TOWN OF SOUTHBURY
PLAN OF CONSERVATION AND DEVELOPMENT









ADOPTED: FEBRUARY 21, 2023
EFFECTIVE: MARCH 1, 2023

Upper left photo [Main Street South] I Upper right photo [Southbury Town Hall]
Lower left photo [Janie Pierce Park] I Lower right photo [Flood Bridge Road]

Acknowledgments

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Photographs in the Plan of Conservation and Development were provide by Gosia Liedlich. Additional Photos provided by Don Antilla, noted with [DA].

Maps

Maps prepared by Naugatuck Valley Council of Governments in 2022 (unless otherwise noted).

TOWN OF SOUTHBURY

Planning Commission

501 Main Street South, Southbury, CT 06488

(203) 262-0634

Dear Southbury Residents:

This document is the 2022 Plan of Conservation and Development (POCD) for Southbury, Connecticut. The effective date of the plan is March 1, 2023. The Plan is an update of the 2012 Plan.

The goals and recommendations are a result of your responses to our Town-Wide survey, numerous meetings and discussions, as well as opportunities for the public to participate through public information meetings. The POCD is an advisory document intended to assess current conditions, anticipate important issues, and provide Southbury the structure for decision making for the various aspects of planning for land use. The recommendations help complement the maintenance and improvement of the quality of life and desirability of Southbury, as well as the reinforcement of the identity of the town as a vibrant place to live.

This plan also meets state statutory requirements for municipal planning.

Sincerely,

Richard Teardo
CHAIRMAN, PLANNING COMMISSION

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INTRODUCTION & BACKGROUND

▲ Main Street South



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INTRODUCTION

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Introduction to Southbury

Southbury is located in New Haven County in southwestern Connecticut. The Town contains about 40.2 square miles and is bounded by Newtown to the south, Bridgewater to the west, Roxbury and Woodbury to the north, and Middlebury and Oxford to the east. Southbury is located about twelve miles west of downtown Waterbury, Connecticut.

According to the United States Census Bureau, Southbury had 19,879 residents in 2020 which is almost the same as the number (only a 0.13 percent decline) of residents in 2010 (19,904). During the same time period, Connecticut's population grew by just under 1 percent.

The Census Bureau reports that Southbury had 9,270 housing units in 2020. This is a 1.97 percent increase in the number of housing units reported in 2010 which was 9,091.

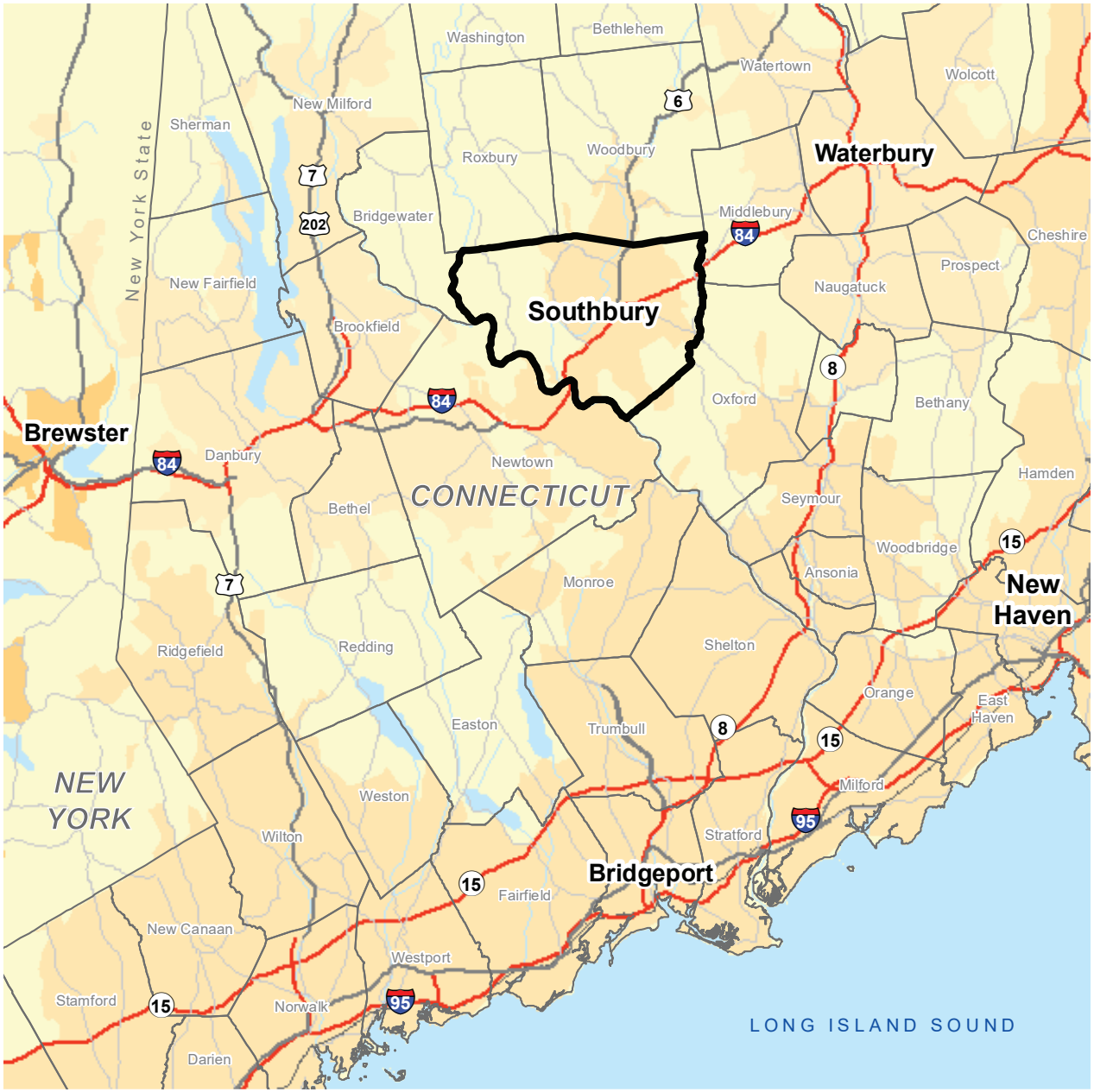
▼ Ballantine Park



▼ Southbury Green



▼ Map 1. Location Map



About Plans of Conservation and Development

A Plan of Conservation and Development (POCD) is a tool for guiding the future of a community. Its purpose is to establish a common vision for the future of a community and then determine policies that will help attain that vision. The goals and recommendations of the Plan are intended to reflect what Southbury residents feel is desirable for the community in the future.

A POCD becomes an official document after a Public Hearing and adoption by the Planning Commission. Once adopted, the Plan is used to:

- Coordinate development of the municipality.
- Guide land use decisions and regulations.
- Provide programs for implementation.

This Plan will be used to guide and advise land use decisions in Southbury over the next 10 years, providing a framework for consistent decision-making with regard to environmental conservation, economic vitality, and the overall well-being of our citizens.

Connecticut State Statutes (CGS) Section 8-23 defines the scope of topics that must be addressed in each town's plan (see p. 1-5).

History of Planning in Southbury

Southbury has a strong tradition of preparing, adopting, amending, and implementing plans to guide land use trends and address future needs. The Planning Commission has closely followed the guidelines detailed in these past planning efforts:

- 1966 – Comprehensive Plan of Development
- 1975 – Southbury Center Plan
- 1981 – Amendment #5, Southford (amendment to the 1966 Plan of Development)
- 1986 – Comprehensive Plan of Development
- 1990 – Streetscape Plan for Main Street South (updated in 2014)
- 1994 – Southbury Center Plan (update of the 1975 Plan)
- 1998 – Exit 16 / Strongtown (plan for area in vicinity of I-84 and Route 188)
- 2002 – Plan of Conservation and Development
- 2006 – Plan of Conservation and Development for Southford
- 2012 – Plan of Conservation and Development
- 2018 – Southbury Training School Future Use Study
- 2022 – Pedestrian Safety Study
- 2022 – Affordable Housing Plan

Highlights of Connecticut General Statutes Section 8-23 – Plan of Conservation and Development

The Commission shall:

- Prepare, adopt and amend a Plan of Conservation and Development ...
- Review the Plan of Conservation and Development at least once every ten years ...
- Adopt such amendments to the Plan or parts of the Plan ... as the commission deems necessary to update the Plan.

The Plan shall:

- Be a statement of policies, goals and standards for the physical and economic development of the municipality.
- Show the Commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, industrial and other purposes and for the most desirable density of population in the several parts of the municipality.
- Be designed to promote with the greatest efficiency and economy the coordinated development of the municipality and the general welfare and prosperity of its people.
- Make provision for the development of housing opportunities, including opportunities for multifamily dwellings consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region.
- Promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs.
- Take into account the State Plan of Conservation and Development ... and note any inconsistencies it may have with said State Plan.
- Consider the use of cluster development to the extent consistent with soil types, terrain, and infrastructure capacity.

The Plan may:

- Show the Commission's recommendation for a system of principal thoroughfares, parkways, bridges, streets and other public ways; for airports, parks, playgrounds and other public grounds; for general location, relocation and improvement of public buildings; for the general location and extent of public utilities and terminals, whether publicly or privately owned for water, sewerage, light, power, transit and other purposes; and for the extent and location of public housing projects.
- Include recommended programs for the implementation of the Plan ...
- Include such other recommendations ... in the Plan as will ... be beneficial to the municipality.

How the Plan is Used

The Southbury Plan of Conservation and Development establishes a framework for future development and conservation of the community. The Plan is intended to be informative and provide insight into character of design, appearance and densities of commercial and residential sites, road categories and capacities, and areas of special interest that are to be protected due to historic, scenic, or environmental sensitivities.

The Plan also is a guide in day-to-day and long-range decisions for the following entities:

- The Southbury Planning Commission, when reviewing project site plans, establishing and administering standards for land subdivision and street layouts, making recommendations concerning public improvements and zoning, and undertaking special planning studies.
- The Southbury Zoning Commission, when establishing zoning districts and standards for development.
- Town agencies and agencies of other levels of government, when providing public facilities and services, authorizing development or infrastructure projects, preserving land or carrying out regulatory activities that affect land use.
- Private organizations that provide services to the community, when locating and planning the extent of services and facilities.
- Property owners, private individuals, and developers who may reside or work in Southbury or who may intend to invest in land development.

The Plan is also a model by which the Town and the community can:

- Evaluate impacts of development proposals on the spectrum of inter-related recommendations.
- Help guide priorities when preparing the annual budget and capital improvements.

Through these methods, the Plan becomes a guide and tool in the continuing activity of community planning.

▼ Crook Horn Road



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SUMMARY



▲ Southbury Town Hall

Overview

This Plan:

- Updates the reported demographics of our citizens based upon the 2020 Census and other new and available data.
- Documents the preferences and comments obtained via our Town-wide survey and informational meetings conducted during the planning process.
- Reaffirms our strong conviction that Southbury must continue to retain all remaining elements of our historic and rural nature.
- Endorses protection of rural features such as dirt roads and scenic views with due consideration of safe passage on the road system.
- Maintains the goal to Preserve 25 percent of Southbury's land as permanent open space during the next ten years.
- Identifies protection of the quality of water, particularly in the Pomperaug River Watershed, and recommends limiting export of water in order to protect stream flows and the health and sustainability of the aquifer.
- Supports continued use of commercial and industrial zones with a high quality design that is consistent with our Town environment.

Community Vision Statement

There is only one Southbury in the United States, and that unique claim to the name is emblematic of the Town's strong community spirit. Valuing the community is central to our community's values, thus input should be sought and encouraged at every turn for the betterment of the community.

Careful planning has made Southbury what it is today: a beautiful suburban town with strongly supported rural traditions, a pristine commercial corridor with an award-winning streetscape, highly desirable residential areas, strong education system, steady fiscal conditions and rolling green hills of public open space. The area's panoramic scenery, preserved farms and forests, and historic village architecture offer residents and visitors alike an environment that is attractive and charming. The Town's abundant culture, long-standing community events, vibrant business community, dedication to sustainable practices and wonderful schools make for an unparalleled lifestyle.

Southbury will continue to strive to diligently maintain the conservation and preservation of all remaining elements of its rich history including its rural roots. It will provide for economic development that supports in an advantageous manner, a sound property tax base as the resident population grows and local government service needs and desires emerge. As infrastructure improvements and technological advances become available, the Town will evaluate if and how they may align and support Southbury's small town, rural charm.

This Plan will be used to guide and advise land use decisions in Southbury over the next 10 years, providing a framework for consistent decision-making with regard to quality of life, environmental conservation, economic vitality, and the overall well-being of our citizens.

Summary of Goals

CONSERVATION-RELATED GOALS

Small Town Community Setting and Aesthetics Program

- Preserve the tangible and intangible elements that contribute to Southbury's charm.
- Conserve remaining working farms as productive and economic farm units.
- Promote community spirit by engaging residents in the community.
- Identify and protect existing Historic Districts and neighborhoods
- Promote Southbury as a sustainable community.

Natural Resources Program

- High-quality maintenance, in accordance with all State and Federal guidelines, of Southbury's unique natural and built environment. This maintenance will allow for the health and safety, the general welfare, and conservation of the scenic and special charm of the Town.
- Primary reliance on the natural drainage system for storm water runoff in order to avoid costly constructed systems.
- Reduced risks to life and property by avoidance of construction in and occupancy of flood hazard areas and areas potentially impacted by water during extreme weather and high flow conditions and drought for sustainability.
- Maintain the sustainability of the Town's natural environment.

Pomperaug Aquifer Program

- Conservative development and use of the Pomperaug Aquifer for the benefit of residents of Southbury and other towns within the recharge watershed.
- Protection of the quality of water in the Aquifer to assure long-term usability.
- Management of the quantity of water in the Aquifer, including the amount that is exported from the Aquifer watershed, such that sufficient supply within Southbury is available and guaranteed over the long term.

Open Space & Greenways Program

- Preserve 25 percent of Southbury's land as permanent open space by the year 2035.
- Conserve existing unprotected open space areas that are vital for open space functions supported by the community.

- Conserve locations of special environmental concern and sites and areas that support the appearance and theme of an open land, rural community.
- Continue to create a permanent open space network in which individual parcels of open space, greenbelts, trails, and natural areas collectively form a cohesive green system.
- Continue the system of stewardship of town owned open space which includes monitoring, observation of boundaries, and maintenance as appropriate.

Historic Resources Program

- Identify and conserve buildings, landscapes, and places of historic significance for the purpose of promoting the educational, cultural, economic, and general welfare of the Town and supporting the character of Southbury as a whole.
- Encourage and support all Federal, State and Local proposals and efforts to preserve Historic Sites and Structures, especially in Historic Districts, including the Southbury Training School and sites listed on The State Historic Register; also consider the Southbury Historical Architectural Resources Survey.
- Continue to promote historical assets of the Town to help enhance economic viability of the Town.

DEVELOPMENT-RELATED GOALS

Community Structure Program

- Preserve and enhance the sense of place in the Town Center and in our villages which make Southbury a unique community.
- Maintain the current pattern of development with core villages and outlying rural neighborhoods.
- Preserve unique attributes of neighborhoods, which make up the fabric of the Town.

Special Places Program

Southbury Training School

- Take a proactive approach in working with the State and residents so that the future use of the Southbury Training School is in the best interest of the Town.
- Ensure that the future use of the land and buildings at the Southbury Training School will reflect the Town's history, meet community needs, provide community amenities, and preserve the site's agricultural, natural, and historic resources.
- Work with the State and community to encourage affordable housing at the Southbury Training School campus.

Southbury Center

- Maintain the Southbury Center Area as a civic and business hub, while preserving the area's charm and natural features, enhancing the appearance of the streetscape, landscape and buildings, and expanding safe pedestrian opportunities.

Southford

- Maintain Southford as a low-intensity village which provides convenient commercial services.
- Preserve the natural and historic features that contribute to the rural village nature of Southford.

South Britain

- Preserve the rural and historic fabric of South Britain.

Strongtown

- Maintain Exit 16 Strongtown as a gateway to Southbury.
- Plan for and manage potential impacts in Strongtown due to development pressures from within Town and from adjoining towns.

Housing & Residential Strategies Program

- Assure continuation of Southbury as a beautiful town with strongly supported rural traditions, characterized by single-family houses on individual lots, with basic water supply and sewage disposal provided by on-lot systems.
- Maintain a balance of housing opportunities including affordable options.

Economic Development Program

- Provide for economic development that also supports in an advantageous manner a sound property tax base as the resident population grows and local government service needs and desires emerge.
- Provide for the best use of commercial and economic development sites already designated and in a manner that supports the country town character of Southbury, recognizes the proximity of the highway system of most locations, avoids traffic congestion, and avoids other adverse impacts upon the community.
- Encourage a sustained focus on projects to support new businesses.
- Maintain existing commercial and industrial zone patterns. Careful monitoring to any change to boundaries is essential.
- Provide a wide range of goods and services desired by residents and which encourage residents to trade in Town.
- Avoid the occurrence of a regional center for shopping, while recognizing that small-scale inter-town trade with neighboring towns will occur.

INFRASTRUCTURE-RELATED GOALS

Community Facilities & Services Program

- Efficiently provide community facilities and Town services that meet documented needs, enhance, and protect health and safety, and add to the Town's quality of life.
- The manner in which services are provided, the type and nature of community facilities, and the appearance of Town facilities should support Southbury's small town, rural character.

Circulation Program

- Provide a transportation system that supports existing and desired land use patterns and economic and sustainability goals, is consistent with the traditions of the Town, and provides for the mobility of residents, workers, and visitors.
- Make best and economical use of the existing street and highway system wherever consistent with the plan for the Town while also preserving the scenic rural charm of country roads.
- Minimize impacts associated with transportation, such as congestion, excessive stormwater discharge, pollution, and loss of the rural traditions of the community.
- Encourage infrastructure enhancements and the use of alternative transportation such as walking and biking to provide more transportation choices and promote a healthful lifestyle.

Utilities Program

- Continue general use of individual on-site wells, supported by proper densities and controls on pollution.
- Continue to avoid the extension of the public water supply system within Southbury, understanding that the Plan's land use goals in this regard are subject to consideration should an opportunity, deemed appropriate and highly beneficial to the Town, present itself.
- Continue maintaining the Town's current Sewer Service Plan, which provides sewer avoidance throughout the Town.
- Allow a wide range of wired and wireless utilities to add technological advances to business areas and community residences while striving to improve the appearance of the community.
- Increase access to and use of renewable and alternative energy sources.
- Allow for the expansion of natural gas service to allow residents a choice of fuel energy sources.
- Encourage strategies to improve the resilience and sustainability of Town operations and electrical utilities.

▼ Southbury Green and Main Street South



3

CONDITIONS AND TRENDS



▲ Southbury Main Street South and Southbury Green

Overview

An understanding of conditions and trends affecting Southbury is important to planning our community's future. By understanding these trends, better decisions can be made as to the recommended future direction for Southbury.

Data Limitations

Data collection began in early 2022. The data is not as of the effective date of this plan but rather the final data is dated July 2022 prior to drafting each chapter, with minor adjustments where needed and feasible.

History of Southbury

The landscape of the area we know as Southbury was formed over millions of years by massive geological forces and processes. While human settlement is believed to have occurred within the past 10,000 years, written history is only available for the past 400 years or so following European settlement of New England.

The Dutch and British established trading posts in the 1630s along the shore of Long Island Sound and major rivers. Over time, these trading posts evolved into permanent settlements. Immigrants, primarily from England, established small plantations in areas close to water transportation. As the population increased, some settlers began to search for less populated areas to establish homesteads.

Settlers from Stratford moved up the Housatonic River and settled in the Pomperaug River area. In 1686, this settlement was recognized as the Town of Woodbury. Initially, Woodbury contained parts of what we now know as Southbury, Roxbury, Middlebury, Bethlehem, Oxford, and Washington.

The population continued to grow as more families sought land for subsistence farming. Eventually, the difficulties of traveling to Woodbury to attend religious services and town meetings resulted in efforts to establish a separate town. The Town of Southbury (so named since it was the "south part of Woodbury") was incorporated in 1787.

The boundaries of Southbury that we recognize today evolved over time as other towns were established. Oxford was established in 1798 and incorporated some

▼ Southbury History Signage



of Southbury and Derby. Middlebury was established in 1807 incorporating parts of Woodbury, Southbury, and Waterbury. New settlements were facilitated by the emergence of a growing network of roads such as the Southbury Turnpike (1795).

Southbury, for many years, was an agricultural community. Unlike some areas along the Naugatuck River, few major industries were located here. Local businesses in the mid-1800s included a paper mill, a tinware factory, a match factory, foundry, turning mill, hat shop, and strawboard factory. These enterprises were typically located close to waterpower. Outlying areas remained agrarian with dispersed settlement patterns.

After World War II Southbury began to change from a rural agricultural community (Southbury had only 1,532 residents in 1940) to a suburban community. The main factors for this change included growing automobile use, increasing highway construction, G.I. loan programs, rapid family formation and the resulting baby boom, and pent-up demand for new housing. As people sought a "quiet place in the country," places like Southbury began to see housing and population growth for people who worked elsewhere.

The establishment of the Interstate Highway System greatly affected Southbury and the region, especially in 1963 when Interstate 84 through Southbury opened. No longer remote from other areas, Southbury's growth accelerated.

In the 1960s, developers established Heritage Village, the first large planned residential retirement (age restricted over 55) community in New England. Marketing efforts and the evolving highway system brought new residents from New York City and other areas to Southbury. Between 1960 and 1980, Southbury's population almost tripled from 5,186 to 14,156 residents and the number of housing units increased more than four-fold from 1,341 to 5,713.

Commercial growth followed the population growth and Southbury developed a Town Center with a variety of retail and service uses. In the 1980s, IBM established a regional headquarters facility in Southbury. From 1970 to the year 2010, the number of jobs in Southbury increased from 2,474 jobs to 8,573 jobs. Job growth has remained stable in the last 10 years.

Due to its strategic location and excellent transportation access, it is likely that Southbury will continue to be attractive to new residents and businesses.

Regional Context

Southbury is a desirable residential community that provides housing for the region's workforce and commercial services and retail services for residents of the Town and surrounding communities. Convenient access to Interstate 84 has helped to make Southbury a desirable location to live and work.

Southbury is one of 19 member communities of the Naugatuck Valley Council of Governments (NVCOG). The NVCOG was formed as of January 1, 2015, as a result of the mergers and consolidation of regional planning organizations within the State. The new organization consolidated the responsibilities of the former Council of Government of the Central Naugatuck Valley and the Valley Council of Governments.

Regional Plans

NVCOG has prepared a regional transportation plan that includes policies for Southbury. The Metropolitan Transportation Plan 2019-2045 for the Region can be reviewed here.

As of late 2022, NVCOG is working on developing the first Regional Plan of Conservation and Development (RPOCD). The RPOCD will be an advisory policy document which will help guide regional development and investment in the NVCOG region over the next ten years to 2033. The Town of Southbury will participate in the development of the first NVCOG RPOCD.

Many regional assets are located in Southbury. These include:

- Regional drinking water supplies (a large portion of the Pomperaug Aquifer).
- Medical offices and retail development draw "customers" from other communities.
- Transportation facilities such as Interstate 84, its interchanges, regionally important State routes, and three commuter parking lots.
- State facilities such as the Southbury Training School, State Troop A Barracks, and Connecticut Department of Transportation Highway facilities.

In turn, Southbury depends upon the Region for jobs, cultural venues, and other resources.

Existing Land Use

Southbury contains approximately 25,700 acres. Our land use survey found that about 75 percent of the community (19,110 acres) is occupied for residential, commercial or institutional use, or is dedicated to a specific purpose such as public land or protected open space (see Map 2 – Existing Land Use Map). Twenty-five percent of the land is vacant. The largest existing land use in Town continues to be residential land use (33 percent).

Definitions

Protected Open Space – Land that is permanently protected from development by deed restrictions or other techniques.

Unprotected Open Space – Open Space Land that provides open space benefits today, but is not protected from development in the future (e.g., golf courses).

Vacant Land – Land that is not developed or committed to a land use. Vacant land includes residential parcels with excess land (more than double the acreage required in zoning) that could potentially be subdivided.

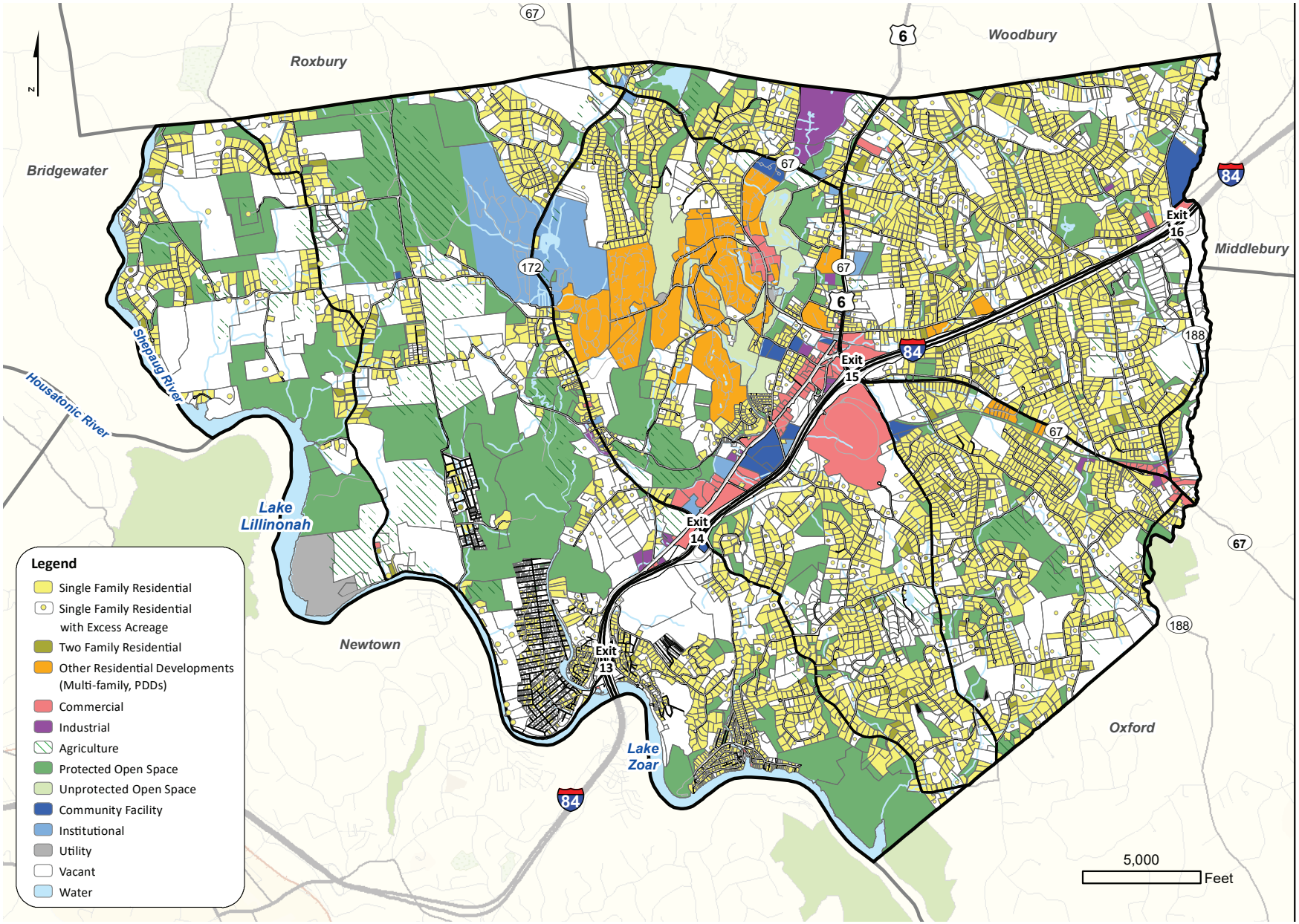
Community Facility – Town facilities, excluding parks.

