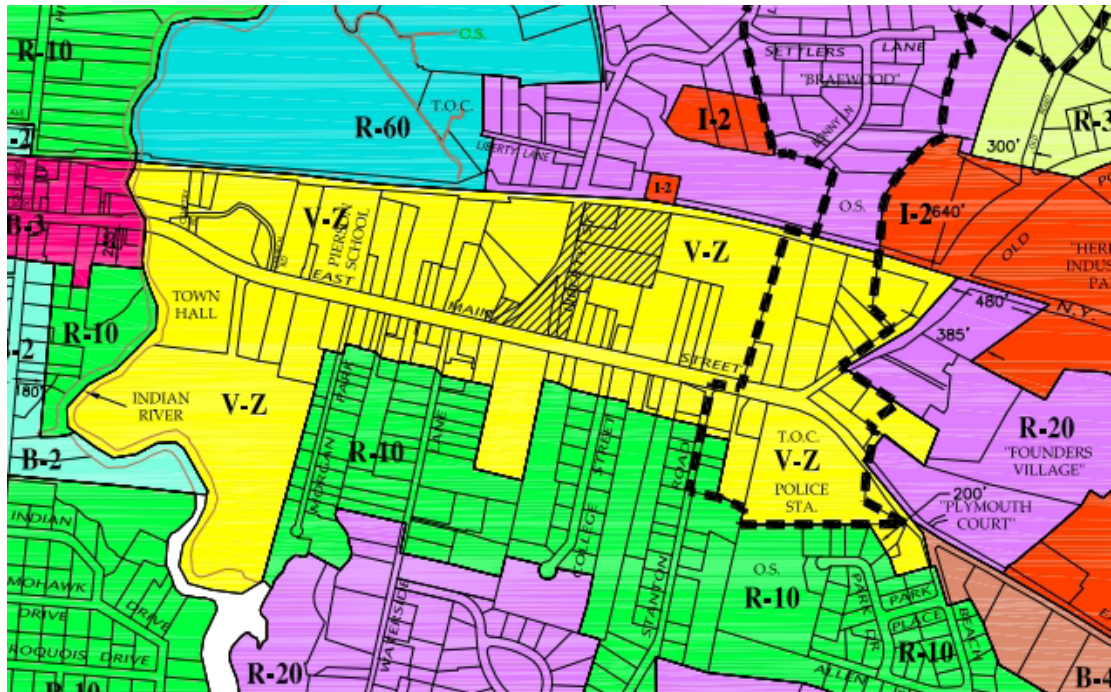


Figure 1. Clinton Zoning Map, Village Zone

In particular, the purpose of this zone is to maintain “the character and scale of a small New England village. It is an area of mixed civic, commercial and residential uses, characterized by a development pattern of larger governmental and religious structures set on generous open lots, combined with older buildings, which are primarily residential in scale, located close to the road with parking located to the side or rear of the building.”⁵ Moving forward, the Planning & Zoning Commission should review these Regulations to ensure that the geographic extent, requirements and mechanisms make clear and consistently deliver upon the regulatory intent.

The pictures on the pages to follow demonstrate the character of the Village Zone. Recent efforts have suggested readopting the Village Zone as a Village District to give the regulations more strength and enforceability. Protecting this area has been a long-time priority of the town.

⁵ Clinton Zoning Regulations Section 15.1

CULTURAL RESOURCES



Figure 2. Village Zone



Figure 3. Village Zone



Figure 4. Clinton Town Hall in Village Zone



Figure 5. Indian River, facing Village Zone to the east of river

CULTURAL RESOURCES



Figure 6. Abraham Pierson School in the Village Zone



Figure 7. Various properties within the Village Zone

ii. Liberty Green

The Liberty Green area is a designated Historic District, meaning these properties can qualify for Historic Tax Credits to help maintain the character and nature of the structure. These properties are also subject to review by the Historic District Commission for any exterior changes. The Historic District consists of six 18th-century houses and stone walls surrounding a triangular common. The houses are defined as four Colonial structures, one Federal/Greek Revival, and one additional contributing property. It is currently zoned Village Zone.

The Liberty Green was once used for militia war drills. It was the site of one of Clinton's first schoolhouses, and currently has two memorials: the Civil War monument and a small cannon from the War of 1812. The Green is the location for small church festivals and other events, as well as the ceremonial destination of the Memorial Day parade.



Figure 8. Liberty Green



Figure 9. Houses on Route 81

iii. High Street

This area is characterized by residential single-family homes of a historic character. Similar to the houses in the Village Zone, these buildings typically have front lawns with parking in the side or rear. They are almost exclusively residential and are zoned a combination of R-10, R-20, and R-60.

The 2014 Vibrant Communities study recommended designating the area as a Village District. The study also recommends simultaneously creating the Village District and a National Register for Historic Preservation District. This would create the future opportunity for property owners to seek Historic Tax Credits.

iv. Unilever

The Unilever site is one of the most underutilized properties in Clinton. This site has the ability to not only transform the downtown, but provide necessary housing and commercial opportunities if redeveloped. The 2014 Vibrant Communities Study recommended the creation of a Village District around the Unilever property and a few residential properties abutting the western parcel boundary along North High Street. The Study recommends a Village District to focus on redevelopment; however, encouraging redevelopment is not the intent of a Village District as defined in Connecticut General Statutes §8-2j. Saving the beautiful Art Deco façade, pictured



Figure 10. Façade of original Ponds building

above, is a worthy cause. The creation of a Village District may have a negative effect on the redevelopment of the site. Instead, comprehensive design standards in the downtown area that would apply to any new development or redevelopment and could have the effect of preserving existing historic exterior building characteristics.

v. Other Potential Village Areas

Beyond the historic areas described above, the Town of Clinton has number of small neighborhoods and historic development clusters that would both qualify for and benefit from additional recognition. This recognition could include historic documentation or inclusion on a Registry of Historic Places, as well as the development of Village District designation. As identified by the Historic District Commission, Historical Society, Planning Committee, and other stakeholders, these areas include:

- Clinton Center – the traditional “downtown” structure and heritage
- Waterside Lane – historic homes and neighborhood extending to the Town Beach area
- Commerce Street, Indian Town and Waterfront– small-scale residential neighborhood paralleling the Indian River and along the shore
- Route 145 – historic colonial and farmhouses along Old Post Road
- East and West Walk Beach – a pedestrian-oriented “Radburn” planned neighborhood

CULTURAL RESOURCES

- Morgan Park – a small residential area south of East Main Street, focusing on preserving design elements of community

In all historic areas, including Village Districts, the Town faces the significant challenges of restoration and maintenance. While historic properties add tremendous value to the character and cultural fabric of Clinton, they present unique challenges for the property owners from maintenance and upkeep costs to continuing flexibility of usage in a changing marketplace. Because of their intrinsic value, the community should seek to assist with the continuing investment in these properties and neighborhoods, and should designate a lead entity in Town to undertake a strategy for this assistance.

II. BEACH COMMUNITY:

Clinton's beach communities are an integral part of Clinton's character and diversity. Generations of seasonal residents and visitors have come to Clinton, to relax and revitalize themselves at the water's edge. The existing character of these historic settlements is currently being influenced by both positive and negative factors including modern environmental regulations concerning health and flood protection, the high market value and resulting tax burden, changing ownership patterns, and the desire of many to make the Clinton shore their year-round residence. The Historic District Commission is considering historic district designation for properties along Commerce Street and Waterside Lane.

Concerns about flood hazards, groundwater quality, and high market value, have resulted in a new type of development in areas which have historically maintained a high degree of design consistency. Ongoing concerns for residential uses in these areas include:

- How to retain the special character of these areas while protecting natural resources;
- How to mitigate the impact of hurricanes;
- How to prepare for future sea level rise; and
- How to address the combination of regulatory and market forces that lead to the construction of large out-of-scale houses.

III. CULTURAL RESOURCES:

Clinton is fortunate to have active and resourceful residents who offer educational and recreational activities throughout the year.

a. Clinton Historical Society

The Clinton Historical Society is made up of volunteers who are dedicated to preserving Clinton's resources and remembering its rich history. The Historical Society manages several properties. The Clinton Historic Society maintains a museum at William Stanton Andrews Memorial Town Hall, which has a permanent exhibit that details nearly four centuries of Clinton's history, including its Native American origins, English colonization, transportation, business, and education. Their other property is located at 103 East Main Street, which has several structures: the Buell Tool Museum, the Elisha White House ("Old Brick"), and the George Flynn Library. These collections and museums are open to the public, free of charge, and offer various community events and activities throughout the year.

b. Henry Carter Hull Library

The Henry Carter Hull Library on Killingworth Turnpike offers events for adults, teens, and children. It is also an excellent community gathering space for seminars and information sessions. Its current building is 20,000 square feet which allows room for 85,000 collection items, multiple meeting rooms, a spacious children's area, space for new releases, and audio-visual materials.

c. Events at the William Stanton Andrews Memorial Town Hall

The William Stanton Andrews Memorial Town Hall houses an auditorium that is used by local groups, as well as the Opera Theater of Connecticut. The Opera Theater of Connecticut was formed in 1986 to provide an opportunity for young professional artists to perform. Their goal is to make high quality theater affordable and accessible to a wide audience.

d. Clinton Bluefish Festival

The Clinton Bluefish Festival was first held in 1972 with the intention of building community spirit and raising monies for charity while offering an opportunity for local civic groups to raise funds. The Festival includes an annual seafood cook-off,

CULTURAL RESOURCES

contests, a fishing tournament, and live entertainment. In addition, the Clinton Bluefish Festival Committee is dedicated to many community projects. These include the Town Dock Beautification Project, through which they have raised money to plant flowers and trees, replace the furnishings, and add a small shade pavilion and McCusker Landing Pavilion.

e. Community Events

Other local events held annually which bring the community together and create a sense of civic pride and promote tourism include the fair held by the First Church of Christ, Christmas in Clinton, Trunk or Treat, Memorial Day celebration.

f. Civic Groups and Fraternal Organizations

There are many civic groups and fraternal organizations in Clinton which contribute to the town's social fabric and wellbeing. They include:

- Partners in Community
- Pretty Committee
- Clinton Placemakers
- Bike-Pedestrian Alliance of Clinton (BPAC)
- Shoreline Community Women
- Dia de la Raza
- The Lions Club
- The Rotary Club
- Masonic Lodge #95
- VFW

IV. PEDESTRIAN SAFETY & NEIGHBORHOOD CONNECTIVITY:

Clinton is a mature community with established residential areas and a core commercial spine along Route 1. Much of the town, especially areas north of I-95, tends to be lower density, dependent upon motor vehicles and more traditionally suburban. In order to promote linkages between community resources future planning efforts should focus on sidewalks, multi-use trails, and bicycle lanes.

a. Safe Routes to School:

In July 2011 the Bike and Pedestrian Alliance of Clinton (BPAC) created a Safe Routes to School Master Plan. As of the writing of this Plan, the Safe Routes to School Master Plan has not been officially adopted by the Town.

The national program does not include high schools, so BPAC undertook a study of the remaining schools for its master plan.

The study found that:

- 84% of parents were concerned with the speed of traffic along major routes to school,
- 72% noted the dangerous amount of traffic along major routes to school,
- 80% thought the condition of sidewalks and pathways was unsafe, and
- 75% cited intersections and crossings needed safety improvements.