Institutional – A religious, government or non-profit land use, excluding Town-owned community facilities.

▼ Table 1. Land Use/Acreage/% of Land

LAND USE	ACRES	% OF LAND
Residential	**8,368**	**32.5%**
Single Family Residential	7,445	
Two Family Residential	250	
Multi-Family Residential	673	
Commercial or Industrial	**720**	**2.8%**
Commercial	536	
Industrial	184	
Open Space	**6,179**	**24.0%**
Protected Open Space	5,438	
Unprotected Open Space	741	
Community Facility and Institutional	**1,620**	**6.3%**
Community Facility	187	
Institutional	1,433	
Right of Way/Utility/Water	**2,354**	**9.1%**
Right of Way	1,585	
Utility	162	
Water Features	607	
Vacant Land	**6,517**	**25.3%**

Map 2. Existing Land Use Map



People of Southbury

There were 19,879 residents in Southbury in 2020, according to the U.S. Census. The Town's population remained almost the same as the 2010 population (19,904). This represents only a 0.13 percent decline over the last 10 years. During the prior decade (2000-2010) the Town's population has increased by seven percent. Connecticut's population in 2020 (3,605,944) represents a 0.9 percent change from 2010. This slow-down in growth may be attributed to smaller household sizes, slower growth in the State's economy, and the COVID-19 Pandemic.

Available State population projections indicate continued stabilization of the Town's population for the next 10 to 20 years.

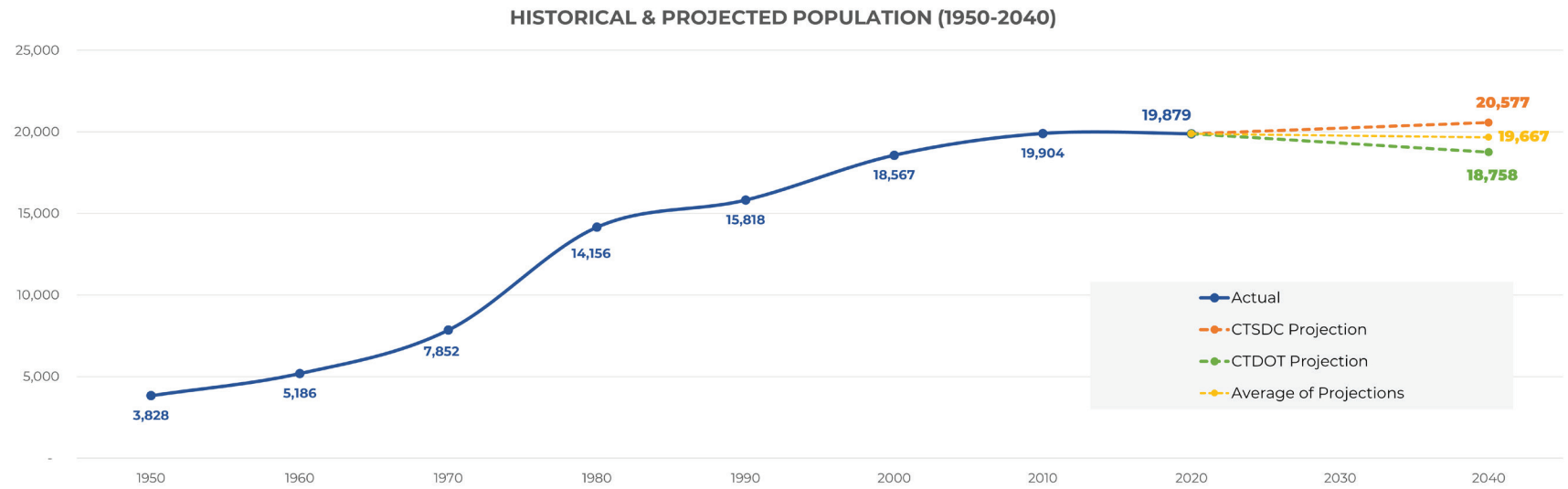
Reasons for Population Change and Age Composition

A community's population increases when births out-number deaths and/or more people move to the community than leave. Data indicates that since the 1970s Southbury's population increases are solely due to people moving to the Town.

Similar to Connecticut overall, Southbury is losing its young adult population (ages 20 to 34). Southbury has seen a slowdown of families with school-age children moving to Southbury. Current population figures indicate that the Town's population is aging in place with increases over the last decade in adults aged 55 to 79. The Town's median age in 2019 was 52.4 years old, up from 50.9 in 2010.

▼ Figure 1. Southbury Population Change 1950-2020 and Population Projections 2040

(Source: U.S. Census Projections via CTSDC & CTDOT)



In 2019, the Town's population over the age of 60 represents 37.4 percent of the total Town population while the same age group represents just 23.6 percent of the total State's population.

Heritage Village Factor

According to the Census, Heritage Village had a population of 4,156 in 2019. This represents almost 21 percent of Southbury's population. Census data indicates that in 2019:

- Median age of Heritage Village residents is 73.6 years old.
- 95 percent of Heritage Village households consist of one or two people compared to 65 percent for the Town of Southbury as a whole.
- Median Household Income in Heritage Village is $55,512 compared to $98,790 for the Town of Southbury as a whole.

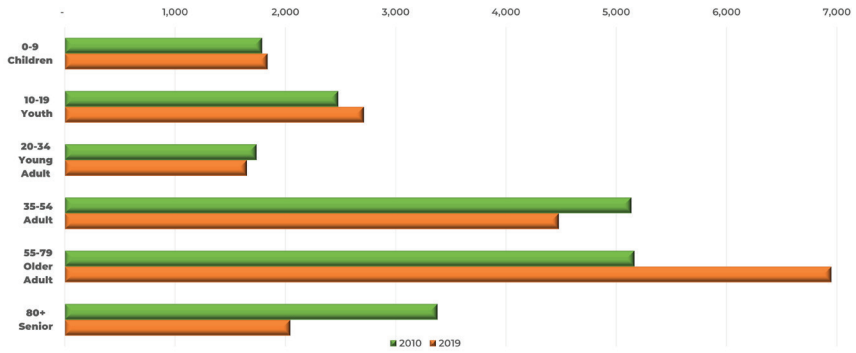
Heritage Village and the remainder of the Town have higher proportions of seniors than the State. While Heritage Village contributes to Southbury's older age composition, it is not the sole factor. This was not the case in 2000, where the rest of the Town had a similar percentage of older residents as the State.

Housing in Southbury

The Town of Southbury had 9,270 housing units in 2020 according to the US Census. This is an increase from the 9,091 housing units reported in 2010 with a 1.97 percent housing growth rate. The State and County had a housing growth rate of 2.84 percent and 1.98 percent respectively. The Town's housing growth rate is now lower than the State's rate after previous decades of outpacing the State.

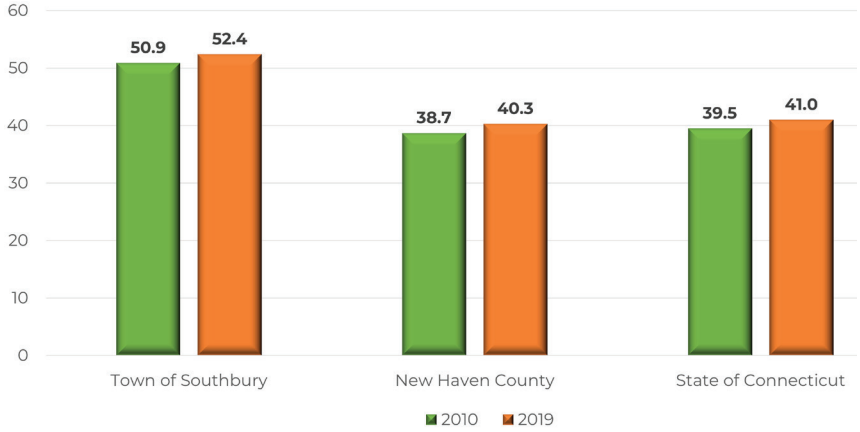
▼ Figure 2. Population Age Distribution Changes 2010 to 2019

(Source: 2010 & 2019 ACS 5-Year Estimates)



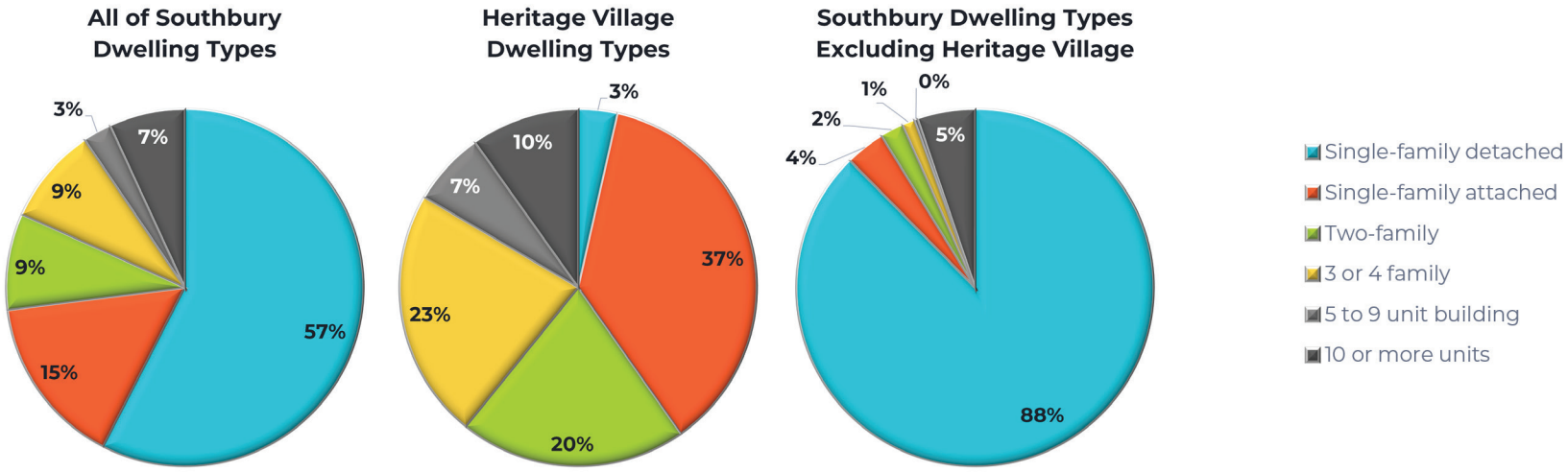
▼ Figure 3. Town, County, and State Median Age 2010 and 2019

(Source: 2010 & 2019 ACS 5-Year Estimates)



▼ Figure 4. Types of Housing Typology in Southbury with and without Heritage Village

(Source: 2019 ACS 5-Year Estimates)

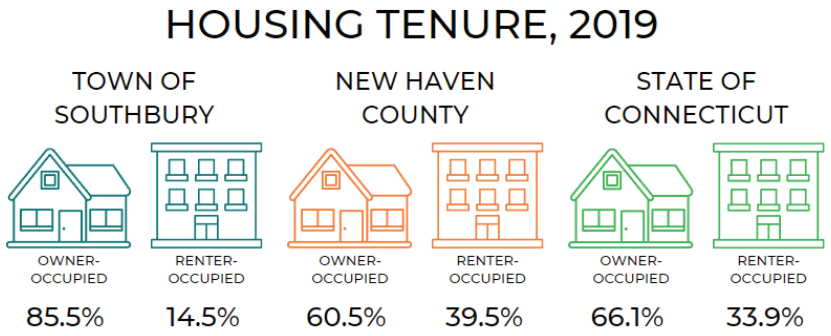


Approximately 57 percent of housing units in Southbury as a whole are single-family detached housing units. However, when housing units in Heritage Village are excluded the percentage increases to 88 percent. Therefore, Heritage Village is contributing to almost all of the housing type diversity within Southbury. Since housing units in Heritage Village are age-restricted, this limits housing type variety for the Town's younger population. For comparison, approximately 59 percent of housing units in the State of Connecticut are single-family detached units.

The majority of Southbury's housing units (85.5 percent) are owner-occupied according to the 2019 ACS 5-Year Estimates from the US Census. The Town's homeownership rates are higher than the County's (60.5 percent) and the State's (66 percent). The majority of housing units in Southbury (68 percent) and the State (62 percent) are occupied by 1 or 2 persons.

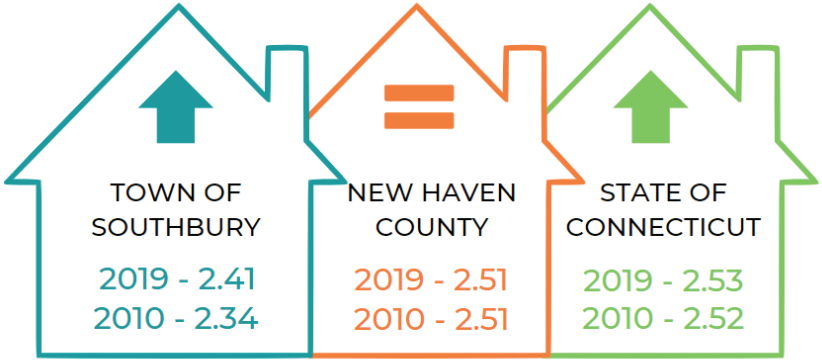
▼ Figure 5. Housing Tenure – Town, County and State (2019)

(Source: 2019 ACS 5-Year Estimates)



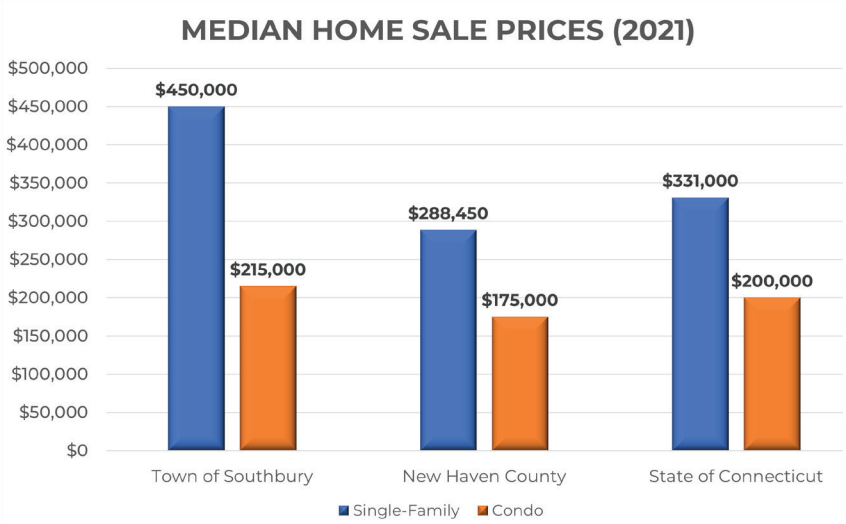
▼ Figure 6. Average Household Size Comparison (2010 vs 2019)

(Source: 2010 & 2019 ACS 5-Year Estimates)



▼ Figure 7. 2021 Median Home Sale Prices

(Source: The Warren Group)



The median sales price for single-family homes in Southbury has been rising in recent years and reached $450,000 in 2021 which matches a previous high in 2006 of $452,500. Condominium median sales prices have also been rising and reach $215,000 in 2021. Housing median sales prices in Southbury are higher than in the State of Connecticut (SFR - $331,000) (Condo - $200,000).

Affordable Housing Plan

In 2022, the Town of Southbury developed an Affordable Housing Plan, which identifies strategies to grow the number of affordable housing units over the next five years in a manner that aligns with community values. The strategies of the Affordable Housing Plan are incorporated and align with the Goals and Program Steps of this Plan. Affordable

Affordable Housing Definition

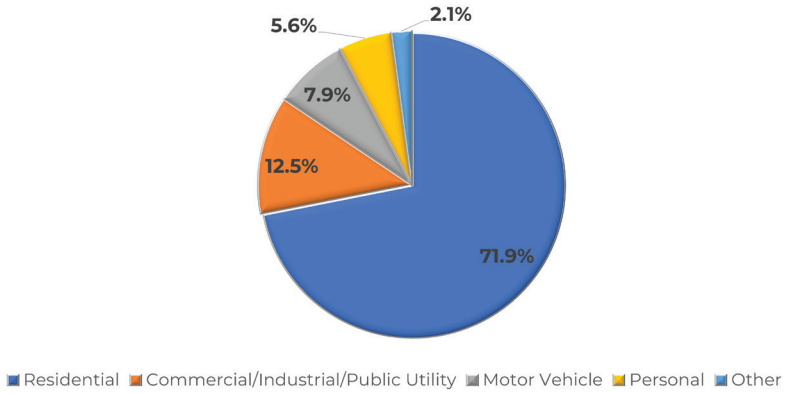
An affordable unit under CGS 8-30g must be one of the following:

- Assisted (funded under a state or federal program).
- CHFA-financed (financed under a program for income-qualifying persons or families).
- Deed restricted to be affordable to low- or moderate-income persons or families for at least 40 years.

When ten percent of a community's housing stock is affordable, it is exempt from an affordable housing appeals procedure that shifts the burden of proof to the community to show that threats to public health or safety outweigh the need for affordable housing.

Housing, as the State defines it, typically only includes protected units that are reserved for low-income households through deed restrictions or through governmental assistance programs such as housing vouchers or subsidized mortgages. According to 2021 data published by the Connecticut Department of Economic and Community Development (DECD), only 1.47 percent of Southbury's total housing units were protected affordable units. Southbury also has naturally occurring affordable housing (NOAH) units. While these units may be affordable to low-income households today, they may not be affordable in the future if rents or home sale prices increase.

▼ Figure 8. Southbury Grant List Composition [GLY 2019]



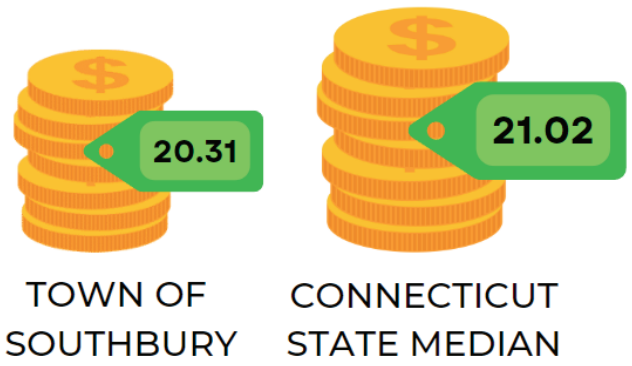
Fiscal Overview

Southbury has a long and steady track-record of commitment to fiscal responsibility. In 2021, the Town's record of continued strong financials resulted in Moody's Investor Service upgrading Southbury's general obligation bond rating from Aa2 to Aa1. The upgrade to Aa1 is the highest level in the Aa category and exceeds the median rating of Aa3 for U.S. cities.

Moody's noted the following about Southbury's strengths:

- Trend of positive operating results supported by conservative budgeting
- Reliance on stable property tax revenues
- Very low long-term liabilities and fixed costs
- Sound income and wealth levels and low poverty rate

▼ Figure 9. Equalized Mill Rate Comparison [FYE 2019]
(Source: CT Office of Policy & Management)



The Town Charter sets forth a specific process for developing its annual budget, detailed in a document titled: Financing Southbury - A Guide to the Budgeting Process, available on the Town's website.

Best practices of governmental financing establish that users should generally pay for their use of long-lived assets, such as bridges, roads, buildings, and vehicles. The Southbury Board of Finance utilizes a Pay-As-You-Go funding practice for new and replacement of long-lived capital assets. Pay-As-You-Go funding results in today's taxpayers paying a small percentage of the original acquisition costs for currently-in-place long-lived assets. Instead, taxpayers fund a purchase of future long-lived asset purchases through the build-up of reserve funds, resulting in financing costs that are significantly less when compared to the use of interest-bearing debt.

Connecticut's Office of Policy and Management currently suggests that municipalities maintain a future general purposes fund at a level between 10 percent and 12 percent of a Town's total annual budgeted spending. National standards more generally suggest a range of 10 percent to 25 percent. Bond rating agencies generally suggest 10 percent. The current target balance level for the future purposes fund in Southbury is 7.5 percent of the total of the Town's annual operating budget, plus the Town's portion of the annual regional school budget. The Town has a lower equalized mill rate than the State Median.

Economic Overview

Southbury is home to a diverse employment base and a strong local economy. It serves as a commercial center for shopping and services for surrounding smaller communities, with easy access off Interstate 84. With a thriving medical industry, a burgeoning restaurant scene, and a wide variety of companies offering services, from salons to home design, many are finding Southbury the place to open a business.

One of Southbury's competitive economic advantages is its commitment to fiscal stability. When a business is considering where to locate or expand it is attractive to be able to forecast costs, including taxes.

Since the last Plan, the Town hired its first, full-time Economic Development Director in late 2019 to serve as a liaison for the Town with the existing business community, commercial real estate brokers, developers, and entrepreneurs looking to expand, relocate or open a business in Southbury. An Economic Development Department was formed and some of the initiatives include the launch of an online permitting system, an in-person training series, a shop local campaign, and a restaurant promo. The Development Services Team was formed to help assist business prospects with our land use and building process, and a Sub-Committee for Arts & Culture was recently launched in 2022 to spur growth in this budding sector.

Educating and communicating with the community on the local economy has been a key goal, utilizing the website, social media, and print outlets, including monthly articles in a local magazine. Webinars are held on important business issues, and entrepreneurism training has been offered. The local economy of Southbury has remained resilient, through downturns such as the pandemic, and getting the word out continues to be an important strategy.

The creation of the Southbury Chamber of Commerce in 2022 (a subsidiary of the Waterbury Regional Chamber), was a sign of growth in the business community, as the need for support and services has increased.

Over the past decade, the Town has seen steady growth in new business development with approximately 1,173 new businesses registering with the State; an annual average of 130. A factor that reflects the resiliency of the Town's business community even through a pandemic, with 138 new businesses registering in 2020 according to Secretary of the State information from June 2021.

Industry Sectors

The Top 5 Industry Sectors in Town are currently Health Care & Social Assistance; Professional, Science & Tech Services; Retail Trade; State Government; and Hospitality & Food Services as reported by CT DOL in 2019.

Labor Force

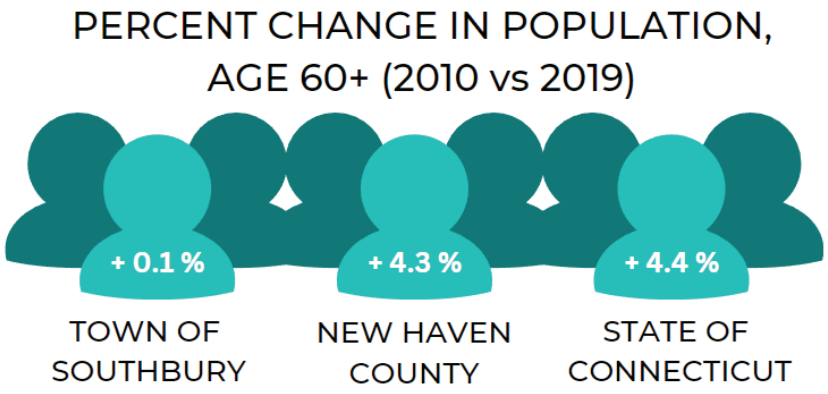
According to information in the Naugatuck Valley Regional Profile 2020 from NVCOG, 1,006 Southbury residents work in the Town, which is about 11.8 percent of the population. 1,845, or 21.7 percent, work outside of the Town but in the region. The larger percentage of residents, 5,658 or 66.5 percent, work outside the region.

Unemployment in 2022 reached 5.3 percent, comparable to the State's rate of 4.9 percent as reported in the Naugatuck Valley Corridor Economic Development District/Comprehensive Economic Development Strategy from June 2022. While this is up from 3.9 percent in 2020, it is still well below 7.0 percent where it was in 2012.

However, only about 44 percent of Southbury's residents, just over 8,500, were a part of the labor force in 2020. This is a lower percentage than the State and nearby towns due to a large retired segment of the population. Thirty-seven percent of the Town is 60 years of age or older.

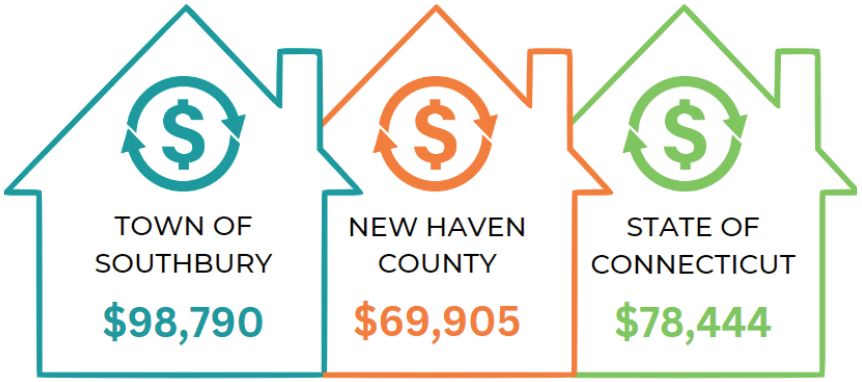
▼ Figure 10. Town, County, State Population age 60+, 2019

(Source: 2010 & 2019 ACS 5-Year Estimates)



▼ Figure 11. Town, County, State Median Household Income, 2019

(Source: 2010 & 2019 ACS 5-Year Estimates)



Economic Status of Residents

Southbury has a higher median household income than the State's average. According to 2015/2019 data from the American Community Survey (ACS), Southbury's Median Household income was $98,790 and the State's was $78,444. The buying power of the community is an economic driver for businesses.