Recommendations include:

- Signage and crosswalks at all school locations;
- Extension and reconstruction of sidewalks.
- An educational campaign to generate knowledge of and parental participation in a Safe Routes to School initiative.

b. Complete Streets Policy:

A Complete Streets Policy was developed in early 2014, and at the time of this Plan's publication has not been adopted. However, the draft Policy reflects the support within Clinton for safer and more accessible roadways, trails, and transit systems. A conclusion of the Policy was, "Complete Streets principles contribute toward the safety, health, economic viability, and quality of life in a community by providing accessible and efficient connections between home, school, work, recreation, and retail destinations by improving the pedestrian and vehicular environments throughout communities."

c. Clinton Greenway

The implementation of the Clinton Greenway, as mentioned in more detail in the Conservation chapter, would also enable pedestrian and bicycle accommodations the entire length of Town.

V. AGRICULTURE & LOCAL FOOD:

Agriculture is not a significant land use in Clinton. Some larger agricultural properties are being considered for mixed-use and residential uses. However, Clinton is home to Chamard Vineyards, which was established in 1983 and farms 20 acres of grapes on its property. It also has a tasting room and restaurant on site and is open year-round.

In the summer of 2014, through September Clinton had a weekly farmers market located at the Old Academy Building on Route 1, across from Town Hall. It was held every Thursday evening.

VI. BLIGHT AND COMMUNITY CHARACTER:

As discussed elsewhere in this Plan, community leaders and stakeholders have expressed increasing concerns about the condition and maintenance of both aging residential properties and commercial properties, particularly along Route 1. The East and West End Planning Focus areas both face challenges of improving gateways into Clinton and need to establish a stronger, more welcoming first impression into Town. Similarly, the historic areas surrounding Clinton Center and the former Unilever facility act as key neighborhoods that establish the character of Clinton. These areas, rich in history and architectural heritage, face maintenance challenges and can easily fall into a disrepair that strongly detracts from the community heritage.

Whereas incentive and support programs for maintenance of historic buildings are critical elements of a complete approach to enhancing Clinton's community character, other tools must also be employed. Public outreach and education must be undertaken, particularly to counter growing, mistaken, belief that allowing properties to decline is a mechanism for reducing individual property tax burden. In addition, the Town should examine and seek to enhance its Blight Ordinance as an effective tool for combatting the visible decline of properties that erode community character, spirit, and value.

SPECIFIC ACTION ITEMS:

- **Implement Village Districts in neighborhoods where development should be consistent with the existing historic character**
- **Update current Village Zone to Village District to provide for stronger municipal oversight of development and ensure consistency between regulations and purpose of District**
- **Promote Clinton's cultural resources**
- **Adopt Complete Streets Policy**
- **Adopt Safe Routes to School Plan**
- **Develop Clinton Bicycle-Pedestrian Master Plan**
- **Adopt Clinton Bicycle-Pedestrian Master Plan**
- **Identify key scenic vistas appropriate for preservation and incorporate vistas as an identified resource in subdivision and development applications**
- **Identify new potential Scenic Roads**
- **Provide signage for Scenic Roads**
- **Revise Blight Ordinance and its enforcement mechanism to combat erosion of community value through property neglect**
- **Examine current assessment and taxation policies regarding property improvement and maintenance and investigate policies to encourage or incentivize property improvement and the avoidance of blight**
- **Convene discussion to seek long-term solutions to challenges of existing and continued development along shoreline and in flood-prone areas**
- **Review pattern and process of development permitting with Planning & Zoning Commission, Zoning Board of Appeals, Health District, WPCC, DEEP and Public Works**

INFRASTRUCTURE & MUNICIPAL RESOURCES

- **Examine individual applications for construction or expansion in context of larger area**
- **Review infrastructure investment as a way of supporting or discouraging further development in coastal areas**

IMPLEMENTATION MATRIX

On the pages to follow are a series of tables designed to organize Town planning and development initiatives. Each table describes the task, indicates which Town leaders and teams are responsible for leading and collaborating the tasks, provides a priority for each task and expected timeframe for completion. To fit all necessary data elements on each page and to ease interpretation, the orientation of the remainder of this section has been changed to landscape.

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Seek funding or create an Economic Development Coordinator position or a combined Director of Planning & Economic Development	Economic Development	EDC	PZC, BOS	2	2
Develop an economic strategies plan	Economic Development	EDC	Chamber of Commerce, BOS, BOF	2	1
Build upon Cecil Group analysis and conduct market analysis study to understand business sector gaps	Economic Development	EDC	BOF, BOS	2	3
Identify industrial opportunities	Economic Development	EDC	Staff, Chamber	2	2
Quantify and fully understand the net (revenue minus expenses) impact of permitting residential components on commercially attractive space	Economic Development	BOF	EDC	2	2
Prioritize infrastructure funding to enable growth and redevelopment, particularly in Planning Focus Areas	Economic Development	DPW	CEC, BOF, BOS, EDC	2	2
Support home businesses by providing a business incubator or business services facility	Economic Development	EDC	PZC, Chamber, BOS	3	3
Enroll in the Nutmeg Network	Economic Development	BOS	BOF	2	2
Coordinate between Economic Development Commission, Boards of Selectmen & Finance, and the Planning and Zoning Commission to streamline the permitting process	Economic Development	PZC	EDC, BOS, BOF	2	2
Leverage current development proposals into opportunities through outreach and marketing	Economic Development	EDC	PlaceMakers	2	2
Engage marina and business owners in the waterfront area in economic development efforts	Economic Development	EDC	PZC, PlaceMakers, HMC, Chamber	2	2
Market and promote cultural tourism through Clinton's historic resources, Clinton Arts Project and the Concert Series	Economic Development	EDC	PlaceMakers, Chamber, Conservation, HDC, Civic Groups	3	3
Create planning and redevelopment initiatives of the waterfront area to increase tourism opportunities	Economic Development	PZC/EDC	BOS, Chamber, placemakers	2	2