Areas of Opportunity

Southbury's ideal location, with four exits off of I-84, will continue to provide ongoing interest from the commercial sector. The two large, Town-owned parcels, near exits 14 and 15 of I-84, are significant areas of opportunity for commercial or industrial development. Additionally, identifying areas in Town that could possibly support additional development should be considered, as it would help offset the burden of the residential taxpayer by providing for more commercial Grand List growth. A key component for future opportunity will be the ongoing streamlining and efficiencies with the Land Use and permitting process and, simultaneously, the education of developers on how to best prepare their applications to the Town.

Further, Arts and Culture, as well as Tourism and Agri-tourism, are additional areas of economic opportunity for the Town.

▼ Southbury Plaza



▼ Farmers Market



4

COMMUNITY INPUT



Town Hall Green

While updating this Plan, the Planning Commission solicited input from residents and local officials via a community survey (virtual and paper copies were available), workshops and meetings. Other Town boards, commissions, departments, and community groups were coordinated through a questionnaire, in-person meetings, and by forwarding information and soliciting feedback. The Planning Commission desired to learn more from each person's or group's perspective and gain insight on what issues, goals and strategies to pursue for the next ten-year cycle of the Plan.

Key Findings from Community Survey

The Town of Southbury solicited community input for the POCD update via an online survey. The SurveyMonkey survey platform was used. The survey was available through the Town's website from September through November 2021. A paper version of the survey was also available. A total of 1,563 survey responses were collected and analyzed. Key findings from the survey include:

- Survey respondents are pleased with the quality of life in the Town – 95 percent indicated quality of life in Town was either Good or Excellent.
- Seventy-three percent of respondents support preservation of open space as passive open space, while 76 percent support preservation for critical habitat areas.
- A majority of survey respondents feel that the Town has too few entertainment/cultural facilities and restaurants in Southbury (57 percent) which was similar to the 2011 community survey.
- There is a continued desire on the part of respondents to support and improve the education system (64 percent).
- Priorities for the next 10 years based on respondents indicating either a high or medium priority include: maintaining and improving existing roads (85 percent); preserving farmland and agriculture (80 percent); preserving undeveloped land for open space (78 percent); and providing more biking and walking amenities (70 percent).

For complete review of the community survey results, refer to Appendix C.

▼ Mural at Southbury Town Hall





CONSERVATION RELATED CHAPTERS

▲ Platt Farm Reserve

5

SMALL TOWN COMMUNITY SETTING & AESTHETICS



▲ Main Street South

Overview

There is no one right definition or description of Southbury. One resident's perception of what makes Southbury a special and unique community will vary from the next person. There are however identifiable factors that are heard over and over when residents discuss what they like about Southbury.

These factors that contribute to an individual's sense of Southbury include both the tangible and intangible. Tangible elements include local architecture, streetscapes, the quality of Town services and schools, the balance and mix of businesses and neighborhoods, and other factors. Intangible elements are subtle, perceived factors such as a sense of community, a small-town feel, pastoral views of open space and farms, and features that remind residents of Southbury's agricultural and rural roots. Many of these factors are addressed in this chapter and in other chapters of this Plan.

Overall, Southbury is a residential town with a friendly, small-town feel and a safe, clean atmosphere. Map 3 - Character Resources Plan depicts many of the elements that contribute to Southbury's uniqueness.

▼ Survey Results

Question 3: What makes living in Southbury special? Common answers focused on the Town's unique features, such as:

- **Quiet**
- **Rural feel but suburban quality**
- **Safe**
- **Convenient location**
- **Small businesses**

Direct quotes included:

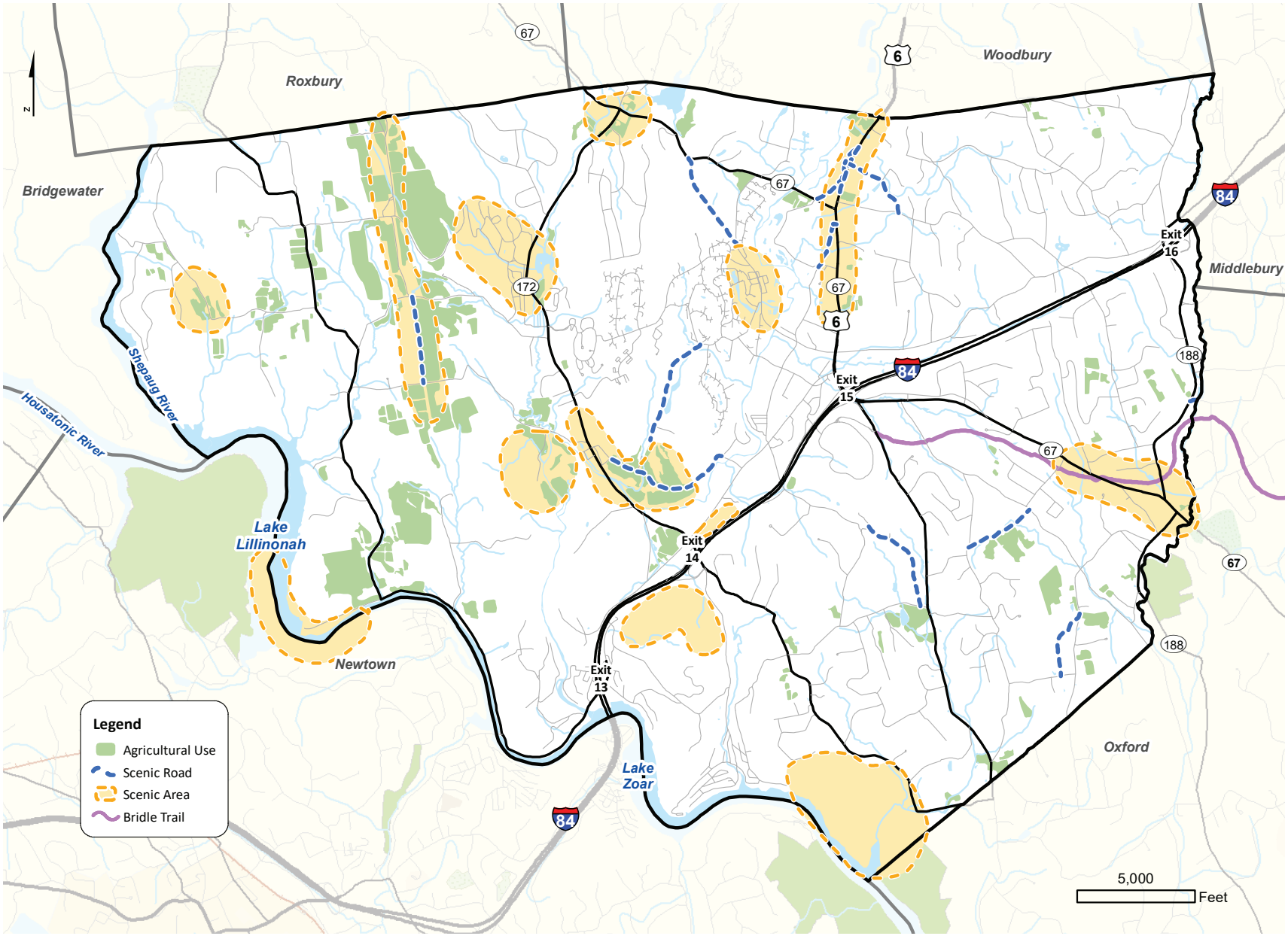
"A nice balance of keeping its New England charm but still providing stores so we can shop local"

"Safety of the town, kindness of its residents, quality and accessibility of shopping and most of all good schools"

"Quiet, convenient, small-town feel"

"Tight knit community with a strong emphasis on education"

▼ Map 3. Character Resources Plan



Inventory and Assessment

Rural, Small Town Feel

Predominantly low-density residential patterns combined with water bodies, scenic areas, farms, and open space contribute to Southbury's rural feel. The established local government contributes to the small-town feel of Southbury. The Town has retained a form of local government (Board of Selectmen) that is characteristic of smaller communities. The tradition of engaging volunteers (e.g., fire department, civic organizations) helps residents feel connected to their community.

Southbury has retained many of the physical features that are found in rural communities, such as stone walls and barns. Stone walls and barns are generally privately owned, leaving it up to the will of the property owner to maintain those features.

Southbury's country roads are routes and streets, whether arterials or local streets, which have scenic features important to the country setting of Southbury. It is up to the Town to preserve Town-owned narrow lanes and unpaved roads, with special attention toward the preservation of significant trees.

(See existing ordinance: "Scenic Road Designation")

The Planning Commission and others who work to preserve Southbury's rural nature should continue to work with Department of Public Works (DPW) and emergency officials to find ways to retain unpaved roads while still meeting safety needs. Generally, a well-constructed and well-maintained unpaved road can provide a safe means of access to residences while retaining its rural, scenic qualities.

Future changes in right-of-way, travel way, paving, alignment, drainage, and grade should be made with careful consideration for preserving stone walls, mature trees, and other features of scenic value. These considerations can apply to State, Town, and private improvements.

Southbury has a tool in place to preserve the scenic quality of local roads with its Scenic Road Ordinance. Designation of local Scenic Roads can help ensure that road improvements respect scenic qualities. The designation process involves petitioning the Town, securing majority support from property owners along the roadway, and documenting scenic features. Additionally, the road must be a Town road, be free of commercial development and intensive vehicle traffic, and meet at least one of the following criteria:

- It is unpaved.
- It is bordered by mature trees or stone walls.
- The traveled portion is no more than 20 feet in width.
- It offers scenic views.
- It blends naturally into the surrounding terrain.
- It parallels or crosses over brooks, streams, lakes, or ponds.

Farmland

Farmland provides views of open fields, historic farmhouses and barns, and farm animals – views that are appreciated by the community. Farming is also an important economic activity and a source of locally-grown food. Preserving farmland through acquisition or the purchase of development rights can preserve the scenic value and preserve agricultural soils for farming.

The most effective way to preserve farmland is to help the land remain in active use. However, as farmers retire, there is not always an interest by others in taking over the farm and the value of farmland for residential development can make it very attractive to sell farmland to developers. To continue Southbury's farming heritage, it will take an active effort to work with farmers to address challenges they may face and help market locally-grown products. The Town recognizes this and has established and supports the popular Southbury Farmers' market. It is also important to have farm-friendly zoning regulations that do not unduly restrict on-site sales and other farming activities.

Residents adjacent to farms can sometimes exert pressure on a town to restrict typical farming activities, due to odor or noise. A municipally-adopted "Right-to-Farm" ordinance can confirm that the Town does not consider farms to be a nuisance and set forth procedures for resolving disputes between farmers and neighbors. Southbury may wish to consider adopting such an ordinance.

Finally, when new housing is built next to a farm, the residential development should provide a buffer between the houses and the farm to reduce the potential for future conflicts or complaints.



▲ Platt Park

Sight

The visual environment is both natural and built. Farms, pastures, and wooded areas make significant contributions to the scenic and country environment of the Town. Building and site design can affect the visual appeal of the community. Outdoor illumination can trespass from one property to another and can cause sky-glow, contrary to the country and scenic nature of the Town. Southbury has embraced a "Dark Skies" approach through a Town ordinance, which seeks to reduce light pollution so residents can enjoy the night sky.

Hilltops and ridgelines are important elements of Southbury's rural nature and offer scenic vantage points. Clearing vegetation from ridges can impact the overall scenic quality in the Town. While municipalities cannot regulate development on hilltops and ridges, they can ensure that its zoning regulations do not allow large scale uses in these areas and can work with applicants to encourage them to clear as little vegetation as possible.

Historic Districts and Village District designations assure in some areas that building renovations and new buildings will be attractive and compatible with Town character. The design guidelines for Main Street South also provide clear guidance on appropriate and desirable building architecture and site layout. The Planning Commission should continue to apply the guidelines and update them as needed based on recent development trends. Southbury may establish a separate Design Review Committee which includes design experts to guide applicants and provide advice to the Planning Commission.

Tree-lined streetscapes enhance the identity of places in Southbury. The Historical Tree Restoration Committee works to maintain trees, adding to Southbury's streetscape. Their efforts should be encouraged in order to retain the visual appeal along many of Southbury's roads. The Planning Commission and other commissions can also provide guidance to land use applicants on proper measures to maintain and protect trees during construction and proper care and maintenance for newly planted trees.

▼ Old Town Hall Museum



Sound

Southbury generally has a quiet, suburban, residential noise level. Traffic sounds, especially near I-84 and other heavily traveled through-routes, are the primary source of higher levels of noise. Substantial hills, natural vegetation, and landscaping act as natural

sound barriers and should be preserved. Additional noise comes from activities outside of Southbury, in particular, the Waterbury-Oxford Airport and CPV Towantic Energy Center power plant. Airport expansions and increases in intensity should be monitored and any proposals to extend runways, change flight patterns or change operating hours (which would cause additional noise pollution to residential areas) should be monitored and opposed. The Town should also continue to monitor other noise generating activities that occur near the town border and impact Southbury's residents.

Community Spirit

Community spirit is exhibited in the pride residents and businesses feel in Southbury and their participation in local government, community groups, religious organizations, and events (see table for a listing of these groups).

Southbury is fortunate to maintain a tradition of volunteerism (e.g., Fire Department, EMS, Food Bank). It is important that this tradition continues and that volunteers are recognized for their efforts and contributions to the community.

The Town should continue to hold community events and support organizations that provide activities and events for the community (e.g., Southbury Celebration and Memorial Day Parade).

▼ Table 2. Town Boards, Commissions and Committees
(Partial List)

Board of Assessment Appeals
Board of Education
Board of Finance
Board of Selectmen
Conservation Commission
Economic Development Commission
Energy Task Force
Ethics Commission
Historic Buildings Commission
Historic District Commission
Historical Tree Restoration Committee
Inland Wetlands Commission
Investment Portfolio Oversight Committee
IT Steering Committee
Library Board
Local Emergency Planning Committee
Parks and Recreation Commission
Planning Commission
Senior Services Commission
South Britain Historic District Commission
Strategic Plan Commission
Water Pollution Control Authority
Zoning Board of Appeals
Zoning Commission

▼ Table 3. Other Associations and Civic Groups (Independent from Town, Partial List)

- American Legion Posts 147 and 204
- Arts Escape Inc.
- Bent of the River Audubon Center
- Friends of the Southbury Public Library, Inc.
- Heritage Village Ambulance Association
- Jewish Federation of Western CT
- Knights of Columbus, Council 5066
- Ladies' Auxiliary of the Southbury Volunteer Firemen's Association
- Pomperaug River Watershed Coalition
- S.M.A.R.T., Inc. (Southbury & Middlebury Acting Responsibly Together)
- Southbury Affordable Housing Alliance
- Southbury Ambulance Association
- Southbury Chamber of Commerce
- Southbury Democratic Town Committee
- Southbury Food Bank
- Southbury Garden Club
- Southbury Historical Society
- Southbury Land Trust
- Southbury Needy Fund
- Southbury Republican Town Committee
- Southbury Volunteer Firemen's Association
- Southbury Women's Club
- Sustainable Southbury
- Tribury Rotary
- Veterans of Foreign War Post 1607
- Whiskers Pet Rescue

▼ Table 4. Religious Organizations

- B'nai Israel Southbury
- Calvary Southbury
- Christ the Redeemer Church
- Christ the Savior Orthodox Church
- Church of the Epiphany
- First Church of Christ Scientist
- Midd-South Catholic
- South Britain Congregational Church
- St. James Lutheran Church
- The Church of Jesus Christ of Latter-Day Saints
- United Church of Christ



Memorial Day Parade

Small Town Community Setting and Aesthetics Program

Goals

- Preserve the tangible and intangible elements that contribute to Southbury's charm.
- Conserve remaining working farms as productive and economic farm units.
- Promote community spirit by engaging residents in the community.
- Identify and protect existing Historic Districts and neighborhoods.
- Promote Southbury as a sustainable community.

Policies

A. Protect features that contribute to our unique setting character including farms, historic resources, cultural assets, scenic views, natural features, trees, and open space.

B. Preserve scenic roads and unpaved roads.

C. Protect, preserve, and rebuild stone fences and walls on Town property or by regulation.

D. Encourage the continuation of farming.

E. Help expand the market for local produce.

F. Maintain a high standard for the design of buildings and streetscapes.

G. Encourage preservation of hilltops, ridgelines, and outcroppings.

H. Minimize the loss of mature trees.

I. Minimize noise and light pollution.

J. Encourage, recognize, and support community volunteers.

K. Promote special events and ongoing traditions in the community.

L. Continue to maintain appropriate buffers and transitions between land uses.

M. Ensure uses remain consistent with existing infrastructure.

Program Steps

1. Provide guidance to landowners on protecting and rebuilding stone fences and walls.
2. Continue to protect stone fences and walls during the development review process.
3. Ensure the Scenic Road Ordinance has adequate provisions to ensure that road improvements are reviewed for impact on the road character and that the ordinance is enforced.
4. Consider purchasing the development rights of farms (or encouraging the State to do so) in order to preserve working farms.
5. Adopt a Right-to-Farm Ordinance.
6. Work with the Zoning Commission to ensure that the zoning regulations are farm-friendly.

7. Require new residential subdivisions and residential planned developments to provide a buffer when located adjacent to farmland, scenic roads, commercial or residential uses.

8. Continue to provide for and support venues for selling farm products.

9. Enforce regulations to lessen the adverse effects of light and noise pollution from business and recreation activities near residential areas, including the Waterbury-Oxford Airport and the power plant in Oxford - CPV Towantic Energy Center.

10. Monitor improvement projects for the Interstate 84 corridor to ensure that the visual appeal and scenic views of the community from the corridor are maintained. Oppose any proposal for sound barriers and maintain the horizon line to the maximum extent possible. Any significant alteration of the horizon line by means of earth removal or re-grading should be avoided.

11. Update zoning and subdivision regulations to protect scenic ridgelines and hillsides.

12. Where possible, preserve ridgelines and hillsides as open space or obtain easements for protection of their scenic value.

13. Where protection is not possible, carefully review development applications on hilltops and ridgelines to minimize disturbances.

14. Continue to apply the Streetscape Plan for Main Street South (which includes the Main Street South Planning Guidelines), 2014 to development projects.

15. Consider extending design and streetscape guidelines to other parts of the Town.

16. Work with the Waterbury-Oxford Airport to help minimize air traffic and ground operation noise. Maintain contact with State regarding the airport to assure airport growth is controlled or limited, and that runways are not expanded to the detriment of residential areas.

17. Support the efforts of the Historical Tree Restoration Committee to preserve and enhance public trees.

18. Advise applicants on appropriate tree plantings and measures to preserve trees during and after construction.

19. Conduct follow-up evaluations on new development when construction is completed to ensure that new plantings comply with development approvals and maintenance bonds for two years after construction to ensure plantings are maintained.

20. Continue to hold community events on Town land.

21. Continue to support, recognize, and encourage volunteerism, including holding a recognition ceremony.

22. Maintain the Town's participation in the voluntary "Sustainable CT" program.

23. Analyze lighting needs at municipal facilities, for efficiency and to reduce unnecessary lighting.

24. Promote programs and land use policies that provide for community gardening and local food production.

25. Consider upgrading municipal properties and town vehicles with clean energy alternatives (e.g., electric vehicles).

26. Encourage businesses to implement andadopt sustainable solutions (e.g., electric vehicle charging stations), while keeping with the Town's aesthetics.

27. Communicate with Southbury Land Trust whenever a parcel of potential open space preservation is available.

28. Monitor any improvement projects or expansion of CPV Towantic Energy Center power plant as it affects Southbury.

▼ Waterbury-Oxford Airport



▼ Phillips Farm Preserve



▼ CPV Towantic Energy Center Power Plant in Oxford



6

NATURAL RESOURCES



▲ Pomperaug River at Ewald Park

Overview

Southbury's natural resources contribute to the visual appeal of the community, protect ground and surface water quality and quantity, provide for natural drainage systems, and provide habitat for a diverse range of wildlife.

While the protection of some natural resources is primarily regulated and enforced at the State and Federal levels, there are many steps that municipalities can take to avoid damage or mitigate. Given these important functions, maintenance of the quality of the environment through avoidance or mitigation of adverse impacts is an essential goal of the Plan.

Through the use of existing regulations, identification of existing resources, and future studies, the Town can maintain a visually and ecologically diverse environment throughout the community. By evaluating each project as it relates to its immediate and regional surroundings, Southbury can maintain a balance between existing natural resources and new development.

Survey results indicate the residents are generally pleased with the Town's efforts to date to protect natural resources. Such efforts should continue and new tools and regulations should be adopted as appropriate.

▼ Survey Results

Question 9: The Town is doing enough to protect:

Rivers & Streams
- Agree: 43.78%
- Disagree: 17.81%
- Neutral/No Opinion: 38.41%

Wetlands
- Agree: 41.72%
- Disagree: 13.2%
- Neutral/No Opinion: 45.08%

Lakes & Ponds
- Agree: 40.59%
- Disagree: 20.00%
- Neutral/No Opinion: 39.41%

Air Quality
- Agree: 38.24%
- Disagree: 17.03%
- Neutral/No Opinion: 44.73%

Ridgelines & Scenic Views
- Agree: 35.78%
- Disagree: 18.92%
- Neutral/No Opinion: 45.31%

Inventory and Assessment

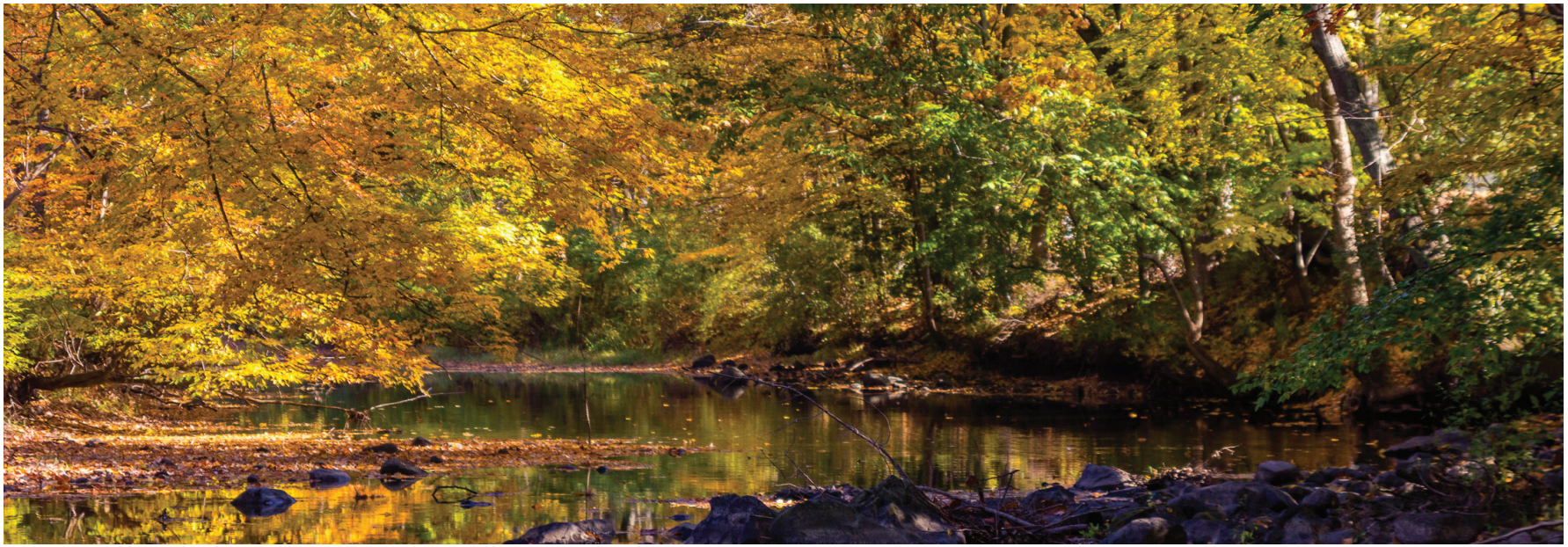
Land and Soils

Southbury's soils have directly affected historical development patterns and are reflected in our current Subdivision and Zoning Regulations.

Vacant land in the Town has remained undeveloped, to a large degree, due to the soils and topographical constraints. Many of the soils restrict the use of septic systems. The presence of bedrock and steep slopes adds to the development constraints. These soil and topographical conditions not only determine the type and density of development but may increase the cost of developing the land.

Adjustment of land uses and the intensity of use to fit the natural environment presents an opportunity to protect sensitive areas. Identifying and modifying development patterns that work within the existing soil and topographical conditions will enhance the visual appeal of the resulting development. Southbury's zoning respects the constraints imposed by soil conditions and topography. More rugged areas require large lot areas so that homes and on-site septic systems may be accommodated without undue disruption of the environment.

Southbury has a Soil Erosion and Sediment Control Ordinance to alleviate the adverse impact on the environment when land is developed. This Ordinance calls for an Erosion and Sedimentation Control Plan, which requires additional measures near other regulated areas and existing drainage basins, and may require additional protective requirements at the discretion of Town agencies and commissions.



▲ Ewald Park

Drainage and Flood Prone Areas

All of Southbury is within the Housatonic River Basin. Three principal watersheds, the Pomperaug River, Eight Mile Brook, and the Shepaug River, drain to the Housatonic River. These watersheds and their many tributary streams make up the Town's natural drainage system. Southbury has a long-standing policy of relying upon the natural drainage system to manage storm water. Inland Wetlands and Watercourses Regulations (State and Local), storm water management design approaches, and erosion and sedimentation control measures are the principal means whereby the natural drainage system is protected.

As more development occurs, more overland flow is created, often emptying onto streets or neighboring properties. Encouraging on-site infiltration can help reduce the amount of water that flows off of properties. Low Impact Development (LID) approaches can help accomplish this. LID generally means strategies to reduce the environmental impacts of development. The term is more commonly used to describe a storm water drainage strategy where natural processes are mimicked. This is a shift in approach from piping storm water off-site as quickly as possible to instead encouraging on-site infiltration using swales, rain gardens, reducing paved and impervious surfaces, and other measures. Low impact development can help Southbury accomplish a number of goals because it can protect water quality, reduce off-site impacts from runoff, and increase aquifer recharge.



▲ Janie Pierce Park

Flood-prone areas that pose the greatest threat to both people and property are classified by the Federal Emergency Management Agency (FEMA) as 100- and 500-year flood areas. The major rivers, the Housatonic and Shepaug, have limited flood areas in Southbury due to the steeper slopes along the riverbanks. Most flooding in the Town has occurred along the Pomperaug River.

Wetlands and Water Bodies

Wetlands and watercourses are habitats for wildlife and wetland plants. In addition to the Housatonic River, the Shepaug River, Eight Mile Brook, and the Pomperaug River, Southbury has a host of smaller brooks and streams which are important parts of the natural environment and drainage system. Examples include Lee Brook, Little Pootatuck Brook, Purchase Brook, and Bullet Hill Brook. Lake Zoar and Lake Lillinonah, which are impoundments behind hydroelectric power dams, are significant scenic and recreational features for Southbury and other communities.

Wetlands are often areas where the water table meets the surface and there is a high potential for introducing contaminants to groundwater. Wetlands also detain the flow of water, reducing downstream flooding potential.

These wetlands and water features, along with the areas adjacent to them, are regulated under the Town's Inland Wetlands and Watercourses Regulations. The State and Local Wetlands Regulations are administered by the Inland Wetlands Commission to protect both the function and quality of these water features.

Additional efforts to protect the water quality of wetlands and watercourses will also help to protect groundwater (as discussed further in the next chapter). Threats from underground storage tanks, malfunctioning septic systems, improper disposal of hazardous and medical waste, and the overuse of pesticides and fertilizers can all adversely affect water quality.

Water Quality Classification

The Connecticut Department of Energy and Environmental Protection (CTDEEP) has established water quality standards and classifications (see their website for details). The classifications and standards set goals for surface water and groundwater and indicate the types of uses allowed, among other purposes. Watercourses are rated based upon their use, potential use, and known or presumed quality:

- Surface waters: ratings are AA (highest quality), A and B.
- Groundwater: ratings are AA (highest quality), A, B, and C.

Plants and Animal Habitats

Southbury contains special habitat areas for a variety of plant and animal species. The unique plant and animal habitats identified on Map 4 - Natural Resources Plan are sites that have been recognized by the CTDEEP for one or more of the following:

- Known occurrences of State or Federal endangered or threatened species.
- State special concern species.
- Significant natural communities.

These areas are located throughout Southbury. Although specifics about these areas are not made public, their general location is available and the CTDEEP will release detailed information upon request. Projects proposed in proximity to these habitats need to be reviewed for their potential impact. The applicant and/or the Town should contact CTDEEP for additional information. Applicants should be encouraged to identify habitat early in the process so that habitat-friendly designs can be explored before preparing full site plans.

In order to better support plant species and our local ecosystem, the Town should engage in efforts to remove and stop supporting any invasive species.

Air Quality

Air pollution does not stop at boundaries and is mainly carried from larger metropolitan areas by the wind. The Town can take steps to reduce localized pollution, such as with an anti-idling ordinance and by encouraging the use of low or zero emissions vehicles for municipal and school purposes. Efforts to minimize traffic flow problem areas and encourage clean operating businesses and industries should continue. Southbury's dedication to our tree planting program should continue. These are the most effective ways in which the Town can do its share to improve local air quality.

The Town should also monitor other potential air pollution sources located outside of town that could affect Southbury's air quality, such as the Waterbury-Oxford Airport and the CPV Towantic Energy Center power plant in Oxford.

▼ Janie Pierce Park



Together, Maps 4, 5, and 6 are the Natural Resources and Water Quality Plans. These maps indicate areas that contain sensitive resources which warrant protection. The surface water and groundwater plans further indicate those areas that require careful consideration and monitoring by the Water Pollution Control Authority (WPCA) to ensure that surface water and our drinking water quality is protected and improved upon.

Map 4 - Natural Resources Plan
Resources for Preservation – Resources so important to environmental quality, public health, or character that alterations should be avoided to the extent feasible. Efforts at preservation are supported by partners, such as the Southbury Land Trust and Pomperaug River Watershed Coalition.

Resources for Conservation – Resources with important functions that can be maintained while compatible development takes place if such development occurs in an environmentally sensitive way.

Map 5 - Water Quality Plan – Surface Water
Continue to Protect – Classified as AA or A by CTDEEP. Goal is to maintain high water quality.

Monitor and Maintain – Classified as B by CTDEEP. Goal is to maintain the highest water quality possible for the area, given the presence of the wastewater treatment plant on Heritage Road.

Map 6 - Water Quality Plan – Groundwater
Protection Level 1 – Water quality is of utmost importance because these are community or public water supplies (aquifer protection zone and areas of high groundwater availability)

Protection Level 2 – Water quality is important because the land is located within the Pomperaug River Watershed and Pomperaug Aquifer.

Protection Level 3 – Water quality is important for individual wells.

Restore / Improve – Identified by CTDEEP as areas that might not meet AA or A standard.

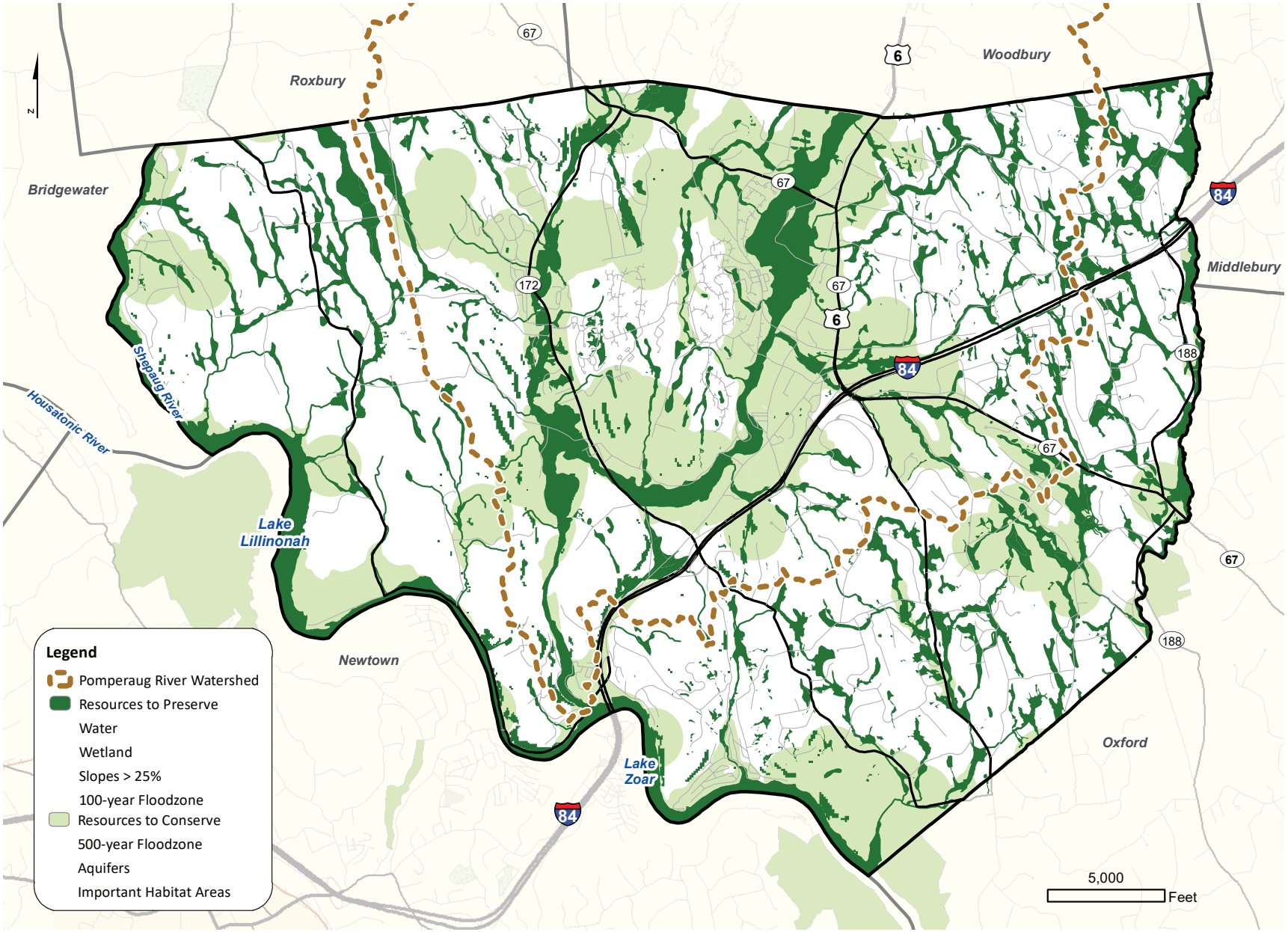


▲ Lake Lillinonah

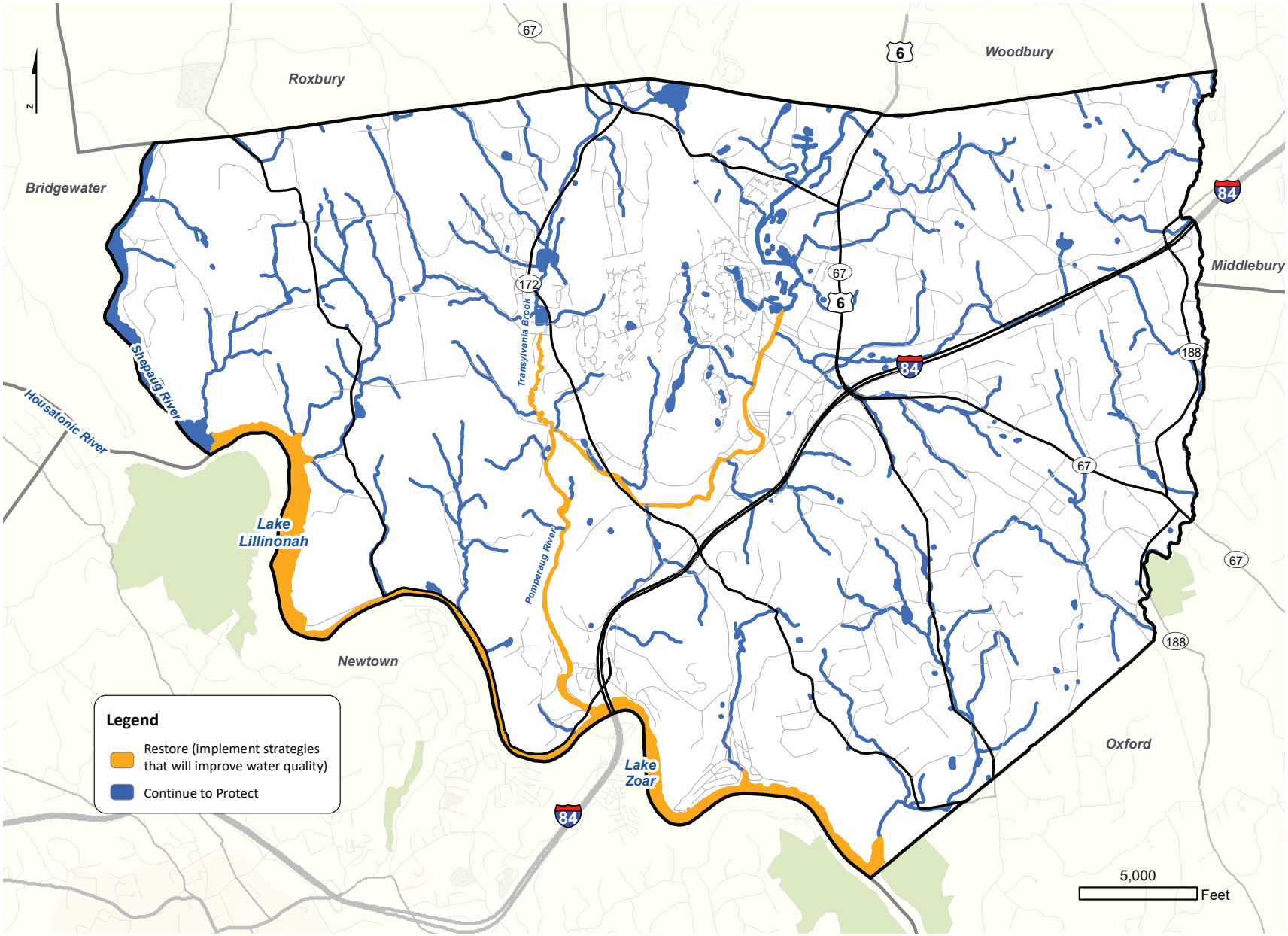


▲ Pomperaug River at George Bennett Park

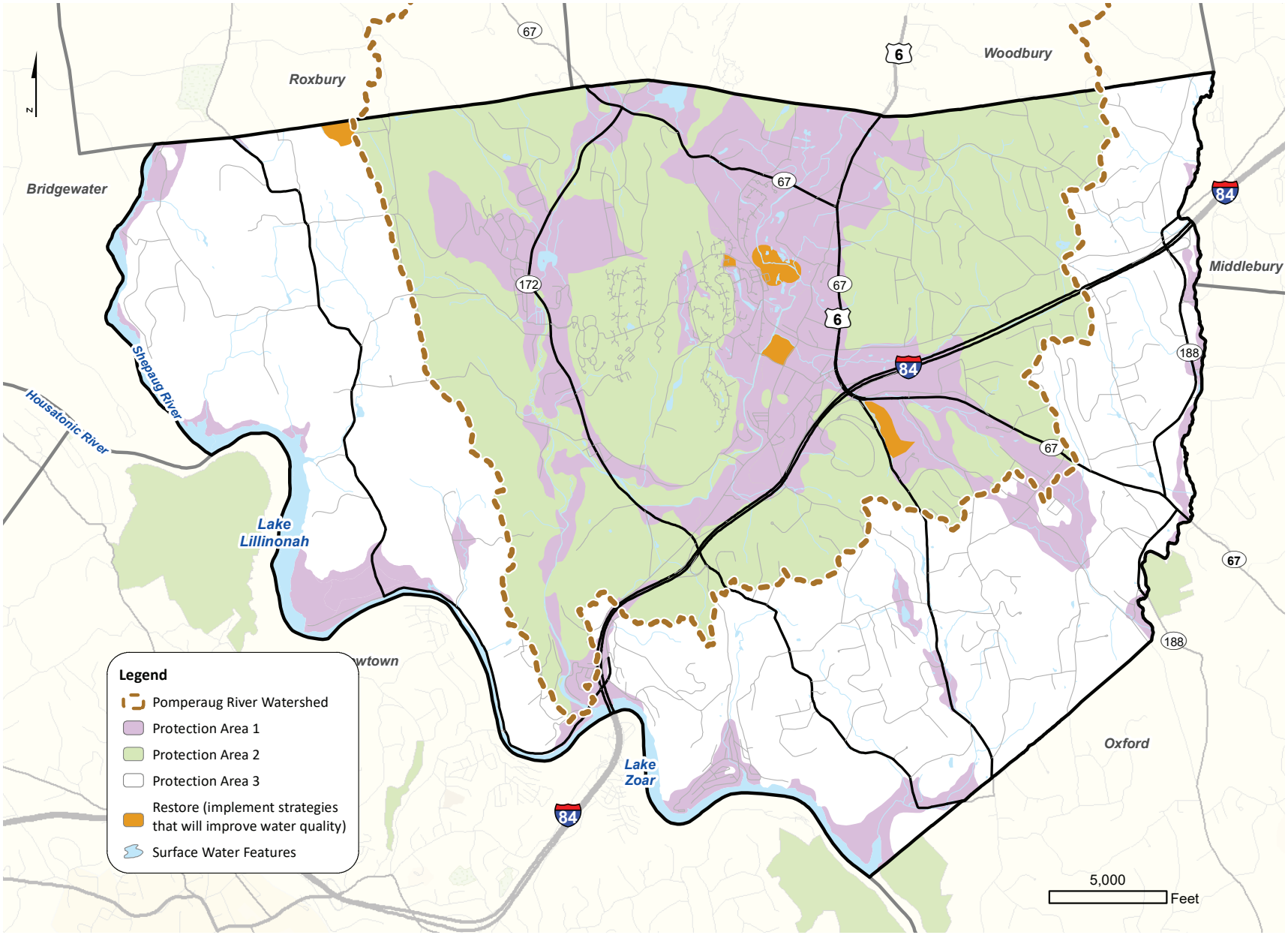
Map 4. Natural Resources Plan



▼ Map 5. Water Quality Plan – Surface Water



Map 6. Water Quality Plan - Groundwater



Natural Resources Program

Goals

- High-quality maintenance, in accordance with all State and Federal guidelines, of Southbury's unique natural and built environment. This maintenance will allow for the health and safety, the general welfare, and conservation of the scenic and special charm of the Town.
- Primary reliance on the natural drainage system for stormwater runoff in order to avoid costly constructed systems.
- Reduced risks to life and property by avoidance of construction in and occupancy of flood hazard areas and areas potentially impacted by water during extreme weather and high flow conditions and drought for sustainability.
- Maintain the sustainability of the Town's natural environment.

Policies

A. Update regulations to employ best practices for protecting natural resources.

B. Review each significant development project with regard to impacts (beneficial and adverse) upon the environment, achieving mitigation of adverse impacts and a reasonable balance among environmental, and to a lesser degree, social and economic values. Promote pervious surfaces for new development.

C. Work to comply with current statewide stormwater quality management regulations to the greatest extent possible.

D. Promote measures to reduce local air pollution.

E. Minimize the use of pesticides on municipal lands.

F. Encourage the planting of native species in municipal spaces to increase resilience and strengthen the local ecosystem.

G. Explore natural solutions to improve local water quality.

H. Continue to implement "Best Grounds Management Practices" utilized by various Town Departments in maintaining Town parks and properties to reduce adverse impacts to the environment and living things.

I. Reference the NVCOG Hazard Mitigation Plan (2021-2026 Southbury Update) to encourage land protection within natural hazard areas and discourage development or redevelopment within natural hazard areas.

J. Implement a municipal policy and practice of distributing educational materials on Low Impact Development (LID) practices to developers and contractors at the outset of the permitting process.

K. Adopt or revise regulations (Southbury Aquifer Protection Plan) to help protect the watershed, aquifer, source water, and riparian corridors.

Program Steps

1. Support local standards and criteria for the protection of the environment where appropriate to supplement State and Federal criteria and necessary to carry out a special local responsibility.
2. Adjust local land use development criteria to fit the natural capacity of the land, and existing infrastructure, recognizing both opportunities where there are slight limitations and constraints, and where there are moderate to severe limitations. This should include consideration of density standards consistent with the goals of the Plan.
3. Continue pre-application meetings to review ecologically sensitive areas and other areas of concern so that the applicant can address them prior to submission of a formal application.
4. Continue to require erosion and sedimentation control measures for all projects involving a land disturbance of ½ acre or greater. Attention to run-off and drainage is important.
5. Identify areas prone to drainage problems and consider decreasing the ½-acre threshold for erosion and sediment review in these areas.
6. Continue to ensure that mining and excavations do not impact natural resources.
7. Incorporate Low Impact Development (LID) techniques into land use regulations and Town projects.
8. Conduct drainage studies of flood-prone locations and of local areas, such as Main Street South, where land is committed to more intensive building development.
9. Continue to implement the NVCOG Hazard Mitigation Plan Update 2021-2026 (and as updated), which is consistent with the State's plan.
10. Continue strict administration of flood plain management ordinances and regulations and incorporate additional measures as necessary.
11. Continue careful administration of the wetlands and watercourse regulatory program.
12. Require the identification of unique wildlife habitat areas on site plans.
13. Encourage developers to incorporate habitat-friendly design elements.
14. Consider adopting regulations and standards to minimize the degradation of water quality from non-point discharges. Nonpoint source pollution occurs when runoff from rain and snowmelt carries pollutants into waterways such as rivers, streams, lakes, wetlands, and even groundwater.
15. Encourage residents and businesses to minimize the pollution potential from pesticides, fertilizers, household hazardous wastes, medical wastes (adhere to the Federal waste disposal program) and other pollutants.
16. Endorse clean commercial and industrial economic uses to lessen development impacts on air quality.
17. Identify preferred and allowable clean commercial and industrial economic uses.

18. Identify and minimize traffic congestion to help improve local air quality.
19. Support efforts to educate the community on the negative impacts excessive idling of motor vehicles has to air quality.
20. Utilize the State resources to monitor natural resources and wildlife (NRW) inventory.
21. Consider an alternative to using salt to melt snow on roads, or reduce the amount utilized to the greatest extent possible due to environmental impacts via runoff.
22. Identify watershed protection goals and review existing zoning and subdivision regulations for alignment with watershed goals, as referenced in the Pomperaug Watershed Based Plan (2018) by the Pomperaug River Watershed Coalition.
23. Encourage the use of low or zero emission vehicles for municipal and school purposes.
24. Promote pathways that are pesticide-free, maintain biodiversity and consist of native plants to provide nutrition and habitat for pollinators, and other wildlife.
25. Promote agricultural practices that increase soil fertility, biodiversity, water retention, and cleanliness, and soil carbon sequestration.
26. Continue to promote protective strategies for significant landforms and scenic views.
27. Encourage on-site infiltration using swales, rain gardens, reducing paved and impervious surfaces, and other measures.
28. Consider working with the State to address pollution of the Pomperaug and Housatonic Rivers and containments.



▲ Hidden Pond Park



▲ Shortts Field at Roxbury Road

7

POMPERAUG AQUIFER



▲ Pomperaug River at George Bennett Park

Overview

Aquifers are saturated geologic formations that can yield a sufficient quantity of water to serve as private and public water supplies. The Pomperaug Aquifer is a major source of water for the residents and businesses of Southbury and the region.

Protecting water quality and quantity are important goals for Southbury and the region. Specifically, it is important to:

- Protect the aquifer from contamination through appropriate regulations.
- Properly manage the water from the Aquifer so that it may continue to supply adequate amounts and a safe quality of water to those within the river watershed area.
- Manage and monitor, in coordination with other towns, the withdrawal of water from the Aquifer so that the flow of rivers and streams dependent upon the Aquifer is not reduced from agreed upon levels in order to maintain their environmental integrity.
- Analyze river and stream water flow and availability under most likely and worst-case conditions.
- Utilize the Water Pollution Control Authority (WPCA) for monitoring the quantity and quality of the Aquifer.



Pomperaug River at George Bennett Park



Pomperaug River at Bent of the River (Audubon Center)

Inventory and Assessment

Regional Nature of Aquifer

The Pomperaug Aquifer is the largest and the most important natural resource in the Town. Drinking water in Southbury is supplied solely from groundwater - by individual on-site wells and by water distribution systems relying upon wells. The Pomperaug Aquifer is a stratified drift aquifer consisting of gravel and sand with a high transmissivity rate. The Aquifer system consists of the entire Pomperaug River Watershed which feeds surface and groundwater. The supply of water in the stratified drift is recharged from rainfall, groundwater flow, and surface watercourses.

The Pomperaug River Watershed is 90 square miles and extends over eight towns: Bethlehem, Middlebury, Morris, Roxbury, Southbury, Washington, Watertown, and Woodbury. Southbury, Bethlehem, and Woodbury make up 83 percent of the total watershed area.

The usability and quality of the aquifer are determined by all of the communities in the watershed. The size of the watershed and the numerous communities within the recharge area make the future quality and usability of the Aquifer a regional responsibility. The regional issues within the watershed relate to population, avoidance of contaminants and pollutants, development, and withdrawal rates.

Water Quality

Increases in development will increase the amount of pollutants that can harm the quality of the Aquifer. The stratified drift Aquifer is highly susceptible to pollution. Salts and chemicals discharged to the surface of or into the highly permeable drift layer (and adjacent secondary layers) can impair or preclude the use of the resource for years, making a low salt usage standard important. Other potential sources of contamination are chemical or petroleum discharges from industrial or commercial operations. In addition, nitrates, and phosphates in effluent from septic systems, if discharged in excessive amounts (more than 400 gallons/acre/day) to the primary Aquifer layer, can degrade the system and are a health hazard.

There is no simple method of repair to remove contaminants, making prevention the most important strategy for protecting the Aquifer's water quality. The Connecticut Department of Energy and Environmental Protection (CTDEEP), the Housatonic Valley Health District, the Southbury Water Pollution Control Authority, the Connecticut Department of Transportation (CTDOT), the Public Utility Regulatory Agency (PURA), and the Pomperaug River Watershed Coalition all have roles in the protection of the Aquifer.

Water Quantity

The Pomperaug Aquifer serves both humans and nature's needs. Drinking water is drawn from the Aquifer, and the Aquifer supports the flow of brooks, streams, and rivers during times of low rainfall. The habitat for fish and other aquatic species is kept intact with the help of the base flow of water provided by the aquifer. Increases in the population mean more water will be taken from the Aquifer for residential and business needs.

While additional studies and monitoring are needed to develop a water budget that reasonably addresses drinking water and environmental needs, the State Water Plan details a general current conditions assessment and identifies pathways for digitizing important datasets that are fundamental to fine-tuning water budgets for basins Statewide.

The Connecticut Water Company (CWC) has developed a Low-Flow Operations Plan for its Heritage Village System; it identifies streamflow thresholds that prompt voluntary water conservation requests among residents and businesses throughout their service areas. The Pomperaug River Watershed Coalition has developed tools, such as a model drought ordinance, to help protect and manage water quantity. Water conservation and the reuse of water ("gray water") can also play important roles in protecting water supplies. Finally, increasing stormwater infiltration (such as Low Impact Development techniques) can help recharge the Aquifer.

The largest draws from the Pomperaug Aquifer are the public water supply wells that include Connecticut Water Company's Heritage Village System that provides drinking water to areas of Southbury, Middlebury, and Oxford; Aquarion Water Company that serves an area of Woodbury; and the Watertown Fire District that delivers drinking water from wells near the Nonnewaug to the area of Watertown around Taft School. Water delivered from the Pomperaug Watershed to areas of Watertown, Middlebury, and Oxford is called "out of basin transfers," as that water does not return to the withdrawal source. Diversion of water reduces the recharge of groundwater and can lead to capacity reductions of the Aquifer. A water budget should be developed to consider the safe level of diversions for the Pomperaug Aquifer, especially under drought conditions and in consideration for approval of facilities with high volume water use needs like in the case of CPV Towantic Energy Center power plant in Oxford.

While water quality can be monitored and assessed, it is more difficult to accurately assess the future availability of an adequate amount of water. Because of the uncertainty as to whether the Aquifer can meet future demand and whether the new interconnection will indeed reduce reliance on the Aquifer, it is critical to continue to preserve the quality of the water supply, carefully allocate it using conservative assumptions, and monitor and limit additional withdrawals as required. Further studies to determine the capacity of the Aquifer and ongoing monitoring of withdrawals are necessary. Southbury should remain involved in Regional and State discussions regarding water withdrawal amounts and allocations.