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Support the growth and development of a vibrant agricultural sector in Clinton through: <ul style="list-style-type: none"> • Consideration of Right-to Farm Ordinance; • Consideration of adoption of tax abatement policies for farm buildings and equipment; • Activate participation in the RiverCOG Regional Agricultural Council; • Support for the designation of Locally Important Agricultural Soils; Review Zoning Regulations and other municipal policies for “farm friendliness”; <ul style="list-style-type: none"> • Consideration of allowing use of Town lands and other open space for agricultural uses; • Allowing and encouraging hydroponic agriculture in industrial and on brownfield sites in town. 	Economic Development	PZC/BOS	EDC, Staff, Chamber, Conservation, RiverCOG	2	2
Encourage industrial and large-scale commercial uses by modifying zoning approach to encourage more Site Plan review uses and fewer applications that require Special Exceptions	Distribution Center PFA	PZC	EDC, Staff, RiverCOG, Chamber	2	2
Revise zoning to ensure the full variety of acceptable uses would be permitted	Distribution Center PFA	PZC	EDC, Staff, RiverCOG, Chamber	2	2
Ensure, through the use of landscape and buffer requirements, that industrial uses do not unduly impact adjacent residential areas	Distribution Center PFA	PZC	DRB, IWC, Conservation	2	2
Make use of railroad by encouraging rail-dependent businesses	Distribution Center PFA	BOS/EDC	PZC, Staff	3	3
Work with DEEP to understand the NDDDB wildlife constraints in the area	Distribution Center PFA	Conservation	IWC, Staff, PZC	2	2
Develop a Clinton Center Master Plan	Clinton Center PFA	PZC	BOS, BOF, Placemakers, EDC	1	1
Assess and potentially implement recommendations from Cecil Group Vibrant Communities Grant	Clinton Center PFA	PZC	HDC, BOS, EDC	2	2
<ul style="list-style-type: none"> • Redevelopment of the Unilever site should be consistent with transit-oriented development principles • Coordinate with potential developers • Seek brownfield funding opportunities to help redevelop Unilever site 	Clinton Center PFA	PZC	Staff, RiverCOG		
	Clinton Center PFA	Staff			
	Clinton Center PFA	Staff			

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Change zoning to increase density on the undeveloped area of the Unilever site and in downtown buildings, allowing for mixed-use opportunities	Clinton Center PFA	PZC	Staff, RiverCOG, EDC	1	1
Review historic inventory and conduct a renovation and relocation strategy for building with high preservation value but low commercial redevelopment potential	Clinton Center PFA	HDC	BOS, BOF, DRB	2	2
Explore wastewater disposal options to facilitate growth	Clinton Center PFA	WPCC	CRAHD, BOS, PZC	2	3
Develop and implement design standards for the area, maintaining the small, compact historic downtown, while improving streetscape and connectivity	Clinton Center PFA	PZC/DRB	HDC, BPAC, Pretty Committee	1	2
Use the renovation of the train station as development opportunity for the rest of downtown	Clinton Center PFA	EDC	DOT, BOS, Staff	2	2
Create pedestrian safety and connectivity from downtown to residences along Route 81	Clinton Center PFA	DPW	PZC, BPAC, DOT	2	3
Conduct a transportation study of the entire area to improve access and circulation	Clinton Center PFA	PZC/Traffic	RiverCOG, DPW,	2	2
Work with downtown businesses, Economic Development, and Chamber on establishing and supporting Placemaking activities	Clinton Center PFA	EDC	PZC, Chamber, Placemakers	2	1
Provide signage and wayfinding at intersections to direct visitors to other locations and businesses in town	Clinton Center PFA	PZC/DRB	PlaceMakers, EDC, Chamber of Commerce, DPW	2	2
Assess and implement recommendations of RiverCOG Route 1 Corridor Study	Clinton Center PFA	PZC		2	2
• Access Management	Clinton Center PFA	PZC	Traffic, DPW, RiverCOG		
• Parking	Clinton Center PFA	PZC	Staff		
• Intersections and circulation	Clinton Center PFA	DPW	DOT, PZC, RiverCOG		

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Assess and Consider implementing recommendations of RiverCOG Route 1 Corridor Study	East End PFA	DPW	Traffic, BOS, PZC, Staff, DOT, Planner	1	1
• Ensure any Redevelopment of Route 1 includes consideration of bicycle and pedestrian facilities as mandated by the State Complete Streets Policy	East End PFA	DPW	BPAC		
• Consider access management plan for East End commercial properties	East End PFA	PZC	DPW, RiverCOG		
Create & Implement Clinton gateway and way finding signage at Causeway intersection, Route 145 intersection, and commercial plaza areas	East End PFA	PZC/DRB	PlaceMakers, EDC, Chamber of Commerce, DPW	2	2
Develop and implement design standards for commercial, industrial and multi-family residential development and redevelopment in East End Planning Focus Area to enhance the visual character of Route 1 corridor	East End PFA	PZC/DRB	EDC, PlaceMakers, Pretty Committee	1	2
Seek opportunities along East End corridor for placement of community wastewater disposal facilities that could assist with the development of higher-density uses	East End PFA	WPCC	PZC, IWC, EDC	2	3
Develop tree planting standards as part of the streetscape beautification effort	East End PFA	Tree	Conservation, PZC, Pretty Committee, Tree Warden	2	2
Encourage residential developments in areas not fronting Route 1	East End PFA	PZC	Shoreline Basic Needs Task Force, Housing Authority, Social Services	3	3
Identify and address areas of residential/commercial/industrial use conflict in the East End	East End PFA	PZC	EDC, Chamber of Commerce, PlaceMakers	2	2
Ensure the proper balance between commercial and residential uses within this area	East End PFA	PZC	EDC, Chamber of Commerce, PlaceMakers	2	2
Increase efforts to restore and improve environmental quality in salt marshes, including the removal of phragmites and other invasive species	East End PFA	Conservation	WPCC, Harbor Management, IWC	2	2
Work with stakeholders to oversee redevelopment of the former Morgan School property	Interchange PFA	PZC	BOS, Staff, IWC	1	1
Seek connectivity of Interchange Development Focus Area with Clinton Center and new Morgan School	Interchange PFA	EDC	PZC, RiverCOG, BOS, Staff, BOE, Chamber of Commerce	2	2
Facilitate communication with Clinton Crossing ownership and management regarding expansion of this facility	Interchange PFA	BOS	EDC, Chamber of Commerce, Staff	2	2
Promote traffic and pedestrian safety improvements on Glenwood Road	Interchange PFA	DPW	BPAC, PZC, Traffic Authority	2	3