Recent Studies

The *Connecticut State Water Plan (2019)* provides a framework of policy recommendations that address water quality and water quantity concerns made after assessing the current conditions of subregional drainage basins across Connecticut. The Pomperaug Basin is noted as an example of a basin on the tipping point of change. Maps in the SWP show that under average conditions and typical summer conditions, the Pomperaug River Basin can likely satisfy its instream and out-of-stream needs (requiring ~55 to 65 percent

of naturally occurring water). However, the basin summary sheet for the Pomperaug Basin suggests that during significant drought conditions (similar to 2016), the out-of-stream needs amount to ~80 percent of available water, and there would not be enough remaining water expected to satisfy instream needs. While the basin is currently able to satisfy all needs in the basin, documentation from USGS shows there are potential future impacts from land use change. There is extensive data collection in this area and some existing basin models to aid in future management. A policy encouraging conservation (Section 5.2.3.3) and investigating the possibility of activating an existing interconnection (Section 5.2.3.10) could help meet needs as the basin changes in the future.*

Pomperaug Watershed Based Plan (2018) details strategies to mitigate stream impairments associated with high levels of bacteria which impact recreational uses of some segments of the Pomperaug River and its tributaries. Recommendations within the Plan are focused broadly on reducing the volume of stormwater runoff by creating places for it to infiltrate into the soil and aquifer. Vegetation and soils naturally remove and filter pollutants like bacteria and nutrients that are carried by stormwater runoff from upland areas to nearby bodies of water (rivers, streams, lakes, ponds, wetlands). The Plan introduces site-specific conceptual designs for areas where certain types of Low Impact Development and/or Green Infrastructure practices could be implemented as retrofits. Implementation of the same helps address water quality and water quantity concerns.

*The interconnection referenced has been activated and links the Connecticut Water Company's Heritage Village System to the Connecticut Water's Central Water System in Middlebury.



▲ Pomperaug River at Flood Bridge Road



▲ Pomperaug River at Poverty Road

Pomperaug Aquifer Program

Goals

- Conservative development and use of the Pomperaug Aquifer for the benefit of residents of Southbury and other towns within the recharge watershed.
- Protection of the quality of water in the Aquifer to assure long-term usability.
- Management of the quantity of water in the Aquifer, including the amount that is exported from the Aquifer watershed, such that sufficient supply within Southbury is available and guaranteed over the long term.

Policies

A. Maintain continuous review of all development projects occurring on or near the primary and secondary recharge layers of the Aquifer for the avoidance of sources of pollution.

B. Avoid an average daily rate of septic tank effluent discharge to the primary recharge area in excess of 400 gallons per acre per day.

C. Cooperate with Water Companies, State, Regional and Local water authorities, and other towns in the Pomperaug Watershed Aquifer recharge and watershed area in the sound management and use of the resource.

D. Preclude the introduction of any major non-residential water user that would usurp supply needed by current and future residents.

E. Reduce water use through conservation and re-use.

F. To help recharge the Aquifer encourage landowners to increase the amount of storm water infiltration and work with applicants for new development to design their sites for maximum infiltration.

G. Remain engaged in the activities of the Pomperaug River Watershed Coalition, the Southbury Water Pollution Control Authority, Connecticut Water Company, and State regulatory agencies.

H. Continue to manage watersheds and seasonal variations affecting water quality.

I. Encourage the education of residents and businesses on water conservation, especially when local low-flow thresholds are reached or when the State advises / declares drought in the region through the Town's website and other communication methods.

J. Utilize the Water Pollution Control Authority (WPCA) and Pomperaug River Watershed Coalition (PRWC) for the implementation of these goals.

K. Encourage the regular maintenance and pumping of residential septic systems.

Program Steps

1. Identify types of land uses and building occupancies that pose a possible compromise to the quality of the Pomperaug Aquifer with a view to regulating or prohibiting such uses and occupancies.

2. Review the potential benefits of changes to road and curbing standards with the goal of reducing the amount and concentration of stormwater runoff.

3. Maintain a land use and water quality monitoring program, for existing uses and changes in occupancy, with regard to potential sources of toxic and hazardous substances that could degrade or contaminate the Aquifer.

4. Work with appropriate State agencies and local representatives to State government with a view: (a) to recognizing local, long-term water supply needs, (b) maintaining the recharge versus draw balance in the Aquifer, and (c) limiting and budgeting the export of water from the Aquifer recharge area.

5. Work directly with State and Local active organizations, i.e., Pomperaug River Watershed Coalition, the Housatonic Valley Health District, and Water Pollution Control Authority, to help monitor and protect water quality.

6. Encourage the use of available mapping technology and data to monitor harmful uses within both the watershed and the sensitive Aquifer primary recharge areas.

7. Keep the Town website updated with links to information about water conservation, drought information, and status.

8. Promote the recycling of water (use of "gray water"), where allowed by the State.

9. Consider adopting a drought restriction ordinance that integrates the Town's water utility drought plans with the State drought plan, potentially in collaboration with nearby towns.

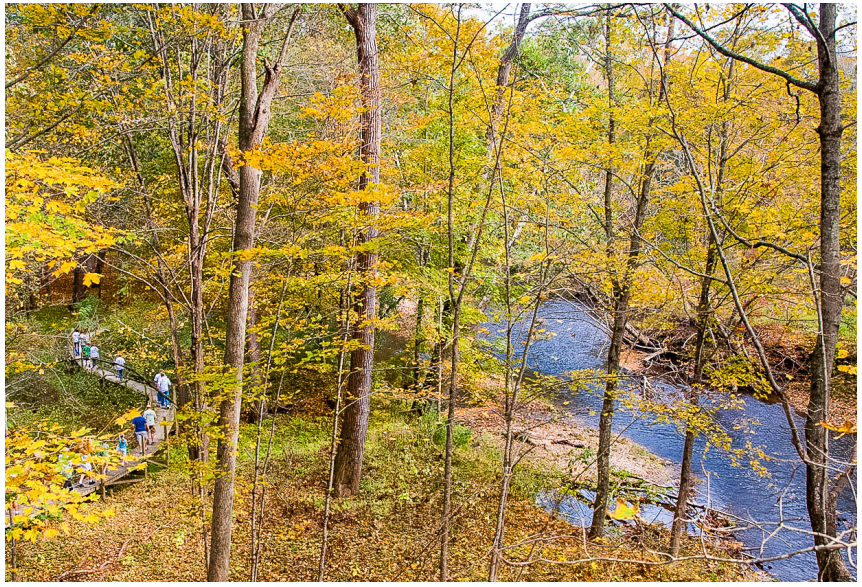
10. Annually review Aquifer withdrawal and groundwater discharge data and participate in permit reviews.

11. Stay involved in regional discussions on prioritizing water uses and encourage the creation of a Regional Water Allocation Plan.

12. Refer to the Connecticut Water Company's Pomperaug River Low-Flow Operations Plan to manage the Low Flow period between July 1 and October 31 in order to take pressure off of the Pomperaug River and Aquifer.

13. Partner with local organizations on responsible water usage education workshops, and identifying and disseminating educational materials, targeted at local businesses and/or residents in the Town.

14. Identify areas of land with significant groundwater recharge, in coordination with local organizations, in order to preserve water quality and quantity in the Aquifer.



▲ Pomperaug River at Bent of the River (Audubon Center)



8

OPEN SPACE & GREENWAYS

▲ Southford Falls

Overview

An essential and desirable characteristic of Southbury is founded on open space. Southbury's open areas and farms reflect the Town's rural and country background. The community character of Southbury depends on the green areas surrounding residential neighborhoods and providing a buffer from more developed parts of the Town. Large spaces kept open or used for passive and active recreation are integral to the overall nature of the Town. Farms also provide an open feel to the landscape (and are discussed in more detail in Chapter 5).

Open space provides additional benefits to the community. It shapes development patterns by preserving land for parks and other recreational uses. It complements and can be used to expand the existing park system and provides greenways between town parks and individual neighborhoods. It conserves natural areas and animal habitats by protecting forests, wetlands, watercourses, and water supply areas. It can protect public welfare by providing flood water storage. Preservation of open land enhances air quality by allowing for natural filtration. Open space provides fiscal and economic benefits to the community by limiting intense development of land.

For all these reasons, preserving open space is an important goal for Southbury and an essential component of this Plan. As the Town continues to evolve in the future, open space goals should be updated and budgeted for to continue to reflect those supported by Town administration and the community. Particular attention should be given to the vast acreage at the Southbury Training School.

Open Space: Any open piece of land set aside for preserving natural communities, protecting water quality, providing outdoor recreation, and offering green spaces for all residents. Parcels can be undeveloped or have no buildings or other built structures, and/or is accessible to the public.

Protected Open Space: Open Space Land that is permanently protected from development by deed restrictions or other techniques.

Unprotected or Perceived Open Space: Open Space Land that functions as open space today, but could be developed or used for another purpose in the future.

Greenway: A corridor of undeveloped land, often intended to preserve natural features, provide linear trails, connect destinations, and/or support migration of wildlife throughout the landscape.



▲ Ballantine Park Playground

Inventory and Assessment

Of the approximate 25,700 acres of land in Southbury, 21.1 percent is permanently preserved as open space. Another 2.9 percent of land is considered Unprotected open space, which currently provides open space benefits, but could one day be developed (it does not include vacant land intended for development).

▼ Table 5. Protected Open Space

Space	Acres
Town of Southbury	1,397
State of Connecticut	1,148
Southbury Land Trust	919
Private Open Space	672
State of Connecticut (STS Farmland)	806
Conservation Easements	496
Total Acreage	**5,438**
Percentage of Town Land	**21.1%**

▼ Table 6. Unprotected Open Space

Space	Acres
Golf Courses	228
Cemeteries	18
Wildlife and Game Preserve	96
Town of Southbury	88
Easements	311
Total Acreage	**741**
Percentage of Town Land	**2.9%**

This Plan supports the existing long-range goal of preserving 25 percent of Southbury's land as permanent open space by the year 2035. Regardless of how this percentage goal of preserving open space may change in the future, future open space acquisitions should focus on preserving those areas with important natural features that warrant protection, preserving lands that enhance the rural aesthetic, and/or connecting parcels with the existing open space network which may also support a greenway.

According to the Community Survey conducted for this Plan update in late 2021, respondents still support preserving undeveloped land for open space as well as farmland and other agricultural uses. The Town should provide information to residents about the environmental, aesthetic, and financial benefits of open space and should periodically validate the goals are still appropriate. Ultimately, continued public support and funding are critical in determining how much land Southbury will protect and what role this land will play in defining the community.

▼ Survey Results

Question 8: What kinds of open space should the town prioritize over the next 10 years?

Passive Open Space
- High Priority: 37.56%
- Medium Priority: 35.89%
- Low Priority, but worthwhile: 21.95%
- No Priority, not worthwhile: 4.6%

Critical Habitat Areas
- High Priority: 45.91%
- Medium Priority: 29.97%
- Low Priority, but worthwhile: 18.62%
- No Priority, not worthwhile: 5.5%

Farmlands
- High Priority: 26.86%
- Medium Priority: 35.48%
- Low Priority, but worthwhile: 29.38%
- No Priority, not worthwhile: 8.27%

"I would like to keep as much open space/farmland as possible"

"Keeping the large open fields of the Southbury Training School undeveloped – some for farming & some for festivals, large town gatherings"

"Entry to open space and parkland from town center would be desirable for walkers"

"Would love to see a bike/walking path near the river"

When acquisition opportunities arise, often a community must act quickly to purchase land. This makes it important to have funding available for purchases. In some cases, it might be more appropriate for other entities to acquire the land for open space. Thus, the Town should also continue to support open space preservation efforts by others, such as the Southbury Land Trust. There may also be times when techniques other than a Town purchase (e.g., conservation easements) can meet open space preservation goals.

In addition, the Town should review the long-term prospects of Unprotected Open Space and develop an overall vision and plan, factoring in all the goals enumerated in this document. Occasionally, the Town has seen open space turned into undesired development. Therefore, the underlying zoning should be examined.

Greenways

Greenways are an important coordinating element for the open space plan by interconnecting conservation, open space, and recreation areas. They can:

- Enhance the value of existing open space areas.
- Provide new opportunities for recreational use.
- Contribute to the enjoyment and quality of life for residents.
- Provide environmental benefits such as the protection of water bodies and wildlife corridors.
- Allow residents to safely access community amenities.
- Provide education benefits.

Portions of a greenway might consist of paths that can be used for walking, cycling, cross-country skiing, or horseback riding. This would increase the accessibility of the entire open space system to the Town's residents and greatly add to its recreational use.

The Planning Commission considers the creation of greenways along the Pomperaug River and the Housatonic River as major elements in the Open Space and Greenways Plan (Map 7).

Maintenance of Existing Open Space

Finally, open space must be properly managed to ensure that the land meets its intended function, whether for passive recreation, scenic value, wildlife habitat, agriculture, or other functions. The Town should continue to designate funding for the maintenance of existing open space, but often additional resources are needed. Many communities have successfully maintained open space with volunteer "friends of" groups that can fundraise, promote the Town's open space, and provide hands-on maintenance.

Public Act 490

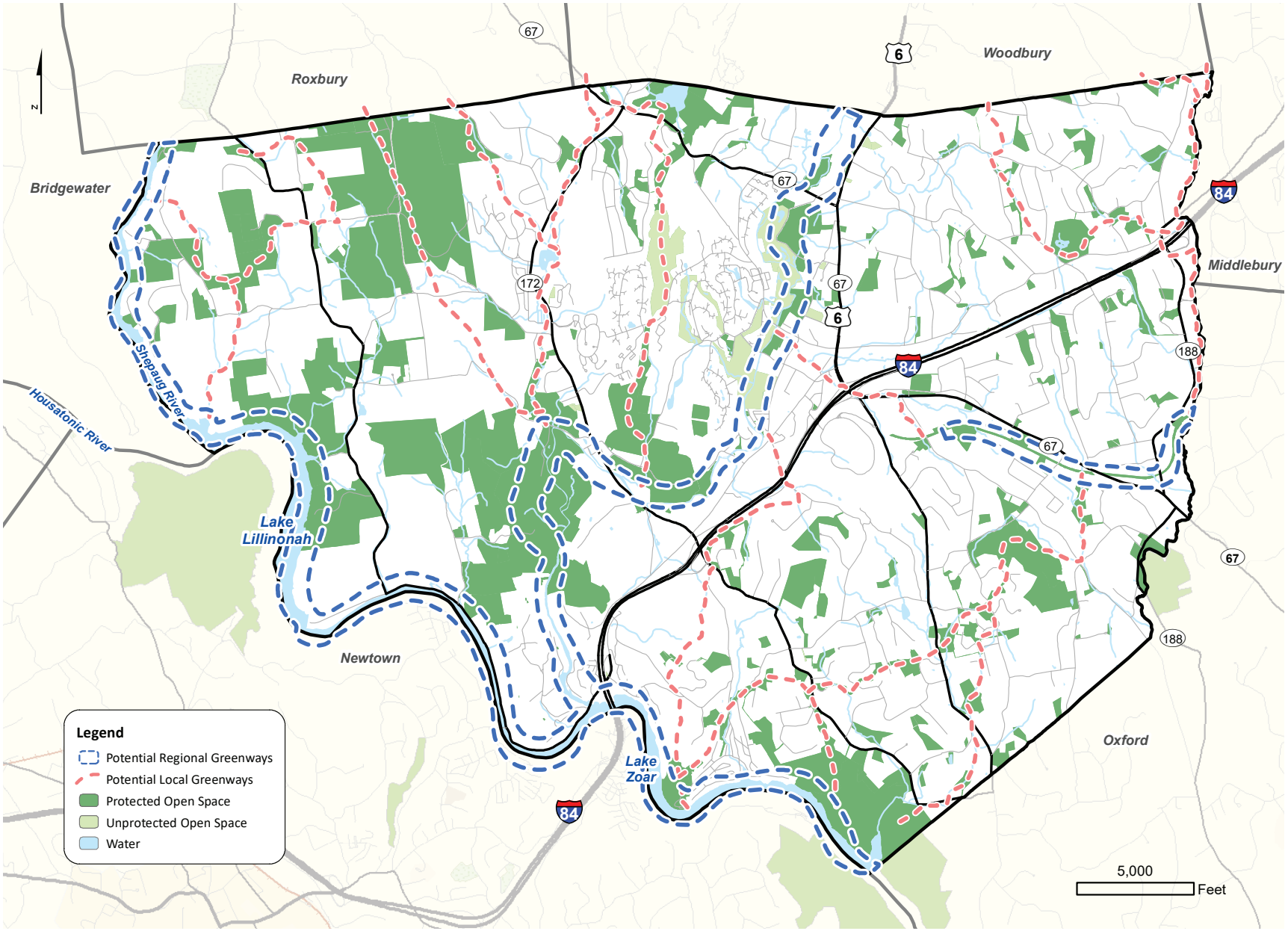
The Public Act 490 (PA-490) program allows a town to assess land based upon its current use, i.e., as farm, forest, or open space land. This reduces the assessment value of the property as well as the resulting tax burden for a ten-year period. By reducing the cost of land ownership, the program helps alleviate short-term development pressure. Despite the reduction in taxes, municipalities receive long-term fiscal benefits from this program since such undeveloped land provides more in taxes than it receives in services.

The PA-490 program does not permanently preserve open space. The landowner can develop after the ten-year period rather than renew the reduced tax assessment or can even develop the land during the ten-year period by paying a penalty. Rather, PA-490 promotes land ownership strategies that enhance the perception of open space in Southbury. It also "buys time" for public and private entities to develop and implement strategies for purchasing key properties to be preserved as open space.

A POCD must outline eligibility for the PA-490 open space program. Southbury's open space assessment criteria apply to all parcels and tracts of land in the Town that are subject to property taxation, except that the following properties are not eligible:

1. Land located in a Residential/Corporate Park, Business, Designed Business, Marine Business, Industrial or Public Utility District on the Zoning Map of the Town of Southbury.
2. Land located in any other District on the Zoning Map wherein the primary permitted use is for commercial or industrial purposes, but not including as an exception land therein that may be classified as farm or forest land.
3. Any lot or parcel of land located in a Residence R-30A District on said Zoning Map and occupied in any part for multiple dwelling purposes.
4. All building lots and portions of building lots shown on an approved Record Subdivision Map that are less than 10 acres.

Map 7. Open Space and Greenway Plan



5. Any other lot, parcel or tract containing more than one dwelling unit which is less than 10 acres.

6. Any other lot, parcel or tract, or portion thereof, containing building development or non-open space usage, such as but not limited to commercial development outside of business and industrial districts, authorized earth removal operations, and public utility substations.

These criteria are a continuation of the criteria adopted in the 1976 Plan of Development.



▲ Lakeside Park



▲ Community House Park



▲ Ballantine Park

Open Space Program

Goals

- Preserve 25 percent of Southbury's land as permanent open space by the year 2035.
- Conserve existing unprotected open space areas that are vital for open space functions supported by the community.
- Conserve sites and areas that support the appearance and theme of an open land, rural community.
- Continue to create a permanent open space network in which individual parcels of open space, greenbelts, trails, and natural areas collectively form a cohesive green system.
- Continue the system of stewardship of Town-owned open space which includes monitoring, observation of boundaries, and maintenance as appropriate.

Refer to p. 5-5 for goals, policies, and program steps related to farmland.

Policies

A. Evaluate and encourage public support for continued open space preservation and acquisition in alignment with POCD goals.

B. Consider alternative forms and patterns of development to protect natural and scenic resources.

C. Give priority consideration to acquiring land that (1) protects an aquifer, (2) contains a scenic ridge top, hillside, or view from road, (3) protects a river or significant stream, (4) preserves farmland, (5) protects historic or archeological areas, (6) preserves land suitable for active and passive forms of recreation, or (7) preserves significant wildlife habitat or (8) adds/preserves trees or stone walls.

D. Seek to link open space areas in order to create greenways capable of providing a greater variety of active and passive use opportunities for the Town's residents.

E. Seek to permanently preserve unprotected open space in alignment with POCD goals.

F. Utilize greenways as a means of conserving rural scenery along roadways and interrupting continuous patterns of development.

G. Provide Town resources and encourage public involvement to maintain open space stewardship.

H. Update and maintain a Town Open Space Plan and Inventory.

I. Continue to monitor our permanent open space goals versus total "perceived" open space.

J. Continue to work with partners such as the Southbury Land Trust and NGOs and / or other entities on potential acquisitions of open space and encourage philanthropic donations from residents to further this work.

K. Seek to legally protect municipally owned open space against future development where appropriate.

Program Steps

1. Conserve open space areas so as to meet and exceed Town open space goals.
2. Continue research, based on the recommendations of the Southbury Rural Preservation Advisory Committee, to prioritize open space locations.
3. Continue to designate a minimum amount of 15 percent open space in all subdivisions or collect funds where dedication is not possible to meet Town open space goals.
4. Promote and inform residents about the long-term economic benefit of open space in addition to the other basic reasons for open space preservation.
5. Assure that the Town maintains a dedicated open space fund.
6. Monitor and annually report on the use of open space funds.
7. Support increasing municipal funds for open space acquisition.
8. Continue to pursue other open space preservation techniques such as "rights of first refusal" for significant parcels, purchase of development rights (especially for agricultural uses) deed restrictions, and cooperative efforts with other organizations.
9. Support and encourage other organizations seeking to preserve and protect open space and the surrounding area including Southbury Land Trust, State of Connecticut, and Pomperaug River Watershed Coalition, Nature Conservancy, and others.
10. Determine appropriate zoning for areas that provide open space benefits but are not protected open space (i.e., the "perceived" open space).
11. Support and encourage the creation of greenways along the Pomperaug River and Housatonic River to enhance recreational opportunities and habitat functions as well as flood mitigation.
12. Create an inventory of existing trails and establish a system of monitoring and maintenance as a key element in connecting open space and recreation areas into an integrated system.
13. Continue to work with the State of Connecticut to develop all public trails, including blue trails (water), on their lands in Southbury.
14. Promote "friends-of" groups or other volunteer groups to be active stewards of open space and publicly recognize their accomplishments.
15. Maintain the Public Act 490 program.
16. Educate property owners as to their eligibility for PA-490 designation, a Town tax incentive program, which can detain the flow of open land into the development market.
17. Examine permanent open space in conjunction with total open space in order to confirm the permanent open space goal as a feasible target.

18. Review existing municipally owned properties to ensure that they are protected in perpetuity, and continue to do so for new parcels (e.g., Southbury Land Trust).

19. Pursue or support projects to improve open space parcels (i.e., improving habitat, improving access, etc.). Also monitor illegal dumping and motorized traffic use in open space parcels.

20. Maintain Southbury's community garden(s) and provide opportunities for residents to engage in local farming, gardening, or other forms of horticulture or plant cultivation.

21. Engage in resource management planning of open space, greenbelts, and conservation easements.



▲ Dog Park

9

HISTORIC RESOURCES



▲ Historic Village of South Britain

Overview

Historic preservation aims to protect, rehabilitate, and restore historically and culturally significant resources. Past efforts and results have shown that this is an important priority for the community.

Southbury's efforts to preserve its past are visible and many areas with historical significance have been preserved. Maintaining these culturally and visually significant areas adds to the distinctive character of the Town and provides a source of community pride.

Southbury is designated a Certified Local Government (CLG) by The State Historic Preservation Office. This recognizes that the Town has sufficient historic preservation infrastructure and resources to enable access to certain grants. Participants include Historic Districts, Historical Society, Land Trust, and Historic Buildings Commission.

Inventory and Assessment

The following table lists historic resources in Southbury that have a Local, State, or National Historic Designation. They are also identified on Map 8 - Historic Resources Plan. Everything on the National Historic Registry is automatically on the State list (but not vice versa). All Historic District Properties are automatically on the State list.

(Note that John Dwyer, the Municipal Historian, has compiled a database of historic sites in Town).

▼ Survey Results

Question 10: The Town...

Is doing enough to protect historic resources in town

- Agree: 44.58%
- Disagree: 18.18%
- Neutral/No Opinion:37.24%

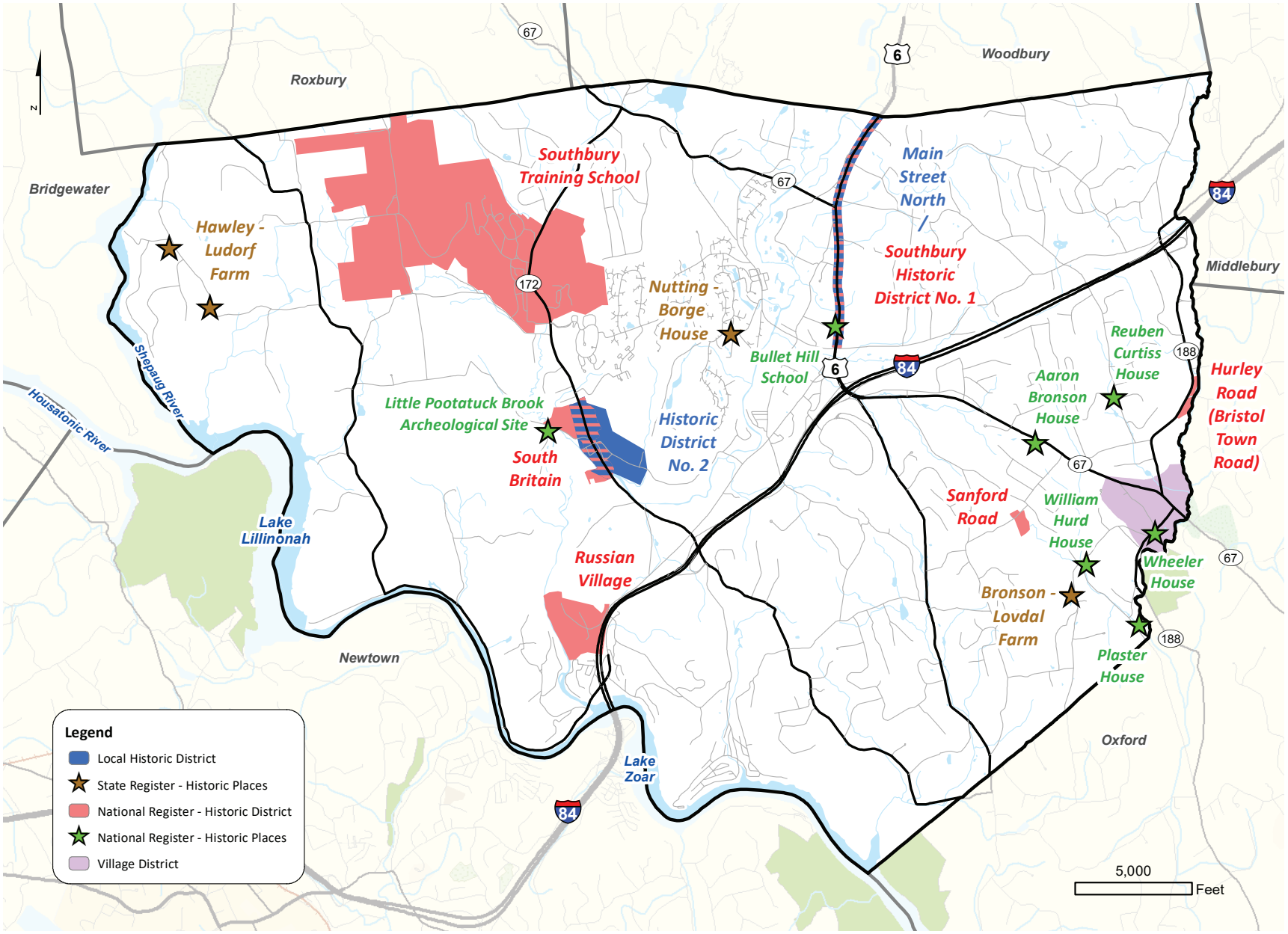
Should create additional local historic resources

- Agree: 52.35%
- Disagree: 11.91%
- Neutral/No Opinion: 35.74%



▲ South Britain Public Library

Map 8. Historic Resources Plan



What are the Effects of Historic Designations?
Listing on the National and State Registers generally provides recognition and some limited protection. The National and State Designations affect activities involving Federal and/or State funding and may prevent unreasonable destruction of important resources.

Pursuant to the Connecticut Environmental Policy Act, citizens can intervene in the proposed demolition of structures listed on the National Register of Historic Places and State Register of Historic Places.

Local Historic District designations afford the highest level of protection. The local Historic District commission is given the authority to regulate the construction and demolition of structures and the alteration of architectural features.

Southbury uses a number of techniques to protect historic resources, including the establishment of Historic Districts and Village Districts, adopting a Demolition Delay Ordinance, and providing adaptive reuse incentives. The table on p. 9-4 elaborates on these and other effective techniques for preserving Southbury's historic resources.

While ownership by a government or a historic preservation entity provides the strongest level of protection, ownership is often not practical or desirable for many reasons. Private owners can face many challenges to maintaining a historic building, whether used for a home or office. In fact, Southbury has seen some of its older buildings fall into disrepair.

Challenges include the expense of making repairs and updating structures to meet modern needs. Incentives (such as tax abatements or zoning relief) can make it more attractive and viable to own and maintain historic buildings. An initial approach, especially for properties in disrepair, might be for the Town or Historical Society to reach out to the owners to hear first-hand about their challenges.

Public education plays an important role for any technique to be successful and have public support. Education includes inventorying and promoting the historic buildings and structures in Southbury and educating owners of historic resources about preservation options, techniques, and resources.



▲ Bullet Hill School

▼ Table 7. Historic Districts

	National*	State**	Local
Historic District 1 (Main St. North)	●	●	●
Historic District 2 (South Britain)		●	●
Hurley Road	●	●	
Russian Village	●	●	
Sanford Road	●	●	
South Britain (National designation)	●	●	
Southbury Training School	●	●	

*As listed in the National Register of Historic Places.
** As listed on the State Register of Historic Places.

▼ Table 8. Historic Places

	National*	State**
Aaron Bronson House	●	●
Bronson Lovdal Farm		●
Bullet Hill School	●	●
Hawley-Ludorf Farm		●
Little Pootatuck Brook Archeological Site	●	●
Nutting Borge House		●
Plaster House	●	●
Reuben Curtiss House	●	●
Wheeler House	●	●
William Hurd House	●	●

▼ Table 9. Historic Preservation Techniques

Technique	Benefits	Constraints
Ownership by Government or Preservation Entity	Provides strongest protection. Can allow for public use (e.g., museum, events, etc).	Requires public funds for acquisition and maintenance.
Responsible Private Ownership or Stewardship	Does not require public funding. Keeps structure in active use.	Relies upon the private property owner for upkeep with little if any town control. Likely no public access.
National Register of Historic Places	Recognized by most people. Can increase pride and property values. Establishes eligibility for some state and federal programs. May prevent unreasonable destruction.	Largely ceremonial. Provides little direct protection.
State Register of Historic Places	Recognized by some people. Can increase pride and property values. May prevent unreasonable destruction.	Largely ceremonial. Provides little direct protection.
Local Historic Districts	Can provide significant protection. Requires consensus of property owners. Specific regulations govern development, changes to structures.	Regulatory program that can create controversy at time of adoption or for specific proposals. It may place land use decisions in the hands of a non-land use planning entity.
Village Districts	Can provide significant protection. A zoning commission can establish specific regulations. Does not require consensus of landowners to adopt zone.	May be most appropriate in business areas only. Requires commission to get involved in aesthetic issues.
Adaptive Reuse / Use Incentives	Keeps resources in private ownership and in active use.	May not be appropriate in all areas. Delicate balance of incentive versus public benefit.
Demolition Delay	Allows time to investigate alternatives to demolition or to document structure prior to demolition.	Town and historic preservationists must be prepared to act during the delay or else the delay may be viewed as unwarranted.

Historic Resources Program

Goals

- Identify and conserve buildings, landscapes, and places of historic significance for the purpose of promoting the educational, cultural, economic and general welfare of the Town and supporting the character of Southbury as a whole.
- Encourage and support Federal, State and Local proposals and efforts to preserve Historic Sites and Structures, especially in Historic Districts, including the Southbury Training School and sites listed on The State Historic Register; also consider the Southbury Historical Architectural Resources Survey.
- Continue to promote historical assets of the Town to help enhance economic viability of the Town.

Policies

A. Promote responsible ownership and stewardship of historic buildings.

B. Encourage educational programs that explain the important contributions made by historic buildings and sites.

C. Encourage educational programs that explain ways to preserve historic buildings and sites and stone walls.

D. Encourage nomination of local sites for the National Register of Historic Places and the State Register of Historic Places.

E. Encourage formation of new local Historic Districts and expansion of existing districts where there is a consensus among property owners.

F. Encourage and support the identification and preservation of historical trees in the community by the Historical Tree Committee.

G. Encourage designating roads with historical significance with a special designation.

H. Adopt a policy to harden/protect existing critical facilities and important cultural resources that are located in vulnerable areas.

Program Steps

1. Continue to survey, identify and research Southbury's historic and cultural resources, including buildings and places of historic interest which reflect the Town's heritage. Delineate action steps required to sustain long-term viability of these resources. Update the Cultural Resources Inventory.

2. Support activities and programs that conserve historic resources and make wise use of existing buildings and sites.

3. Support the expansion of or designation of new Historic Districts, including the expansion of the boundaries for Historic District Number 1 that may provide further support for conservation of the Bullet Hill-White Oaks area and the Civil War cemetery.

4. Consider establishing a "Local Register of Historic Places."

5. Consider adopting additional Village Districts (as authorized by State Statutes) where desirable to protect historic resources.
6. Continue to provide incentives and adopt new incentives to retain significant historical structures, including adaptive reuse where appropriate.
7. Assist the owners of historic buildings with finding funding for improvements and restoration.
8. Maintain the Demolition Delay Ordinance as a technique to investigate alternatives to demolition and update the ordinance as needed to enhance protection. Consider increasing the delay to up to 180 days.
9. Monitor the condition of those historic resources that have fallen into disrepair and establish communication with the owners to discuss options.
10. Consider adopting a blight ordinance and/or re-establishing the Blight Solutions Committee.
11. Review the impact of each development project upon the integrity of historic buildings, places, trees, and areas.
12. Strongly support at the national, State and local levels further protection of the Southbury Training School through historic preservation methods.
13. Consider adding a Village District designation to the two current Historic Districts.
14. Support enactment of a Town Ordinance authorized by State Statute SB-114 "Act establishing a property tax program to encourage the preservation of historic agricultural structures"
15. Maintain dialogue and interaction with Certified Local Government groups as a valuable resource.
16. Consider a program to create and expand roadside markers and signage of historic places and events to heighten awareness and interface with community residents.
17. Support the promotion and education of owners of historic homes on how to manage their historic building(s) sustainably through Town sponsored or hosted educational workshops or programs.
18. Continue and consider expanding the promotion of historical assets through multiple channels and in cooperation with partner organizations.



▲ Ludorf Barn



DEVELOPMENT RELATED CHAPTERS

▲ Heritage Village

10

COMMUNITY STRUCTURE



▲ Concert on Southbury Green

Overview

"Community Structure" refers to the physical organization of Southbury. Community Structure:

- Influences how people perceive and understand the community.
- Enhances community attributes.
- Contributes to a community's unique identity.
- Helps guide land use regulations and decisions.

People identify most strongly with areas that have a "sense of place;" one knows when they have arrived in the "place." Often these areas are "nodes"— distinct areas with notable character such as villages and town centers.

Southbury's structure is depicted on Map 9 - Community Structure Plan on p. 10-3.

Inventory and Assessment

Certain areas in Southbury require special attention, or strategic planning, because of their role or location in the community's structure, and will be discussed in more detail in Chapter 11, Special Places. These primary areas are:

The **Southbury Training School** property, which covers over 1,600 acres along the western hills of Southbury, along Route 172, off of exit 14 of I-84.

Southbury Center, which includes Main Street South, a street-scaped district of business and municipal buildings running a mile, parallel to I-84, between exits 14 and 15, and the Heritage Village Green area, located just to the north of Main Street South and west of Main Street North.

Southford, a neighborhood village of small scale commercial services and residential areas, along Route 67, that serves as a gateway from adjacent Oxford.

South Britain, off I-84's exit 14 and north on Route 172, is both a local and national Historic District, and once served as the original commercial center of Southbury.

Strongtown, off I-84's exit 16, including Route 188, which has future growth potential with the expanding nearby Waterbury-Oxford Airport.

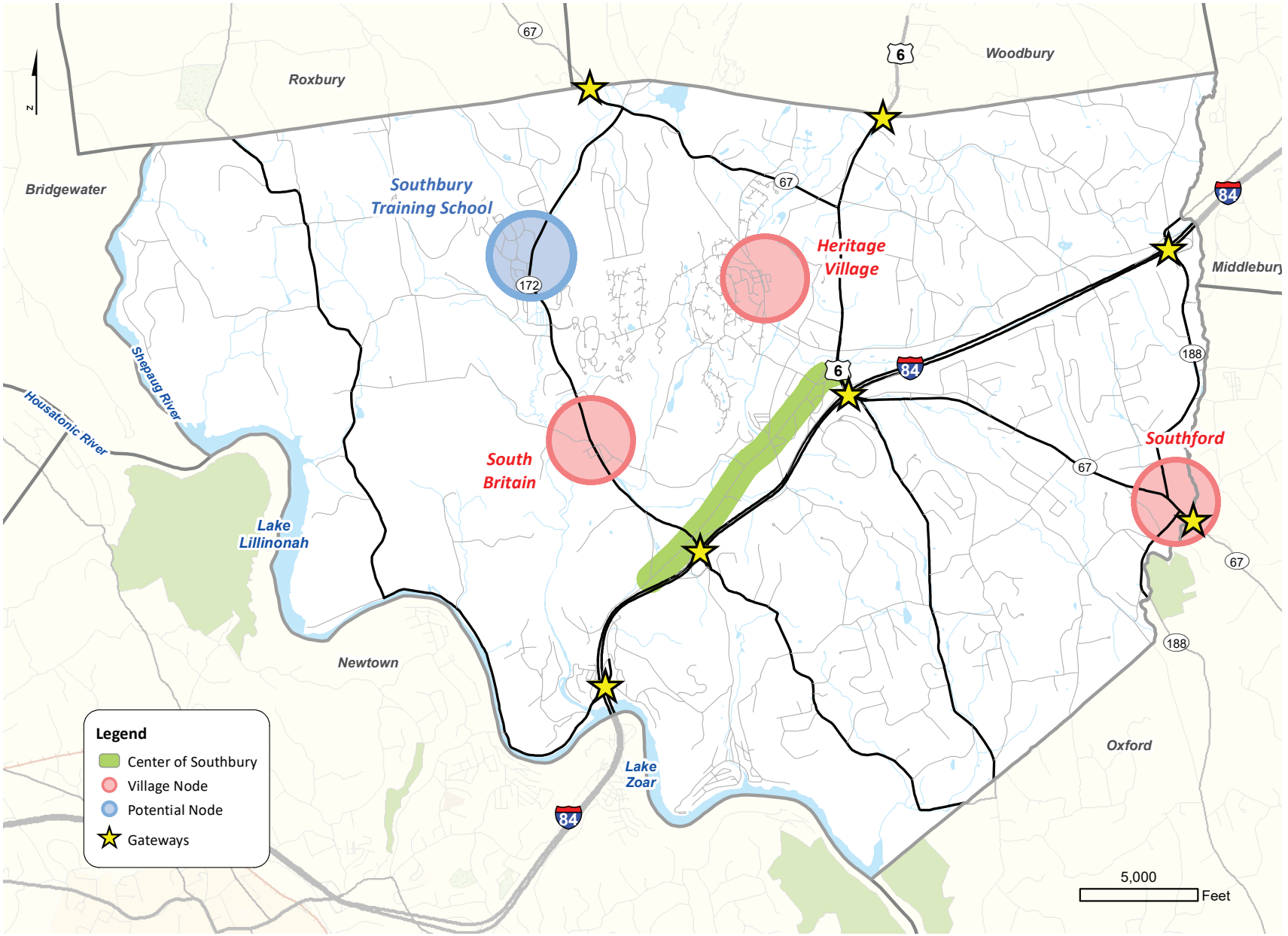
Like many communities, prominent components of Southbury's structure were established hundreds of years ago, with historic settlements resulting in what one would call a village or node today.

The development of **Heritage Village** in the late 1960s enhanced Southbury's structure by adding a village green and a mixture of uses around or near the green. This created a distinct and identifiable node or "place" that people recognized then and today as "Heritage Village."

In addition to the primary areas discussed above, there are several pockets or nodes that contribute to the unique fabric of the Town which includes the following:

The **Berkshires** were once considered a summer colony and comprised of over 4,000 small individual lots of 25x100 feet. Today property owners are able to combine several of these lots to create a building lot.

Map 9. Community Structure Plan



Lakeside is a small community along Lake Zoar which is known as the lifeblood of this area. This residential area is home to Southbury's marina and VFW.

The **Russian Village** is a small self-contained community located on a heavily wooded hillside bounded by I-84, and the Pomperaug River. The area contains seasonal cottages and modern houses. The area consists of three named roads none of which are through roads.

The **Purchase** and **Cedarland** are among some of the other neighborhoods that contribute to the community's unique identity.

More recently, through planning, the Town has ensured that its core commercial area (Main Street South) has developed in a manner that creates a distinct sense of place. Despite the presence of "chain" establishments, the streetscape, architecture, and arrangement of buildings are uniquely Southbury.

This sense of structure and place should be preserved and enhanced as the community continues to grow. The Town has employed tools such as Historic District designations and the adoption of a Village District to help protect the appearance of some of Southbury's nodes. Other protection measures include design review, zoning patterns that support appropriate village-style development, and careful review of any proposed upgrades or improvements to roads in these special areas. Many of the policies and program steps contained throughout this Plan will help preserve Southbury's community structure.

Gateways into Southbury are often the first impression that people have of the community. It is important that the Town's gateways are maintained, are attractive and convey a positive image of the community.



▲ Lakeside Marina



▲ Russian Village

Community Structure Program

Goals

- Preserve and enhance the sense of place in the Town Center and in our villages which make Southbury a unique community.
- Maintain the current pattern of development with core villages and outlying rural neighborhoods.
- Preserve unique attributes of neighborhoods, which make up the fabric of the Town.

Policies

A. Maintain Southbury Center and the Heritage "Village Green" as the Centers of the community.

B. Preserve the village and historic nature of South Britain and Southford.

C. Ensure that community gateways convey Southbury's unique fabric.

D. Monitor the expansion of I-84, increased traffic levels, and potential increase in noise produced and consider all options available to the Town to mitigate.

Program Steps

1. Implement the plans for Southbury Center, Southford, and Strongtown and update as needed (see Chapter 11 for details).
2. Look for opportunities to provide welcome signs at gateways, as appropriate.
3. Preserve the quality of Southbury by maintaining lower emissions and noise levels from I-84. Consider a study of plantings that may provide a border at thoroughfares.
4. Exit 14 Gateway:
   - Preserve the appearance by ensuring that development at this highly visible location adds to the gateway impression.
   - Encourage the buffering of the commuter parking lot.
   - Consider expansion of streetscape as part of the State's DOT reconfiguration of Exit 14.
5. Exit 15 Gateway:
   - Maintain and enhance the landscaped center island.
   - Coordinate with CTDOT to ensure that interstate signage and plantings are compatible.
   - Encourage improvements to the appearance of Southbury Plaza as viewed from I-84 and the exit ramp.
   - Encourage the buffering of the commuter parking lot.
6. Exit 16 Gateway:
   - Improve plantings, berms and buffering as viewed from I-84.
   - Encourage improvements to the back sides of businesses and outside storage that can be seen from this gateway.
7. Route 6 Gateway from Woodbury:
   - Maintain the existing historic and country feel of the area.

- Monitor proposed developments in Woodbury that might impact the gateway.

8. For the Route 67 Gateway from Oxford, encourage the improvement of the overall appearance as one enters Southbury by:
   - Implementing the recommendations in the 2006 Plan of Conservation and Development for Southford.
   - Adding buffering and improving plantings.
9. Monitor with the State DOT any expansion plans for I-84, as any additional emissions or traffic noise will become a deficit for the town. Consider forming a task force to look into the effects of such an expansion and to address any such impacts.



Main Street South

11

SPECIAL PLACES



▲ Kettletown State Park

Overview

Certain areas in Southbury require additional attention because of their role in Community Structure (see Chapter 10) or because the pressures faced in the future require well-thought-out strategies. This Chapter summarizes plans prepared for these special places and outlines goals, policies and program steps to protect and enhance:

- Southbury Training School property
- Southbury Center
- Southford
- South Britain
- Strongtown

Southbury Training School

The future of the Southbury Training School and grounds is a delicate yet important issue that the Town has been considering and planning for over the last 10 years. Building the school, which houses individuals with developmental disabilities on over 1,600 acres, began in the 1930s. At its peak, it was home to approximately 1,800 residents. In the 1980s, the State stopped accepting new residents and today a few hundred residents remain, according to State officials. The site includes over one hundred buildings, of which, many have been closed.

The grounds cover six percent of total land in Southbury. 920 acres are designated in perpetuity for agricultural use and monitored by the Southbury Land Trust. The rolling hills, open farmland, and historic buildings provide a unique setting in Southbury. In fact, the School is listed as a Historic District on the National Register of Historic Places. Changes on this site will greatly affect the Town in many ways including the Town's infrastructure (roads, sewer, water, etc.).

This Plan does not take a position on whether the school should close. The Town is very sensitive to the fact that the School has been home to its residents for many years and that the State expects to continue to provide a home here for the current residents into the foreseeable future. However, the State and Town must begin preparing for the eventual closure and the State has taken some initial steps. The School had provided its own fire and ambulance services and sewage treatment but these responsibilities have been transferred to the Town.

When State land is disposed of, other State agencies have the right of first refusal, followed by the Town. If neither the State nor the Town wishes to obtain the land, the site can be sold to a private entity. The land is currently zoned for R-60 and R-80 (houses on 1.5 to two-acre lots). If sold to a private entity, the Town could see a large number of houses built here.

In 2018, a Future Use Study was prepared and adapted to take a proactive approach in the future of the Southbury Training School property. The study outlines the next steps the Town can take to ensure the property aligns with the community's vision. The study resulted in the following recommended uses; Senior Rental Housing, Agriculture, Institutional, Passive Recreation, Active Recreation, Solar Panels, Veteran Support Services, Municipal Use, etc.

[See *2018 Future Use Study*]

Southbury Training School Program

Goals

- Take a proactive approach in working with the State and residents so that the future use of the Southbury Training School is in the best interest of the Town.
- Ensure that the future use of the land and buildings at the Southbury Training School will reflect the Town's history, meet community needs, provide community amenities, and preserve the site's agricultural and natural and historic resources.
- Work with the State and community to encourage affordable housing at the Southbury Training School campus.

Policies

A. Ensure that the recommendations and strategies of the 2018 Southbury Training School Future Use Study are followed during the planning period as the process continues to evolve.

B. Ensure that the Town is a part of all discussions and decisions by the State about the future use and disposition of the land at the Southbury Training School.

C. Continue to involve Southbury residents in planning for the future of the Southbury Training School.

Program Steps

1. Continue to implement the strategies of the Southbury Training School Future Use Study as listed below:

   a. Modify zoning regulations to align with Future Use Study.

   b. Develop a property subdivision plan.

   c. Continue ongoing environmental remediation and building upgrades.

   d. Conduct an assessment of Town facilities to determine needs and feasibility for relocation of Southbury municipal offices to Training School.

   e. Conduct a fiscal impact analysis for any proposed Town use of the STS campus.

   f. Conduct a building reuse and programming assessment.

   g. Apply for a State Open Space Grant or work with a non-profit organization such as the Southbury Land Trust or Nature Conservancy to purchase the land surrounding Lake Stibbs.

   h. Conduct a market assessment and community needs assessment for athletic fields and recreational facilities.

▼ Southbury Training School



Southbury Center: Main Street South and Heritage Village Green

Southbury Center includes Main Street South and the Heritage Village Green area, which collectively serve as Southbury's "Town Center." Since most civic and commercial services are found in this area, Southbury Center plays an important role for virtually all town residents.

Three plans and a study have been prepared for this area:

- Streetscape Plan for Main Street South (which includes the Main Street South Planning Guidelines), 2014
- Pedestrian Safety Study, 2022
- Southbury Center Plan (Main Street South and Heritage Village Green), 1994
- Main Street South Corridor Management Plan, 2002

These Plans are incorporated by reference in this POCD and are summarized here.

The 2014 Streetscape Plan for Main Street South is a program which details and elaborates on features of the Plan of Conservation and Development pertaining to the Southbury Center Area. The Streetscape Plan primarily addresses the appropriate treatment of the right-of-way of Main Street South, approximately from the intersection of Main Street South/ Ct Rt. 6/67 thru the intersection of Rt 172 (South Britain Road), to the Ichabod Road bridge over Interstate 84, and the frontage portions of lots abutting the right-of-way. The intent of the Streetscape Plan is to provide a guide for implementation of goals and policy of the Comprehensive Plan.

In 2022, a focused Pedestrian Safety Study was conducted and adopted by the Planning Commission. See Chapter 15 Circulation for more information on this study.

The 1994 Southbury Center Plan provides detailed guidance on land use, circulation, building development, site design, landscaping, streetscapes, and other facets. The Plan applies to three subareas:

- Main Street South from Route 67 to Route 172.
- Heritage Village Green retail and commercial area.
- Bullet Hill – White Oak area.

The Plan also includes very detailed guidelines for site layout for Main Street South.

These Plans contain guidelines and principles that are still relevant nearly 30-plus years later. In light of recent development trends and patterns, the current design standards should be reviewed. As new site plans are proposed for development on Main Street South and any other commercial or industrial zones, the guidelines and standards that identify preferred location and visibility of parking should be reviewed and refreshed as appropriate to reduce the visibility of vehicles that could detract from the overall site appearance and efficiency of vehicle and pedestrian flow on-site.

The Corridor Management Plan recommends specific roadway and streetscape improvements. The Town should continue to implement the recommendations as funding allows.

Southbury Center: Main Street South and Heritage Village Green Program

Goals

- Maintain the Southbury Center Area as a civic and business hub, while preserving the area's charm and natural features, enhancing the appearance of the streetscape, landscape, and buildings, and expanding safe pedestrian opportunities.

Policies

A. Preserve the wooded hillsides that constitute the horizon line enclosing the Southbury Center Area.

B. Create a gateway to all Southbury Center Areas by linking them with sidewalks or paths.

C. Utilize land in the area so as to conserve important natural features and their useful natural functions.

D. Avoid expansion of the commercial zones beyond existing boundaries.

E. Avoid a concentration of development that would result in environmental or aesthetic degradation.

F. Preserve the designated historic areas and resources.

G. Provide for the proper location of land uses such that their spatial relationship promotes (i) compatibility among differing uses, (ii) efficiency in regards to infrastructure and traffic movement, (iii) ample space for expansion, and (iv) overall design goals for the Center Area.

H. Provide for economic development that is of an appropriate scale to the Town and neighboring towns while ensuring that town services are not over-burdened and the Center Goals are not compromised.

I. Continue development of this area as the primary location of Southbury's community and cultural facilities and services so that there is a common and convenient center of activity for support of the community as a whole.

J. Provide a safe environment for pedestrians and bicyclists, with attention to traffic control and pedestrian crossings, as outlined in the 2022 Pedestrian Safety Study.

K. Continue to implement the policies in the Plans related to aesthetics (signs, architecture, etc.)

L. For Heritage Village Green, encourage:

- Maintenance of the area for the comfort and convenience of the neighborhood residents and visitors.
- Retention of the size and scope of the Green and enhance it as an open space and managed landscape.
- That when changes occur, they are compatible with the natural environment and the unique, low-key and non-intensive character of this residential community.

Program Steps

1. Continue to implement the Plans for this area.
2. Update the Southbury Center Plan, 1994 and the Main Street South Corridor Management Plan, 2002 to account for new development, on-site infrastructure improvements and other changes over the last 20 years. Encourage opportunities where the placement and visibility of parking areas may improve curb appeal.
3. Encourage landowners to undertake aesthetic improvements.
4. Ensure that actions by the Town are consistent with the Goals and Policies.
5. Maintain the streetscape, including sidewalks and crosswalks, for aesthetics and for pedestrian safety.



▲ Town Hall Green



▲ Town Hall Green

Southford

Historically, Southford was a crossroads where the railroad and a regional road met. In fact, the area had been referred to as "Southford Crossing." Today, Southford is a node – a neighborhood village providing small-scale commercial services to the community and neighboring Oxford. Adjacent residential areas also are considered to be part of Southford. Southford serves as a gateway, meaning its patterns of development and appearance provide an introduction to Southbury.

The 2006 Plan of Conservation and Development for Southford aims to "optimize the limited land area, protect the environment and best serve the needs of the surrounding residents and the workforce..."

Since the adoption of the 2006 Plan, the Town has implemented a key recommendation – zoning Southford as a Village District. The Village District zone allows the design of buildings and other features in the public view to be regulated.



Southford



Southford Falls State Park

Southford Program

Goals

- Maintain Southford as a low-intensity village which provides convenient commercial services.
- Preserve the natural and historic features that contribute to the rural village nature of Southford.

Policies

A. Function as a limited, convenience-retail and commercial service location for the local residential population.

B. Protect the traffic capacity on the State highways so as not to impede on the general circulation of the road network.

C. Improve and maintain the rural nature of the area through streetscape designs and building enhancements.

D. Preserve significant historic structures.

E. Require site development that is appropriate for Southford relative to (i) intensity of development, (ii) proper buffer from residential locations, (iii) adequate infrastructure, (iv) preservation and improvement of landscaping, and (v) signage and illumination.

F. Maintain the residential neighborhoods in Southford and do not expand the commercial zone.

Program Steps

1. Maintain the Village District designation for Southford.
2. Implement the development standards, traffic management techniques, aesthetic improvements and other recommendations identified in the Southford POCD.
3. Encourage existing businesses to upgrade sites, landscaping, and parking areas.
4. Review and enhance buffering, lighting and visibility standards to maintain the quality of life in adjacent residential neighborhoods.
5. When CTDOT plans improvements to Route 67 and 188, encourage improvements that enhance the village nature of Southford. Safety should also be taken into consideration.
6. Update the 2006 Southford Plan of Conservation and Development to address area changes and development pressures as well as incorporate plans regarding an Airport Development Zone (see Map 12 - Waterbury-Oxford Airport Development Zone).