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Work with RiverCOG on transportation improvement priority funding	Interchange PFA	BOS	PZC, Staff, Traffic Authority	1	2
Seek additional grant assistance for traffic improvement design and implementation	Interchange PFA	BOS	Staff, Traffic Authority, DPW, RiverCOG, PZC	1	2
Explore pedestrian connectivity linking Glenwood Road across the Indian River to the former Morgan School site	Interchange PFA	BOS	DPW, PZC	3	3
Work with ConnDOT on Complete Streets Initiative on Route 81	Interchange PFA	BOS	PZC, BPAC, DPW, RiverCOG	1	2
Pursue pedestrian connectivity between new Morgan School and Henry Carter Hull Library	Interchange PFA	BOS	RiverCOG, DPW, BPAC, BOE, Staff	1	1
Examine traffic and road conditions and needs in preparation for future development	Nod Road Industrial PFA	EDC	DPW, RiverCOG	2	2
Encourage industrial and large-scale businesses to locate in this area	Nod Road Industrial PFA	PZC	PZC, BOS, Staff	3	3
• Focus on less intensive uses that will generate compatible traffic volumes to the area	Nod Road Industrial PFA	PZC	EDC		
• Ensure development proposals in this area are sensitive to the residential neighbors	Nod Road Industrial PFA	Energy	EDC, IWC, Conservation		
Explore provision for commercial large-scale alternative energy facilities	Nod Road Industrial PFA	BOS	EDC, BOS	3	3
Pursue final environmental remediation or capping of the landfill site to enable appropriate redevelopment	Nod Road Industrial PFA	PZC	Conservation, DPW	2	3
Undertake review of Zoning Regulations to determine if current allowed and prohibited uses are appropriate to encourage development or redevelopment in Waterfront Planning Focus Area	Waterfront PFA	PZC	Staff, RiverCOG, EDC, Conservation	1	2
Consider implementation of design standards, including viewshed restrictions to maintain and enhance traditional Clinton shoreline character	Waterfront PFA	PZC/DRB	Conservation	2	1
Plan & Develop strong pedestrian and bicycle connections between Route 1/Clinton Center and the Waterfront Planning Focus Area	Waterfront PFA	PZC/DPW	BPAC, Traffic, Placemakers	2	2
Examine targeted business development incentives for marina-related businesses	Waterfront PFA	EDC	BOS, BOF	3	3
Incorporate marina promotion into signage and way finding initiatives along Route 1 corridor	Waterfront PFA	PZC/DRB	PlaceMakers, EDC, Chamber of Commerce, DPW	2	2

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Seek opportunities to establish public access (including pedestrian and bicycle) throughout Area, from Commerce Street, along Riverside Drive, to the Hammonasset River	Waterfront PFA	PZC	Bpac, DPW, Traffic, Shoreline Greenway Trail	2	2
Work with property owners to permanently protect sensitive natural areas along shoreline	Waterfront PFA	Conservation	IWC, Staff, Land Conservation Groups	1	2
Seek funding opportunities with CT-DEEP and US Department of Agriculture-Natural Resource Conservation Service	Waterfront PFA	Conservation	Staff, BOS, BOF	2	3
Implement recommendations of Natural Hazards Mitigation Plan	Waterfront PFA	BOS	All	2	2
Limit significant installation of infrastructure within floodways or in areas of projected inundation	Waterfront PFA	DPW	PZC, BOS, IWC, WPCC	1	1
Maintain communications with Cedar Island Marina regarding its potential expansion	Waterfront PFA	Staff		3	3
Consider wastewater management and stormwater quality issues when facing new development opportunities	Waterfront PFA	PZC	DPW, Staff, OLISP	1	1
Encourage the development of an updated evacuation plan that recognizes changes in frequency and severity of storm surge and inundation	Waterfront PFA	EMS	DPW, BOS	1	1
Engage property owners in the development of a Marina Plan	Waterfront PFA	PZC	EDC, HMC, PlaceMakers	2	2
Draft and implement design standards for West End Planning Focus Area	West End PFA	PZC/DRB		1	2
Consider development of unified zoning district designation for West End Planning Focus Area	West End PFA	PZC	Staff, RiverCOG	1	2
Engage property owners of Clinton Nursery property in the development of a master plan	West End PFA	PZC	EDC, PlaceMakers	2	2
• Research grant opportunities for possible funding	West End PFA	Staff			
• Assess property's capacity to support community wastewater treatment facility	West End PFA	WPCC			
• Consider incentives to encourage future development to facilitate a greenway corridor	West End PFA	PZC	PZC, BOF, BOS, Shoreline Greenway Trail, BPAC		
Work, in partnership with property owners, to create redevelop options for Stanley Bostitch property	West End PFA	BOS	PZC, EDC, Staff	3	2
• Consider brownfield assessment/cleanup grants for property	West End PFA	BOS	Staff, RiverCOG		
• Pursue legal measures to ensure maximum possible cleanup, if necessary	West End PFA	BOS	Staff		

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Assess and implement recommendations of RiverCOG Route 1 Corridor Study	West End PFA	Staff	PZC, BOS, DPW, DOT, RiverCOG	2	1
Ensure any Redevelopment of Route 1 includes consideration of bicycle and pedestrian facilities as mandated by the State Complete Streets Policy	West End PFA	DOT	DPW, BPAC, BOS, PZC	2	2
Implement Clinton gateway and way finding signage at Madison Town Line and commercial areas	West End PFA	PZC/DRB	PlaceMakers, EDC, Chamber of Commerce, DPW	3	3
Examine regulations, cooperation with Connecticut DEEP, of mobile manufactured home parks to ensure they promote public health, safety, and community character.	West End PFA	PZC	DEEP, CRAHD, Building Official, Shoreline Basic Needs Task Force, Social Services, Housing Authority, Fair Rent Commission	1	1
Work to transform the old trolley line into a viable extension of the pedestrian and bicycle networks DPW	West End PFA	DPW	BPAC, Shoreline Greenway Trail, Conservation	2	3
Engage relevant stakeholders to ameliorate water issues at Stony Point	West End PFA	BOS	DPW, CEC, CT Water, WPCC, CRAHD, DPH, DEEP/OLISP	3	2
Continue the Shoreline Greenway across the Hammonasset River into Clinton	West End PFA	Conservation	DPW, BPAC, Shoreline Greenway Trail	3	3
Create opportunities and marketable incentives for multi-family and affordable housing near the train station and along the Route 1 corridor	Housing	PZC	WPCC, Staff, RiverCOG	1	2
Work with public health and safety officials to ensure that State and Local housing standards are maintained in mobile manufactured home parks, cottage residences and motels	Housing	Staff	CRAHD, Building Official, Shoreline Basic Needs Task Force, Social Services, Housing Authority, Fair Rent Commission	2	2
Consider regulations for allowing higher densities and multi-family in areas where transit and accessibility are present	Housing	PZC	Staff, RiverCOG, WPCC	1	2
Adopt Incentive Housing Zone regulations	Housing	PZC	Staff, RiverCOG, WPCC	2	2
Seek additional opportunities to create mixed-income housing developments that can provide better housing options for lower-income residents	Housing	BOS	Staff	3	3
Implement results of WPCC Waterwater Facilities Plan	Housing	WPCC	PZC, BOS, BOF, CEC	2	2

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Revise Zoning Regulations to maintain and reinforce the character of established neighborhoods	Housing	PZC	Staff, DRB, HDC	2	2
Create Village Districts to protect the character and design for properties within areas described in Cultural Resources chapter of this Plan	Housing	HDC	PZC, Staff	1	2
Amend Zoning Regulations to provide adequate provisions for accessory apartments	Housing	PZC	Staff	2	3
Convene discussion to seek long-term solutions to challenges of existing and continued development along shoreline and in flood-prone areas	Housing	PZC	WPCC, DPW, EDC, DEEP/OLISP, CRAHD, HMC,	1	2
Review pattern and process of development permitting with Planning & Zoning Commission, Zoning Board of Appeals, Health District, WPCC, DEEP and Public Works	Housing	PZC	ZBA, CRAHD, WPCC, DEEP, DWC	1	1
Examine individual applications for construction or expansion in context of larger area	Housing	PZC	ZBA, CRAHD, WPCC, DEEP, DWC	2	2
Review infrastructure investment as a way of supporting or discouraging further development in coastal areas	Housing	PZC	BOS, WPCC, DPW, CEC	2	2
Educate and reach out to homeowners and residents in the hurricane surge and flood-prone areas of town in the Natural Hazard Mitigation Plan and emergency evacuation routes	Housing	PZC	PZC, Staff, RiverCOG, DEEP	2	2
Support the development of a working group to address current and future housing conditions	Housing	BOS	Fair Rent Commission, Housing Authority, Social Services, Staff, HDC	2	3
Identify a key agency for the preservation and maintenance of historic residences and empower the development of a strategy to assist private property owners with the challenges of maintaining valuable historic assets	Housing	BOS	HDC, PZC, EDC, Placemakers, Staff	2	1
Identify a key agency to work with the condominium associations and homeowners' associations for common-interest communities to address issues of ongoing maintenance and aging facilities.	Housing	BOS	Fair Rent Commission, Housing Authority, Social Services, Staff, HDC	2	2
Work with owners of trailer, cottage and motel properties to explore redevelopment opportunities that improve quality of life for Clinton residents and provide suitable economic return	Housing	EDC	Fair Rent Commission, Housing Authority, Social Services, Staff	1	2
Adopt a Greenway Statement, allowing for connectivity between existing open space parcels or with possible future connecting open space parcels.	Conservation	Conservation	BPAC, BOS, PZC, Staff	2	3
Reconsider open space map and future parcels for conservation in a systematic and prioritized way, reflective of the most effective way of preserving open space of highest value	Conservation	Conservation	PZC, Staff	2	2

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Consider public access ways through existing and future open space to the level that the natural resources on the site allow.	Conservation	Conservation	PZC	2	3
Encourage and promote eco-tourism, focusing on natural resource assets, including but not limited to coastal waterways.	Conservation	EDC	Chamber of Commerce, Conservation, Harbor Management, P&R	2	3
Work with the local land trusts to create additional committed open space areas.	Conservation	Conservation		3	3
Ensure that communication and cooperation between municipal boards and commissions is a driving factor of any greenway plan and designation of open space priorities.	Conservation	BOS	BOF, Conservation, PZC, Staff	2	2
Ensure that any open space land set aside as part of a subdivision meets municipal or regional open space goals. Exclude non-buildable land, protected wetlands, archaeologically sensitive areas and historic sites from calculations of the percentage used to satisfy open space dedication requirements.	Conservation	PZC	Staff, Conservation, DEEP, IWC	2	2
Support regulatory measures to allow more flexible layouts based on land suitability in order to maximize the preservation of open space and increase buffers along wetlands, watercourses and other environmentally sensitive areas.	Conservation	PZC	IWC, Conservation	2	2
Advocate for the creation of a permanent Open Space Preservation Fund for acquisition of trail easements and connections in addition to real property	Conservation	Conservation	BOS, BOF, CEC, EDC, PZC	3	3
Encourage use of Fee-In-Lieu provision of Subdivision regulations in development proposals that do not offer open space of high conservation value.	Conservation	Conservation	PZC, IWC	3	3
Create incentives, including possible one-time tax reduction, for deeded conservation easement, open space restriction, or donation.	Conservation	BOS	BOF, CEC, Conservation	2	2
Implement recommendations of the Natural Hazard Mitigation Plan.	Conservation	DPW	PZC, BOS, BOF, CEC, RiverCOG, Public Safety	2	2
Work with the State and Region to preserve and connect the Menunketesuck-Cockaponset Greenway to other open spaces and regional greenway initiatives.	Conservation	Conservation	RiverCOG, DEEP, Town of Westbrook	3	3
Establish pedestrian connection across Indian River from Cream Pot Road to Town recreation facilities.	Conservation	DPW	BPAC, BOS, P&R, IWC	3	3
Make full use of available land use review and enforcement programs to protect fragile natural areas and assure that new development has minimal adverse impact on natural systems.	Conservation	Staff	PZC, IWC, Conservation	2	2