South Britain

South Britain's historic nature has been recognized through its designations as both a local and national Historic District (see Chapter 9). A former factory, general store, church, and notable houses are among the historic treasures found today in South Britain.

The uniqueness of this area could change drastically through demolition or substantial modifications to those historic buildings that contribute to the area's character and by roadway "improvements" that eliminate those features that create a village atmosphere.

As discussed in Chapter 9, the most effective way to preserve historic buildings is to ensure that the buildings are viable to live in and / or conduct business in. The Town currently allows for adaptive reuse and should continue to do so. The local historic district designation also affords great protection in that modifications to buildings must be approved.

The State Department of Transportation (CTDOT) ultimately decides upon improvements to the road and right-of-way. As indicated in Chapter 15, the Town can work with CTDOT to ensure that if improvements are necessary in this area, the improvements are reflective of the historic and village nature of South Britain.



▲ South Britain Congregational Church



▲ Aerial of South Britain

South Britain Program

Goals

- Preserve the rural and historic fabric of South Britain.

Policies

A. Continue to preserve the historic buildings in South Britain.

B. Ensure that new development fits the area's village fabric.

C. Ensure that road improvements do not detract from the historic character of South Britain.

D. All new or improved developments receive input by the Historic District Commission.

Program Steps

1. Maintain the local South Britain Historic District No. 2 (see Chapter 9).
2. Support the expansion of Historic District No. 2.
3. As appropriate, allow for limited adaptive re-use of older buildings (e.g., allowing offices in residences).
4. Encourage or require new buildings to follow the setback patterns of neighboring buildings.
5. Encourage CTDOT to avoid widening the road in South Britain.



Route 172



Old Country Store

Strongtown

This highly visible part of Southbury has been feeling the influence of economic development forces in neighboring communities. This area of Town is home to the Pomperaug High School (Region 15) and the Wyndham Hotel Southbury. To prepare for the future of this area, the Planning Commission adopted the 1998 Comprehensive Plan for Exit 16 / Strongtown.

The Central Naugatuck Valley Regional Plan of Conservation and Development identifies the larger Exit 16 area in Oxford and Middlebury as a "Major Economic Area" due to the presence of the Waterbury-Oxford Airport and the intent by Oxford and Middlebury to encourage additional business development here. The 2018 Oxford POCD calls for additional development and states that it may require improvements to Route 188 and the interchange to accommodate such development. There will be increased growth and development opportunities in this region, in part, due to plans to expand the nearby Waterbury-Oxford Airport, based on the Waterbury-Oxford Master Plan Update (AMPU) https://www.waterbury-oxford-planning.com/. This may present development opportunities, or pressures, in this region of Southbury for the Town to consider.

The Strongtown Plan aims to protect nearby residential areas and minimize potential impacts (particularly traffic and aesthetic impacts, including visibility from I-84).



▲ Strongtown

Strongtown Program

Goals

- Maintain Strongtown as a gateway to Southbury.
- Plan for and manage potential impacts in Strongtown due to development pressures from within Town and from adjoining towns.

Policies

A. Establish high quality appearance at all sites, especially as viewed when entering Southbury on Interstate 84.

B. Do not endorse a scope of activity beyond existing road, sewer and water capacities.

Program Steps

1. Use the 1998 Plan for Strongtown as a policy guide for this area.
2. Update the 1998 Plan for Strongtown to address changes and to reassess regional impacts to this area.
3. Continue to monitor proposed development in neighboring communities and assess potential impacts to Strongtown.
4. Encourage roadway improvements to address safety concerns, as needed.
5. Coordinate with CT DOT on proposed changes to Exit 16.



Strongtown



Strongtown

12

HOUSING & RESIDENTIAL STRATEGIES



▲ Heritage Village *(Photo credit: Steven Comstock)*

Overview

Southbury provides an array of housing types for people of all ages in a "country" residential setting. The pattern, location, and density of residential development are shaped by past history, planning, zoning, environmental constraints, and the extent of existing water and sewer infrastructure (see 3rd Goal in Chapter 16 for sewer avoidance policy).

With the majority of land in Southbury zoned for residential uses, housing will continue to play a strong role in defining Southbury. Housing growth is expected to continue due to Southbury's attractive setting and the quality of the Region 15 school system. It is the intent to continue to provide a range of housing types, consistent with environmental and infrastructure capabilities, while retaining the town's unique charm. In early 2022, the Town prepared and adopted its inaugural Affordable Housing Plan which identified six (6) strategies to increase the number of affordable housing units over the next five years in a manner that aligns with community values. All applications should adhere to the strategies in the Affordable Housing Plan.

Inventory and Assessment

Housing Types and Patterns

Southbury has a diverse housing stock with single-family houses, condominiums, elderly housing, multi-family age-restricted units, multi-family units, assisted living units, accessory apartments, and commercial life care facilities.

Southbury's residential development patterns consists of:

- Single-family houses, on large lots, some that are remnants of former farms (typical of Main Street North, the Purchase, and South Britain).
- Houses in pre-zoning subdivisions with small lots, most intended originally for seasonal occupancy (Lakeside, Oakdale Manor, Fish Rock, Berkshire Estates, Cedarland).
- Houses in subdivisions developed in the 1960s and later, typically on one-acre to one-and-one-half-acre lots (typical of Sunset Subdivision, Colonial Acres, and Alexandra Estates).
- Scattered two-family houses, apartments accessory to houses and farms, and apartments above commercial buildings.
- Heritage Village, an age-restricted community and award-winning design, Heritage Circle and Heritage Crest, all multi-family, condominium dwellings, located on East Hill Road and North Poverty Road.
- Other groups of multi-family dwellings, condominium owned (Greenhouse Condominiums, Far View Commons, Winding Brook and Old Field).
- Housing units with varying degrees of medical needs and support services, (Motif by Monarch, Watermark at East Hill, The Lutheran Home, and Pomperaug Woods).

Together, these "communities" help to define Southbury. In addition, these housing types and communities help to meet the needs for a range of income and age segments. The 2022 Affordable Housing Plan identifies additional opportunities to be utilized.

According to the 2021 Community Survey, respondents felt there was about the right amount of housing for seniors and families with children. Additional units are desired for lower-income groups or young adults.

It is anticipated that future residential development will predominantly be single-family houses. However, there may be additional opportunities for other housing types, provided the location, density, massing, design, and site occupancy support the single-family, country, and scenic quality of the Town. Alternatives to single-family houses may be particularly important to meet the needs of young adults and empty nesters. (For more information and guidance refer to Appendices A and B, and the Zoning Regulations.)

▼ Survey Results

Question 12: How much of the following does Southbury have?

Large Single-Family Homes:
- Too Many: 20.56%
- About the right amount: 66.94%
- Too Few: 2.37%
- Don't know/not sure: 10.13%

Apartments:
- Too Many: 12.14%
- About the right amount: 34.49%
- Too Few: 35.16%
- Don't know/not sure: 18.21%

Assisted Living
- Too Many: 13.61 %
- About the right amount: 61.40%
- Too Few: 11.38%
- Don't know/not sure: 13.61%

Condominiums
- *Too Many: 18.96 %*
- *About the right amount: 56.74 %*
- *Too Few: 14.81%*
- *Don't know/not sure: 9.48%*

Question 14: How much of the following does Southbury have?

Housing options for individuals living alone
- Too Much: 2.43%
- About the right amount: 30.29%
- Not Enough: 47.75%
- Don't know/not sure: 19.53%

Housing options for young adults
- Too Much: 1.48%
- About the right amount: 27.75%
- Not Enough: 50.11%
- Don't know/not sure: 20.66%

Housing options for seniors
- Too Much: 18.48%
- About the right amount: 51.10%
- Not Enough: 21.28%
- Don't know/not sure: 9.13%

Housing options for families with children
- *Too Much: 4.65%*
- *About the right amount: 71.64%*
- *Not Enough: 10.19%*
- *Don't know/not sure: 13.52%*

Current Inventory and 10-Year Planning Projection for Housing

Between 2010 and 2020 approximately 188 new housing units were built in Southbury, or approximately 17 per year. If this trend continues over the next planning period, approximately 200 housing units can be expected by 2032.

In addition, short and long-term care facilities provide care for residents of the Town and region: Pomperaug Woods, The Lutheran Home, River Glen Health Care Center, The Watermark at East Hill, and Motif by Monarch.

The amount of land consumed by new single-family houses could alter the Town's rural roots and affect natural resources. As in the past Plans, it is the intention of this Plan to continue to consider alternative patterns that can help preserve Southbury as a scenic country town. Alternatives are:

- An apartment accessory to a single-family house, which can provide a less expensive dwelling while maintaining single-family house appearance.
- Cluster forms of subdivision, with dwellings detached or attached (see Appendix A for detailed explanation). This pattern may reduce the cost and can, in the right place, better preserve the scenic values and natural features of the Town.
- Multi-family dwellings (condominium or rental), which can provide lesser cost dwellings. The location, density, manner of design and number must be controlled to complement the character of the Town and the integrity of established neighborhoods (see Appendix B for details and Zoning Regulations).
- Apartments located above commercial establishments, which have little impact to residential neighborhoods.

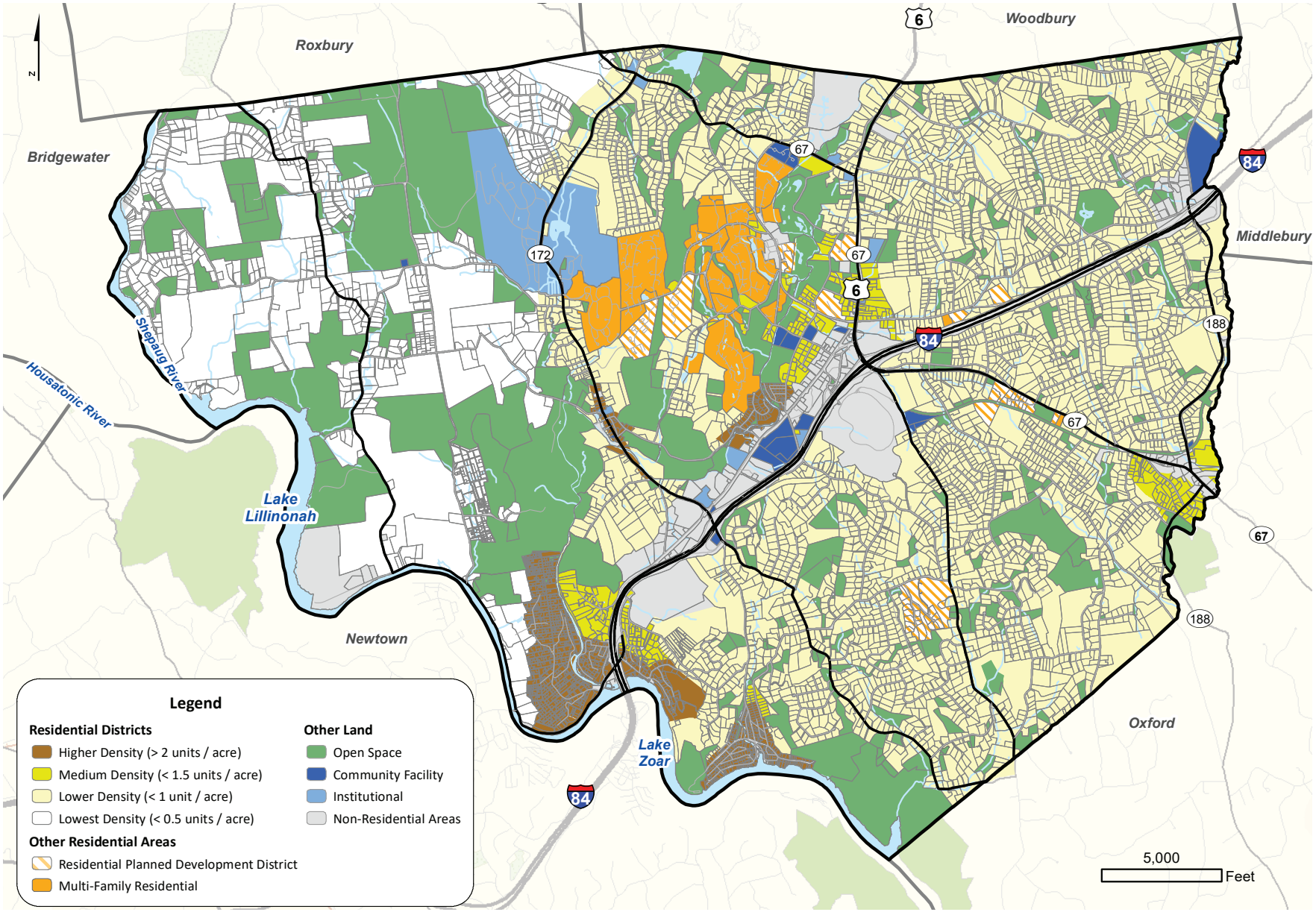
With Heritage Village, Southbury has a large number of age-restricted housing units. To encourage age-diversity and the integration of ages within new neighborhoods, additional privately developed age restricted developments are not encouraged.

The Goals, Policies, and Program Steps are directed at finding the right balance between meeting the housing needs of the Town and preserving its character. Additionally, Appendices A and B are guiding in nature and provide design, locational, and procedural direction on multi-family and cluster developments. These technical supplements shall guide future cluster and multi-family developments in complement with the Zoning Regulations.



Aerial of Traditions

Map 10. Housing and Residential Areas Plan



Housing and Residential Strategies Program

Goals

- Assure continuation of Southbury as a beautiful town with strongly supported rural traditions, characterized by single-family houses on individual lots, with basic water supply and sewage disposal provided by on-lot systems.
- Maintain a balance of housing opportunities including affordable options.

Policies

A. Establish a pattern and density of residential development that maintains the rural and scenic quality of Southbury and clearly does not exceed the on-site carrying capacity for water supply and sewage disposal.

B. Continue to discourage the further development of age restricted (over 55) housing other than non-profit, subsidized units for elderly Southbury residents.

C. Continue to encourage and facilitate the provision of apartments accessory to single-family dwellings and apartments above retail establishments when on-site water supply and sewage disposal are certified as sufficient and the appearance of a single-family premises is maintained.

D. Confirm that "life care" or long term care type facilities, if any, are appropriate in Southbury only as an adjunct to the extent of existing age-restricted housing.

E. During the next 10 years, based on current trends approximately 200 housing units can be expected to be built.

F. Consider alternative forms of residential development in clusters of single-family or attached units when all of the following are met:

- There are clear community advantages of conserving prime farmland, sites of critical environmental concern, or scenic landscape apparent along public streets.
- There is assured provision for water supply and sewage disposal that precludes any likelihood of need for central public systems, and in this regard community systems of water supply and sewage disposal are to be avoided.
- The number of dwelling units does not exceed the number that could be achieved by a non-clustered layout.
- Groups of clustered dwelling units do not become a pattern or concentration of development along a public street.

G. Consider multi-family dwellings (non-age-restricted) with the following guidelines:

- Site design and architecture are consistent with the appearance of the single-family and rural character of the Town.
- Dwellings occur in small, separated groups so as to avoid a mass of buildings and so that groups of dwellings do not become a pattern or concentration of development along a public street.

- Sites are not within or in sharp contrast to established single-family house neighborhoods and buildings and parking areas are buffered.
- There is assured provision for water supply and sewage disposal that precludes any likelihood of need for central public systems, and in this regard community systems of water supply and sewage disposal are to be avoided.
- Density of units on a site does not exceed its development capacity, the rural character of the Town and neighborhood are maintained and not exceed 4.0 dwelling units per acre.

H. Prevent intensification of use in pre-zoning subdivisions of small lots near Lake Zoar and in other locations where road access is substandard and central water supply or sewage disposal could become a necessity, and work toward the re-assembly of lots and redesign of subdivision to current standards.

I. Recognize the importance of Heritage Village, the Village Green commercial area and the neighborhood, the high quality of building and site design, and the comfort and convenience desired by its residents, and institute land use measures appropriate to assure the long term quality, desirability, and value of the neighborhood.

J. Implement the six affordable housing strategies over the next 5 years as identified in the Southbury Affordable Housing Plan adopted on May 24, 2022 and as may be amended.

K. Evaluate and ensure that all development applications are consistent with the Affordable Housing Plan.

Program Steps

1. Monitor trends in housing development in Southbury and neighboring towns, with particular regard to cost, family composition, and the type and amount of land that is utilized.

2. Determine tools appropriate for Southbury that might help preserve existing housing units that are “naturally” affordable.

3. Study locations in the Town with regard to soils, slopes, access, utilities, scenic landscape, and forest and farm conditions with a view to:
   - Identifying locations where a cluster approach to residential development may conserve scenic, environmental, farm and forest areas.
   - Identifying locations where multifamily dwellings may be sited in a manner consistent with neighborhoods while maintaining the rural character of the Town.
   - Maintaining housing densities consistent with slopes, soils, and other natural constraints.

4. Update zoning and use other mechanisms for determining the location and standards for residential clusters and multi-family dwellings with predetermined criteria and guidelines.

5. Continue to use Appendix A: Technical Supplement 1 to evaluate and encourage proposals for cluster housing when it meets the criteria defined in this Plan and Zoning Regulations.

6. Continue to use Appendix B: Technical Supplement 2 to evaluate and consider proposals for multi-family housing when it meets the criteria defined in this Plan and Zoning Regulations.

7. The Planning Commission (through the Affordable Housing Sub-Committee) will further investigate and study the objectives, strategies, and action steps of the Town's 2022 Affordable Housing Plan and as updated.

8. The Planning Commission (through the Affordable Housing Sub-Committee) will review all applications for compliance with the Town's Affordable Housing Plan and as updated.



▲ Aerial of Watermark at East Hill [DA]

13

ECONOMIC DEVELOPMENT



▲ Southbury Village Square

Overview

Southbury's location on Interstate 84 makes it a highly visible and convenient location for various types of commercial development. Business and economic development serves both the Town and neighboring communities. The combination of retail, office, medical, and manufacturing uses satisfies consumer, health, and employment needs. Businesses also add to the tax base, supporting quality services such as education, fire and police, community facilities, and recreational opportunities.

Residents appreciate that they can meet many of their needs within the Town and generally feel that there is an appropriate balance of various types of businesses. There has been significant growth in recent years in medical services, buildings, and facilities, with no signs of that growth slowing down. The 2021 community survey showed a strong indication that residents would like to see additional entertainment or cultural facilities in Southbury.

Maintaining a mix of restaurants, retail, office, and other commercial uses that provide for a strong tax base is an important element of the Plan. Equally important is maintaining the scale and country feel of Southbury as growth occurs.

Over the next ten-year planning cycle, consider potential areas that may be rezoned for commercial or light industrial use, or mixed-use, including affordable housing.

Looking at the plan for the next decade, continue to address the evolving needs of our future generations.

Inventory and Assessment

The Town had the foresight to set aside land within strategic highway corridors as primary areas for economic development. This policy has taken advantage of the access and visibility afforded by these locations. Additionally, it has facilitated the necessary separation from residential areas and thus minimized potential land-use conflicts.

Currently, there are 1,979 acres zoned for business uses (commercial and industrial), including the mixed residential / corporate office development. As noted in Chapter 3, Conditions and Trends, based on 2021 data from the CT Office of Policy and Management (OPM), a little more than 14 percent of the tax base is derived from commercial and public utility uses. This is a higher percentage than neighboring towns but lower than that of the State overall (18 percent). To alleviate the tax burden on residences and to provide services that residents desire, the Town should continue to build its commercial tax base.

While not abundant, vacant land exists for new development and empty building space within existing business zones. As such, there is general agreement in the community that Southbury has an adequate amount of land zoned for business development and should focus on attracting businesses to empty buildings and vacant business parcels that can support development.

The following key business development considerations factor into this Plan:

- Main Street South will continue to be the focal point for business development and additional

Question 15: Indicate how much of the following Southbury has?

Retail Stores
- Too Many: 8.87%
- About the right amount: 62.86%
- Too few: 27.29%
- Don't know/not sure: 0.98%

Small Offices
- Too Many: 12.14%
- About the right amount: 34.49%
- Too Few: 35.16%
- Don't know/not sure: 18.21%

Light Industrial/Manufacturing Facilities
- Too Many: 10.39 %
- About the right amount: 65.66%
- Too few: 7.88%
- Don't know/not sure: 16.07%

Restaurants
- *Too Many: 5.05 %*
- *About the right amount: 57.45%*
- *Too few: 36.30%*
- *Don't know/not sure: 1.20%*

Entertainment/Cultural Faculties
- *Too Many: 1.58%*
- *About the right amount: 37.18%*
- *Too few: 57.24%*
- *Don't know/not sure: 4.00%*

Question 17: Thoughts on Main Street

There is a good mix of shops, restaurants, offices, and amenities
- *Agree: 76.66%*
- *Disagree: 16.28%*
- *Neutral/No Opinion: 7.05%*

The buildings feel like the right size relative to the setting
- *Agree: 86.85%*
- *Disagree: 3.63%*
- *Neutral/No Opinion: 9.52%*

Parking is easy
- *Agree: 81.99%*
- *Disagree: 8.55%*
- *Neutral/No Opinion: 9.46%*

It is easy to cross the street
- *Agree: 39.43%*
- *Disagree: 40.78%*
- *Neutral/No Opinion: 19.79%*

I feel safe from passing traffic while walking there
- *Agree: 63.61%*
- *Disagree: 20.45%*
- *Neutral/No Opinion: 15.94%*

development is anticipated. As discussed in Chapter 11, Special Places, the Commission should ensure that new development is attractive, site layouts comply with guidelines, the streetscape is enhanced, and traffic congestion is minimized.

- Over the past 35 years, the most significant development that has impacted Southbury's commercial tax base is the development of the IBM corporate campus. Over the years, use of the campus has seen some changes. Most recently, a portion now serves Kyndryl, a new global company spun-off from IBM that launched operations in 2021. With close to 228 acres it is a significant parcel of land so it is important for the Town to stay apprised of potential changes and support the re-use of vacant buildings and space for corporate use.

- The 204-acre Town-owned parcel, often referred to as "Volpe/Rosen", remains a key economic development opportunity. It is highly visible and has excellent access to I-84 at exits 13 and 14. Since the land is owned by the Town, the Town has control in ensuring that its use, intensity of development, and appearance are beneficial to the Town and meet the goals in this Plan. It will be important to engage the community when evaluating possibilities or proposals for the site.

  The overall goals that were outlined when the land was purchased remain relevant. The intent of this land is to increase Southbury's tax base and enhance economic opportunities, while holding future development to high design standards due to the property's visibility. Buildings should be low-profile and site layout should preserve the ridgeline. Careful attention must be paid to access management to avoid traffic and safety issues.

  A new feasibility study should be conducted to determine the best uses of the property and any appropriate incentives to attract suitable development.

- The appearance of commercial areas and sites will remain important. Virtually all land for commercial and economic development is at the front door of the Town:

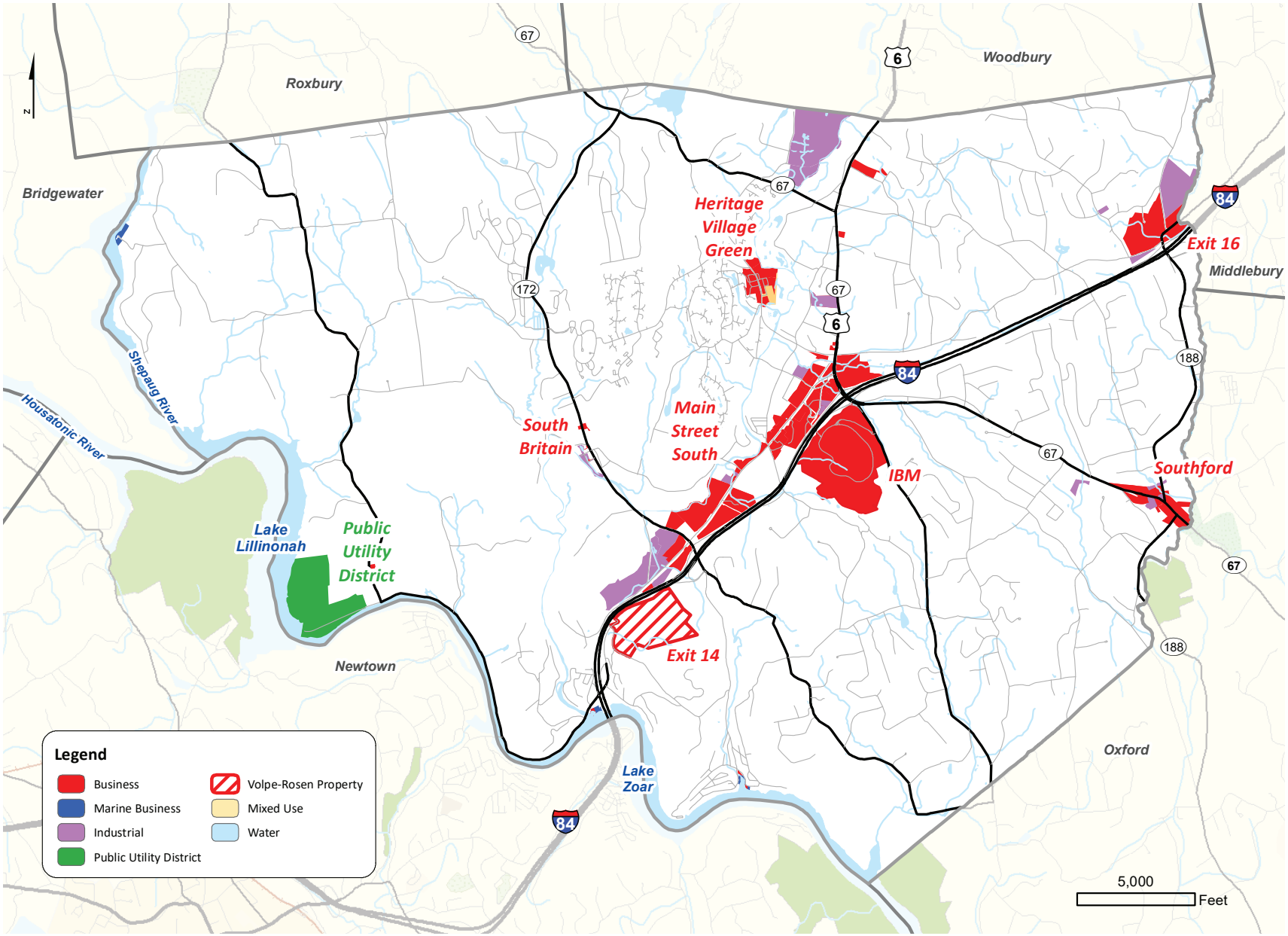
  - At the I-84 Exit 14 and Exit 15 gateways.
  - Along Main Street South; in the center of Southford and South Britain.
  - At Exit 16 near the Pomperaug High School campus.