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Require the use of low impact design standards in all areas to manage stormwater as close to its source as possible	Conservation	PZC	IWC, DPW	2	2
Encourage conservation subdivisions, vegetated buffers and conservation easements in environmentally sensitive areas.	Conservation	Conservation	PZC, IWC	2	2
Adopt and apply land use practices that prevent or minimize pollution or other environmental damage, and that maintain or enhance existing environmental quality.	Conservation	PZC	DPW, Conservation, IWC, WPCC	2	2
Protect water quality by strengthening land use regulations pertaining to storm water runoff to require best available technology for controlling non-point pollution and minimizing off-site discharges.	Conservation	PZC	IWC, Conservation, Harbor Management, DPW	2	2
Protect water quality by adopting municipal policies and practices pertaining to storm water runoff to require best available technology for controlling non-point pollution and minimizing off-site discharges.	Conservation	DPW	BOS, RiverCOG, Staff	2	2
Design and implement an aquifer protection plan and watershed protection plan to protect present and future surface and groundwater supplies, with special attention to protecting public water supply well recharge areas.	Conservation	PZC (as Aquifer Protection Agency)	DPW, Connecticut Water, DPH	1	2
Adopt land use practices that minimize the application rate and use of fertilizers, herbicides and pesticides in all regulated wetland and watercourse areas, on municipal properties, and along municipally-maintained roadways.	Conservation	IWC	PZC, Staff, DPW	1	2
Provide adequate staffing and/or consulting services for comprehensive land use planning activities, including planning; regulations review; grant application and administration; and coordination between boards and commissions.	Conservation	BOS	PZC, BDF, IWC, Conservation, WPCC	1	1
Request an environmental assessment by the Environmental Review Team, or a third-party reviewer if regulations provide for an applicant-funded study, of all development projects involving the potential detrimental impact of environmentally sensitive areas.	Conservation	IWC/PZC		2	2
Identify and implement solutions for failing septic systems, particularly in sensitive coastal areas.	Conservation	WPCC	Conservation, PZC, DEEP, RiverCOG, CRAHD, Staff	1	2
Encourage municipal infrastructure improvements to reduce polluted stormwater loading to Clinton's estuary and Long Island Sound.	Conservation	Conservation	IWC, DPW, PZC, DEEP	2	2
Encourage the protection and active cultivation of prime farmland soils (Figure 11) and associated agricultural operations.	Conservation	Conservation	RiverCOG	2	3

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Develop a Street Tree Planting and Maintenance Plan, including provision for ongoing funding.	Conservation	Tree Committee	Conservation, Staff, BOF, BOS	2	2
Ensure the Town's Tree policies and ordinances are in compliance with Tree City requirements	Conservation	Tree Committee	Conservation, BOS, Staff	2	2
Establish a Coastal Resiliency Policy and Strategies Plan.	Conservation	BOS	PZC, DPW, Staff, Conservation, RiverCOG	1	2
Implement the recommendations of the Natural Hazard Mitigation Plan	Infrastructure	BOS	PZC, DPW, DOT, IWC, Beach Associations	1	2
Seek grant funding for a resiliency plan	Infrastructure	Staff	PZC, BOS, BOF, Conservation	1	2
Develop a priority list for road reconstruction and elevation for routes which experience frequent flooding or are integral to evacuation.	Infrastructure	DPW	BOS, BOF, RiverCOG	1	1
Implement more rigorous municipal review procedures to include engineering reports for structural expansion or alterations on properties within the 100 year flood zone.	Infrastructure	Staff	PZC, IWC, CEC, DPW	1	2
Use Capital Improvement Program (CIP) to set aside funds for infrastructure improvements to reduce loss of life and property during natural hazard events	Infrastructure	CEC	BOS, DPW, BOF, BOE	1	2
Implement stronger regulations concerning tidal influence and seasonal high water in considering development applications	Infrastructure	PZC	Staff, RiverCOG	1	2
Implement and follow Complete Streets Policy, including the consideration of adding or modifying striping on existing roadways to provide for safer bicycle and pedestrian travel	Infrastructure	BOS	DPW, BPAC, PZC	2	2
Add or modify striping on existing roadways to provide for safer bicycle and pedestrian travel	Infrastructure	DPW	DOT, BPAC	2	2
Plan infrastructure upgrades for present and future needs	Infrastructure	BOS	CEC, BOF, DPW	2	3
Plan for future wastewater needs in WPCC "sewer" and "study" areas and in Planning Focus Areas.	Infrastructure	WPCC	PZC, CRAHD, BOS, DPW, DEEP, DPH	2	2
Find funding sources for wastewater solutions that enable appropriate development	Infrastructure	Staff	BOS, WPCC, DEEP, DPH, CRAHD	2	2
Investigate municipal (such as parking areas) and state property for wastewater disposal	Infrastructure	WPCC	DPW, BOS, CRAHD, DEEP, DPH	2	2
Consider incentives to private property owners to locate community system and encourage property owners and developers to pursue creative approaches and technologies to enable higher-density development.	Infrastructure	PZC and BOS	DEEP, Staff, CRAHD	2	3

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Consider dual-purpose beneficial uses on Town properties to maximize utility	Infrastructure	BOS	BOE, BOF, DPW	3	3
Assess future use and disposition of the historic Mill School facility	Infrastructure	BOS	BOE, BOF	4	4
Assess and implement recommendations from the School Facilities Study	Infrastructure	BOE	BOS, BOF	3	3
Continue to support Youth and Family Services programs and mission of Human Services in Clinton	Infrastructure	BOS	BOF, Social Services	3	2
Implement plans for Clinton Station Improvements.	Infrastructure	DOT	BOS, DPW, RiverCOG	1	2
Extend Shoreline Greenway from Hammonasset State Park to Menunketesuck Greenway in Westbrook	Infrastructure	DPW	RiverCOG, Conservation, BOS, BOF, BPAC, PZC, Staff	3	2
Implement Bicycle and Pedestrian Alliance Bikeways Plan linking residential areas to Train Station, major public facilities and waterfront	Infrastructure	DPW	Conservation, BOS, BOF, BPAC, PZC, Staff	2	2
Analyze and classify local roadways by function.	Infrastructure	Staff	PZC, DPW, DOT, RiverCOG	2	3
Complete road, sidewalk, bridge and drainage improvements: Route 81, Walnut Hill Road, Hurd Bridge Road, Egypt Road, Iron Works Road, Cow Hill Road, Airline Road, North High Street, Route 1, High Street, Glenwood Road, Pleasant Valley Road, Long Hill Road, Liberty Street, and Route 145	Infrastructure	DPW	BOS, BOF, DOT, RiverCOG	2	3
Implement Bus Turnout/Pullout areas on Route 81 for proposed Estuary Transit Madison/Clinton to Middletown Route and as part of large development or redevelopment projects	Infrastructure	9 Town Transit	DPW, PZC, RiverCOG, DOT	2	3
Extend Estuary Transit Shoreline Route north on 81 to Clinton Crossing, High School and Recreation Complex	Infrastructure	9 Town Transit	DPW, RiverCOG, DOT	2	2
Plan and implement the Clinton segment of an Estuary Transit District Tourism Route connecting Shoreline East Stations and key tourist destination	Infrastructure	9 Town Transit	Chamber of Commerce, Placemakers, EDC, RiverCOG	2	2
Reengage Connecticut Department of Transportation to implement proposals for improved signage on Interstate 95 at or before Interchanges 61, 62 and 63	Infrastructure	DOT	EDC, Chamber of Commerce, DPW, Placemakers, BOS, RiverCOG	2	2
Examine the potential of using Exit 63 commuter lot as community wastewater facility	Infrastructure	WPCC	DOT, DPH, CRAHD	3	3
Support continued maintenance and dredging of harbor areas to facilitate water-based transportation and commerce	Infrastructure	HMC	DPW, BOS, EDC, Army Corps, DEEP	2	2
Develop parking management strategy for Clinton Center	Infrastructure	PZC	Staff, EDC, BOS	2	2

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Study management policies and practices at Town beaches in an effort to reduce pollution	Infrastructure	DPW	P&R, IWC, WPCC, Harbor Management	1	2
Require consideration and incorporation of best management practices in water use and conservation for new developments	Infrastructure	PZC	Connecticut Water, CRAHD	2	2
Continue active participation with RiverCOG Economic Development and Regional Planning initiatives	Infrastructure	PZC	Staff, BOS	1	1
Implement Village Districts in neighborhoods where development should be consistent with the existing historic character	Cultural Resources	PZC	HDC, Staff	2	2
Update current Village Zone to Village District to provide for stronger municipal oversight of development and ensure consistency between regulations and purpose of District	Cultural Resources	PZC	Staff	2	2
Promote Clinton's cultural resources	Cultural Resources	EDC	Chamber of Commerce, PZC, BOS, IWC, Pretty Committee, Placemakers, Conservation, HDC	2	2
Adopt Complete Streets Policy	Cultural Resources	BOS	BPAC, PZC, DPW, DOT	2	2
Adopt Safe Routes to School Plan	Cultural Resources	BOS	BPAC, PZC, DPW, DOT	1	2
Develop Clinton Bicycle-Pedestrian Master Plan	Cultural Resources	BPAC/PZC	DPW, RiverCOG	2	2
Adopt Clinton Bicycle-Pedestrian Master Plan	Cultural Resources	BOS	BPAC, PZC, DPW, DOT	2	3
Identify key scenic vistas appropriate for preservation and incorporate vistas as an identified resource in subdivision and development applications	Cultural Resources	Design Review	Conservation, PZC	2	2
Identify new potential Scenic Roads	Cultural Resources	Conservation	PZC	3	2
Provide signage for Scenic Roads	Cultural Resources	DPW	BOS, BOF	3	3
Revise Blight Ordinance and enforcement mechanism to combat erosion of community value through property neglect	Cultural Resources	BOS	PZC, Staff, Chamber of Commerce	1	1

Specific Action Item	Chapter	Lead Entity	Others	Priority (1-5)	Timeframe (1-4)
Examine current assessment and taxation policies regarding property improvement and maintenance and investigate policies to encourage or incentivize	Cultural Resources	BOS	BOF, PZC, Staff, Chamber of Commerce	1	1
Convene discussion to seek long-term solutions to challenges of existing and continued development along shoreline and in flood-prone areas	Cultural Resources	PZC	WPCC, DPW, EDC, DEEP/OLISP, CRAHD, HMC	1	2
<ul style="list-style-type: none"> Review pattern and process of development permitting with Planning & Zoning Commission, Zoning Board of Appeals, Health District, WPCC, DEEP and Public Works 	Cultural Resources	PZC	ZBA, CRAHD, WPCC, DEEP, DWC		
<ul style="list-style-type: none"> Examine individual applications for construction or expansion in context of larger area 	Cultural Resources	PZC	ZBA, CRAHD, WPCC, DEEP, DPW		
<ul style="list-style-type: none"> Review infrastructure investment as a way of supporting or discouraging further development in coastal areas 	Cultural Resources	PZC	BOS, WPCC, DPW, CEC		



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