These locations are highly visible and are a strong component of the appearance of the Town.

Economic development sites can be attractive and can have quality architecture, good land planning and landscaping and tasteful signage and lighting. In fact, making sites attractive becomes a necessity if overall goals and policies for community character are to be achieved. The Town should consider developing a façade improvement program to encourage the enhancement of sites that are not up to the Town's quality standards of appearance.

Not all local commerce and essential services are easily made aesthetically pleasing. While these are to be accommodated in the local economy, site location

Map 11. Business Development Areas Plan

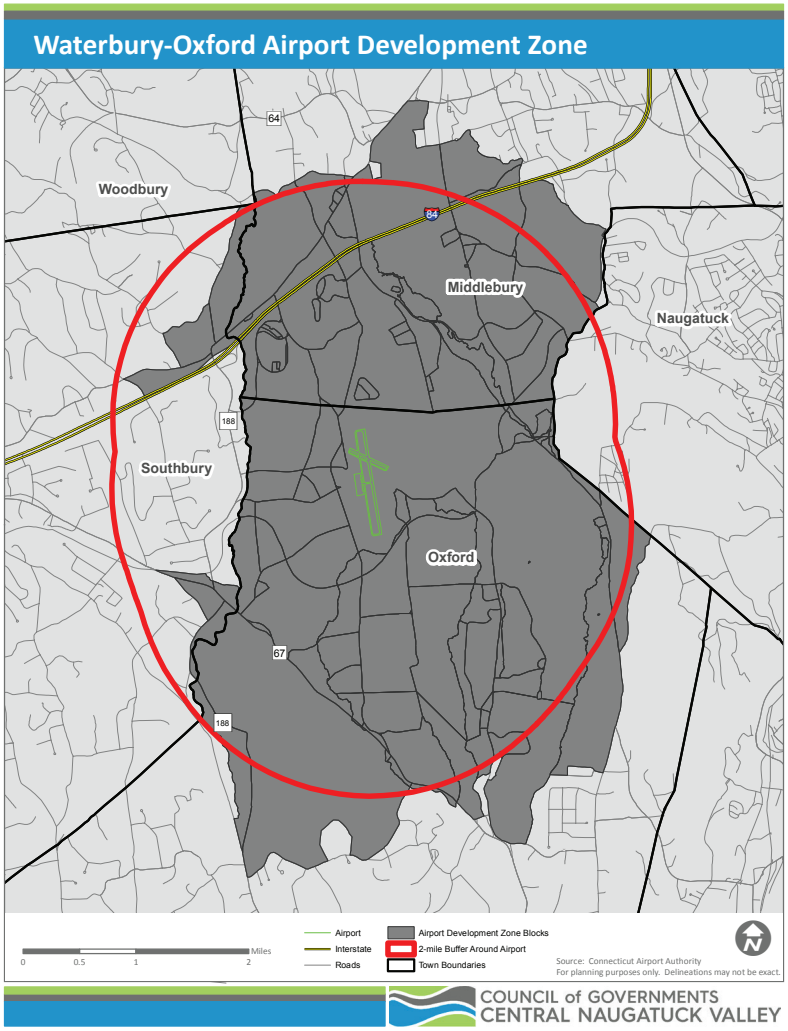


and sight mitigation measures must be carefully considered to reduce aesthetic impacts. In addition, existing businesses can be encouraged to upgrade their appearance.

Continue our policy of having business parking lots link with adjacent ones, to reduce the traffic flow on the roads, for ease of access, pedestrian safety, and other sustainable practices. Further, we should link areas of Town with sidewalks, bike paths, or other pathways to encourage residents to visit all areas of Town and make the community more connected.

- The current regulations and special area plans help to create visually pleasing development, ensure that residual effects (e.g., traffic, noise, lighting, parking) do not harm the surrounding areas, and help protect existing natural features. The specific finding and recommendations of each of the Plans – Southbury Center, Southford, and Strongtown – have helped Southbury guide economic development in a manner compatible with the presentation of the Town. Reliance upon these Plans and future studies can help to maintain the current scale of the economic development and prevent the Town from becoming a major regional retail destination. Findings and strategies for business development in these special areas were outlined in Chapter 11, Special Places.
- A portion of Southbury lies within the Waterbury-Oxford Airport Development Zone, (KOXC) one of only three state-approved airport development zones (ADZ). Under state statute CGS Sec. 32-75d the ADZ offers significant state and local tax incentives for commercial developers. The Town should examine the opportunities this ADZ may offer and consider promoting this ADZ as an economic development offering.

▼ Map 12. Waterbury-Oxford Airport Development Zone



Economic Development Program

Goals

- Provide for economic development that also supports in an advantageous manner a sound property tax base as the resident population grows and local government service needs and desires emerge.
- Provide for the best use of commercial and economic development sites already designated and in a manner that supports the country town character of Southbury, recognizes the proximity of the highway system of most locations, avoids traffic congestion, and avoids other adverse impacts upon the community.
- Encourage a sustained focus on projects to support new businesses.
- Maintain existing commercial and industrial zone patterns. Careful monitoring of any change to boundaries is essential.
- Provide a wide range of goods and services desired by residents and which encourage residents to trade in Town.
- Avoid the occurrence of a regional center for shopping, while recognizing that small-scale inter-town trade with neighboring towns will occur.

Policies

A. Encourage new restaurant, retail, office, and services that are especially useful and desired by residents. Safety and security is to be taken into consideration with new establishments.

B. Encourage upgrading of existing commercial buildings and sites that have been developed in the past and where visual appearance and lighting can be improved.

C. Encourage the re-use of vacant commercial spaces.

D. Consider corporate and administrative offices and research and development firms as an alternative type of "industry" that can, with proper scope, location, and design, be compatible with other goals and policies for the Town.

E. Review with care each project site development with regard to quality of design, compatibility with the character of the Town, long term sustainability, and potential adverse impacts to include traffic congestion and Town-wide safety.

F. Recognize that commercial and economic development areas should not develop all at once or too fast in hasty speculation, but should be planned and developed over a long period of time as the community in general grows and can support new construction.

G. Assure that no economic sector development occurs which will necessitate a public sanitary sewer system, draw excessive quantities from ground or public water supplies, or exceed the capacity of land and drainage systems at the site.

H. Provide for alternative home businesses when consistent with existing residential appearance.

Program Steps

1. Monitor trends in commercial and economic development within Southbury and in neighboring communities with a view to metering the rate of growth to the capacity of local resources, especially as regards to safety, cumulative traffic generation, and the capacity of streets.
2. Review and update standards for the best use of pre-designated commercial and economic development sites, implementing quality design criteria (for buildings, site, landscaping, signs, parking and lighting) through zoning and other design review techniques.
3. Continue to market appropriate business development at the Volpe/Rosen site as recommended by a future feasibility study.
4. Monitor the status of business use at the IBM site and support continued office or corporate use.
5. Explore policies that can spur the re-use of vacant spaces.
6. Develop quantitative tools and techniques for economic development projects of major scope that provide visibility into the impact of economic growth upon housing, traffic, Town services and the overall Town infrastructure.
7. Encourage the private sector to provide arts, entertainment, and cultural uses in Southbury.
8. Coordinate economic development initiatives with planning goals in advance of initial discussions with developers through pre-application review meetings with appropriate Town staff.
9. Ensure the Town has a clear economic development mission and the resources and tools to achieve economic development goals.

▼ Businesses at Southbury Green



▼ Southbury Chamber Launch





INFRASTRUCTURE RELATED CHAPTERS

▲ Main Street South

14

COMMUNITY FACILITIES & SERVICES



▲ Southbury Town Hall

Overview

Community services and facilities include such governmental functions as education, public works, public safety, and recreational services. Some Southbury services are staffed by volunteers (e.g., fire protection, ambulance services, and boards and commissions). Such services contribute significantly to what makes Southbury unique and to its quality of life. The 2021 Community Survey results indicate that residents are very satisfied with the public library. Most other Town facilities are viewed as adequate or higher.

Community facilities do more than provide government administration. Their look and scale contribute to the overall quality of the community. Their location helps to reinforce the "Town Center" and other civic nodes and activity areas. Lastly, the nature of government operation (e.g., volunteerism) contributes to a small town quality cited by many residents as an attractive reason for living in Southbury.

Some services are provided regionally. The District Department of Health provides local public health services, while the Pomperaug Regional 15 School System provides public education. The Naugatuck Valley Council of Governments (NVCOG) provides projects, plans, services, and grants to improve communities.

This POCD reviews the Town's facilities to ensure they are appropriately located and sized to meet community needs during the planning period and beyond. As with the 2012 Plan, a review of community facilities and analysis of likely demographic changes indicate no significant services clearly missing. The Town should continue to anticipate and plan for updated facilities, new facilities, and new or expanded programs based on changing needs and demands and to allow for the sustainability of equipment (such as a possible new Department of Public Works (DPW) facility and improvements to the Transfer Station).

Inventory and Assessment

Town Government Center

The Town Government Center is a large civic node located on Main Street South. It includes the Town Hall, Police Station, Senior Center, Parks and Recreation, Fire Station, DPW, and two schools. The appearance of the buildings and the activity generated in this area contribute to the image and feel of this area.

Over the long term, the Town should maintain the pattern of well-integrated buildings, landscaping, drives, and sidewalks in a way that creates a uniform civic identity. This design should be encouraged as nearby development occurs. The Town should continue to hold, or encourage others to hold, community events in this area. Events reinforce the Town Government Center area as a civic node and community gathering place. A feasibility study may examine the viability of combining the Transfer Station with the Department of Public Works on one site just South of the existing Transfer Station.

Town Hall

The Southbury Town Hall, which is located at the focal point of the Government Center campus, houses a majority of the administrative offices and community

Question 19: Rate the quality of the following town facilities

Public Schools
- *Excellent: 47.45%*
- *Adequate: 26.77%*
- *Needs Improvement: 8.29%*
- *Don't Know: 17.49%*

Public Library
- *Excellent: 77.53%*
- *Adequate: 17.47%*
- *Needs Improvement: 1.59%*
- *Don't Know: 3.40%*

Town Hall
- *Excellent: 30.68%*
- *Adequate: 52.62%*
- *Needs Improvement: 8.88%*
- *Don't Know: 7.82%*

Local Roads
- *Excellent: 22.52%*
- *Adequate: 60.08%*
- *Needs Improvement: 16.25%*
- *Don't Know: 1.15%*

Sports and recreation programs
- *Excellent: 23.33%*
- *Adequate: 41.79%*
- *Needs Improvement: 16.87%*
- *Don't Know: 18.01%*

Question 20: indicate how much of the following public facilitates Southbury has

Multi-purpose fields
- *Too Many: 3.21%*
- *About the right amount: 70.16%*
- *Too Few: 11.48%*
- *Don't know/Not sure: 15.15%*

Places to bike, skate, and skateboard
- *Too Many: 0.99%*
- *About the right amount: 23.22%*
- *Too Few: 50.57%*
- *Don't know/Not sure: 25.21%*

Hiking Trails
- *Too Many: 1.92%*
- *About the right amount: 60.86%*
- *Too Few: 28.32%*
- *Don't know/Not sure: 8.90%*

Swimming Areas
- *Too Many: 0.92%*
- *About the right amount: 32.03%*
- *Too Few: 52.52%*
- *Don't know/Not sure: 14.53%*

meeting rooms. A number of departments have identified a need for more space (especially for storage) and upgraded technology and communication capabilities. To the extent allowed by the State's laws, digital storage could be pursued to help reduce space needs, increase ease of access and encourage less paper usage in office spaces.

It is anticipated that these needs could be met with the existing space at Town Hall and with the allotment of additional space.

▼ Southbury Town Hall



Public Works

The Public Works Department and Town Highway Garage are located on Peter Road. This site houses highway maintenance equipment, Parks and Recreation Department equipment, road sand and salt storage. There is an additional property of approximately eight acres directly across Peter Road from the highway garage that is used for outdoor storage

▼ Southbury Public Works Department and Highway Garage



and the Town's fueling station. The current facility and property are not adequate in size, configuration (i.e., being bisected by a road), lacking a wash rack, and indoor generic storage space. At the very least, indoor storage space is needed for equipment and salt and to meet the State's requirements for washing. Longer term, the Town should seek a new location that can meet its needs. This type of government function does not need to be centrally located due to the nature of activities, and should not be located immediately adjacent to residences. One possibility is to locate Public Works on Kettletown Road, next to the transfer station. If relocated, this land would open up for other expanded or new town services. There is adequate space to meet the needs for solid waste at this time.

Fire, Ambulance, and Emergency Shelters

Fire suppression services in Southbury are provided by the Southbury Volunteer Firemen's Association

▼ Southbury Fire Department



(SVFA). The Association has just over 100 volunteers and operates from four stations; however, three stations are active with apparatus with South Britain being utilized for trailer storage:

- Center Firehouse
- Southford Firehouse
- South Britain Firehouse
- The Purchase Firehouse

The number and location of the fire stations are deemed adequate to meet the needs of the Town through the planning period. In fact, the 2008 Needs Assessment conducted by the SVFA recommended closing the South Britain Firehouse because its coverage is redundant with the other three firehouses.

Future residential development in the Purchase and Southbury Training School area may necessitate the need for additional equipment. The Town should practice sustainable procurement for additional equipment purchases. Because many of Southbury's roads are rural and narrow (and the intention is to retain the rural nature of roadways), the 2008 Needs Assessment recommended that new equipment be sized to fit on local roads. In some communities, the reverse occurs: Fire Departments buy equipment that is too large for local roads which can then lead to widening roads to accommodate the equipment.

Unless public water is extended in the future, new development will need to continue to provide cisterns so that a water supply is available for firefighting. The Town may wish to update the Fire Suppression Water Tanks ordinance with input from Fire Chief and Fire Marshal to ensure that maintenance and responsibilities are clearly delineated and enforceable and that they are constructed with suitable materials. Where possible, the Town should continue purchasing certified water-efficient products when updating relevant equipment.

The Southbury Ambulance Association, Heritage Village Ambulance, and SVFA have noted the challenge of attracting and retaining volunteers. Towns much larger than Southbury continue to have volunteer emergency services, so it is reasonable to assume that Southbury's volunteer system can remain viable. The Town should find ways to attract and retain volunteers.

Finally, Southbury's emergency shelters are not ideally located. Currently, the schools are used, but due to their proximity to I-84, they would not be able to provide shelter if certain types of incidents occurred on I-84. Currently, regional shelters exist with the American Red Cross (ARC). The Town should work to identify additional

▼ Southbury Ambulance Association



emergency shelters that are located outside of possible hazard zones. The Town should explore the feasibility of using these shelters to provide social services and programs to help reduce resulting displacement.

Police Department / Station

The Southbury Police Department has a dedicated police station located on the corner of Main Street South and Peter Road.

Library

The current Southbury library was built in 2006, largely through State and Federal grants and donations to the "Friends of the Library." Installation of solar panels were added in 2013, and renovation was done to the basement. This facility continues to meet library space needs over the planning period, including space for community events and cultural programs. Southbury will continue to promote, through municipal channel, the events offered at the library.

▼ Police Department / Station



▼ Southbury Public Library



▼ Southbury Senior Center



▼ Southbury Parks and Recreation and Senior Center



Senior Center

The Town's Senior Center shares a building with Parks and Recreation and also offers a space for Social Services. While these services have co-occupied the same building for some time, there continues to be an increasing interest in senior programs, and a continued increase in the Town's senior population. Options to provide more space for senior programs could be examined over the planning period, such as expanding on-site or building a new facility.

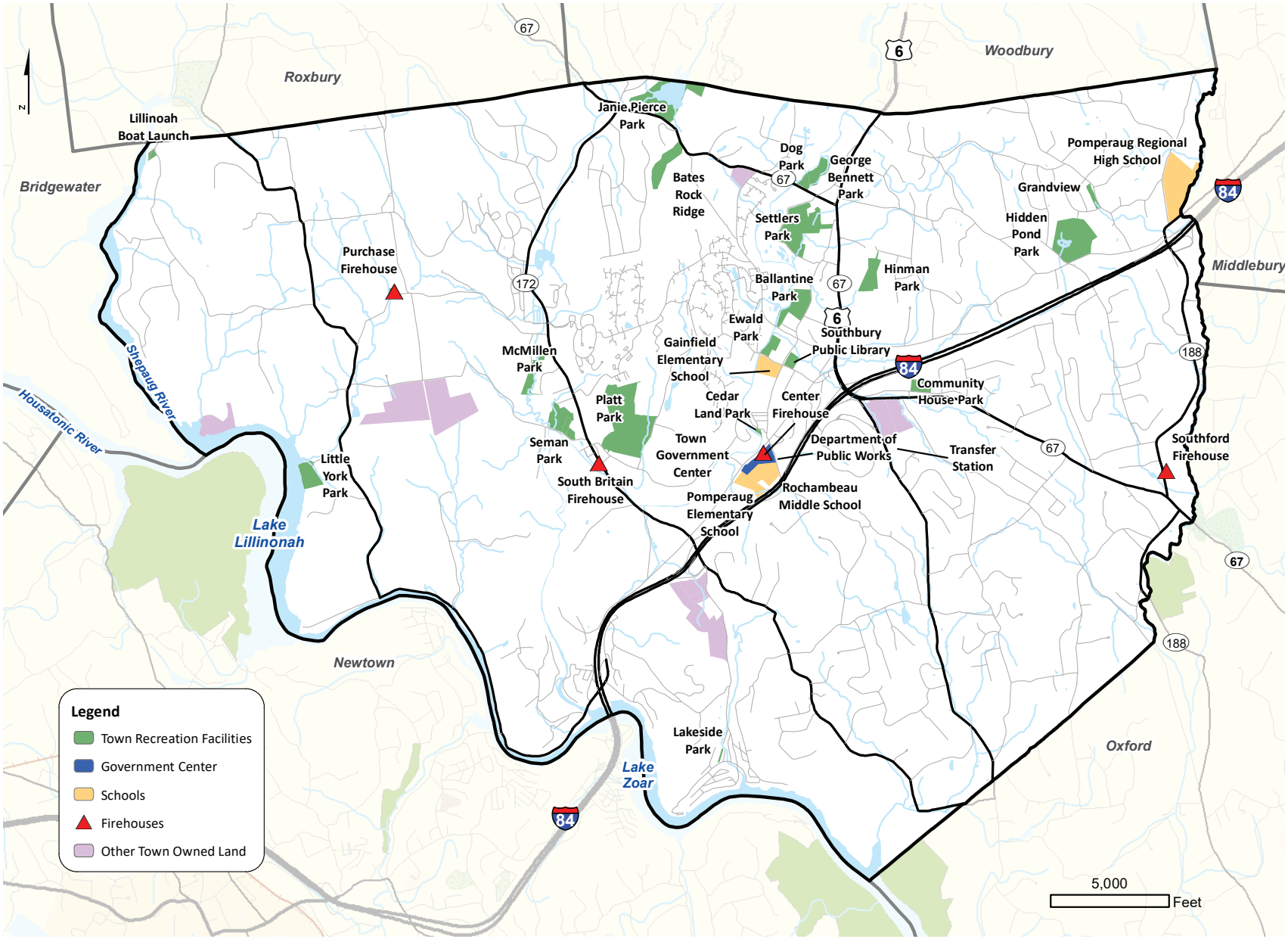
Parks and Recreation

The Town's Parks and Recreation Department shares the same building with the Senior Center. The Parks and Recreation administrative services, and some indoor recreation activities, are conducted here.

Social Services

The Town provides space for Social Services at the Senior Center. Social Services is funded independent of the Town's budget and they expect to continue to rely solely on donations. To better sustain the program the Town should consider budgeting for funding Social Services should they not reach their yearly donation goal. Two needs were identified: provide space for donated items and provide a secure office in which sensitive client discussions may be held. Additionally, the Town should monitor the ongoing needs of the Food Bank.

Map 13. Community Facilities Plan



Educational Facilities

The education facilities in Southbury are part of the Pomperaug Region 15 School District. The District encompasses Southbury and Middlebury. There are seven schools in the Region, with four in Southbury and three in Middlebury. The Board of Education offices are located in Middlebury.

Southbury:
Gainfield Elementary
Pomperaug Elementary
Rochambeau Middle
Pomperaug Regional High

Middlebury:
Long Meadow Elementary
Middlebury Elementary
Memorial Middle

Enrollment has been declining over the last fifteen years but has slowed in the most recent three-year period.

▼ Pomperaug Regional High School [DA]

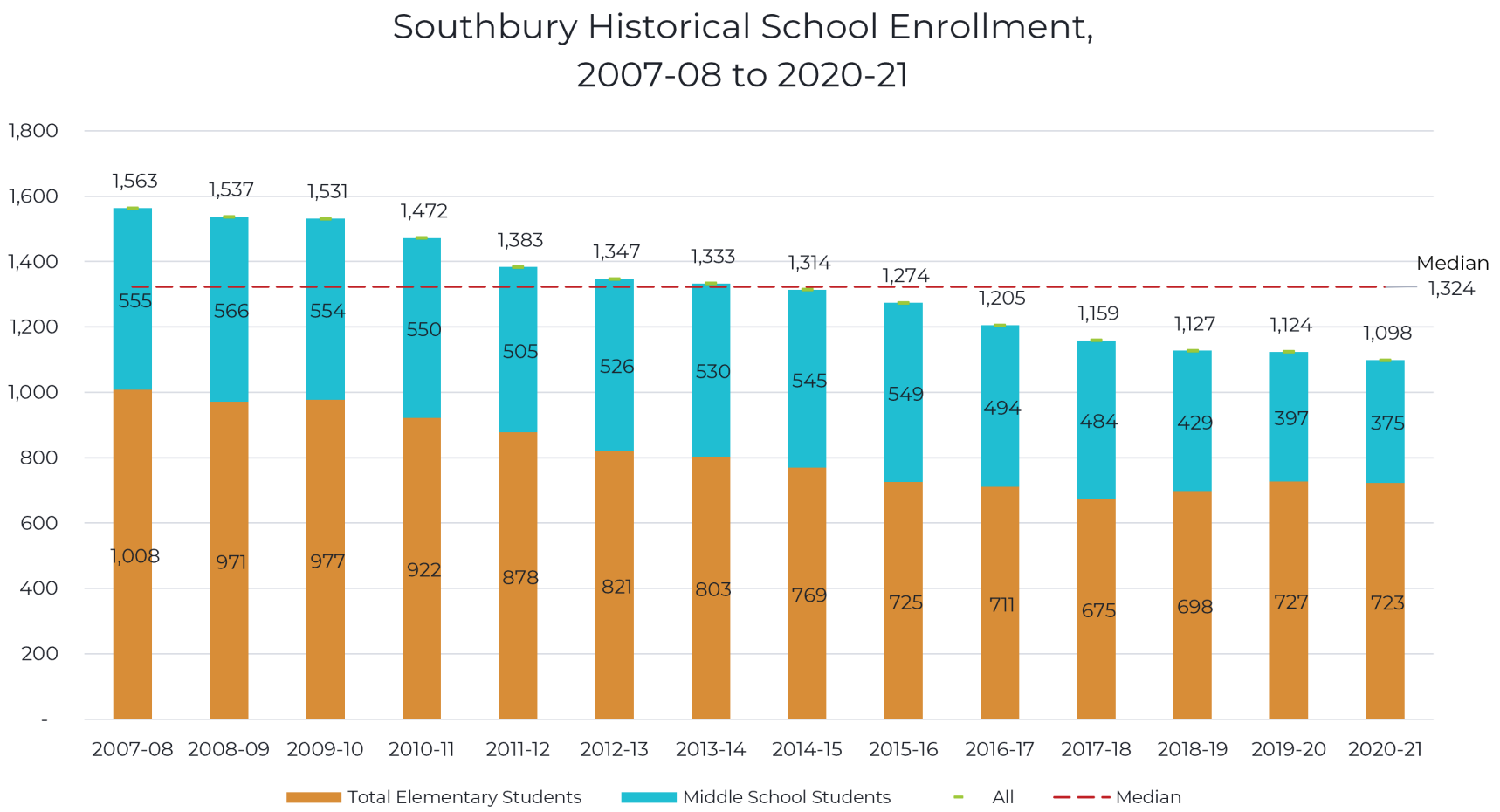


▼ Rochambeau Middle School



▼ Figure 12. Public School Enrollment (Regional)

(Source: Connecticut State Department of Education; EdSight Enrollment Database)



Parks and Recreation Department and Recreation Facilities

The Town Parks and Recreation Department helps plan and manage a system of parks, playgrounds, and athletic fields. The Department hosts a variety of programs for all ages at its present location and by utilizing the Town Green, parks, playgrounds, fields, and Region 15 facilities. The Department shares its location with the Senior Center.

Immediate needs identified by the Parks and Recreation Commission and the Parks and Recreation Department include a new or renovated Town pool and continued upkeep of properties and facilities. The Commission and the Department would like the Town to consider an indoor sports complex to reduce dependency on school facilities for indoor recreation programs. In general, all new Town facilities and buildings should strive to follow best practices for energy and water efficiency and low-impact development.

Future needs identified by the Commission and by the Department include additional outdoor multipurpose fields with lighting to increase the number of serviceable hours and to lessen the burden on the existing fields per the maintenance plan. Standalone pickleball courts and a splash pad are planned for the near future.



Seman Park



Public Pool at Ballantine Park

▼ Table 10. Town-Owned Recreation Facilities

Facility	Description
Ballantine Park	Softball, tennis, basketball, sand volleyball, children's play area, swimming pool, picnic area, pavilion
Cedarland Park	Basketball, picnic area, river front
Community House Park	Softball, baseball, soccer, football, tennis, basketball, activity field
Ewald Park	Baseball, walking, track
Hidden Pond Park	Hiking, cross-country skiing, disc golf
Lakeside Park	Children's play area, picnic area, basketball
Seman Park	Soccer
Settlers Park	Soccer, baseball, softball, lacrosse, children's play area, walking, community garden, picnic areas
Town Boat Launch (Lake Lillinonah)	Boat launch

*Select town recreation facilities are depicted on Map 13 – Community Facilities Plan.

▼ Table 11. Public and Private Recreation

Facility	Description
Bassett Preserve	Hiking
Bates Rock Ridge	Hiking
Bent of the River	National Audubon Society's nature sanctuary and education center
Fox Hollow Preserve	Hiking
George Bennett Park	Fishing, picnic areas
Dog Park	Off-leash dog park
George C. Waldo State Park	Hiking, fishing, picnicking, mountain biking, horseback riding, bow hunting
Golf courses	Heritage Village (Silo Point), Pomperaug and Gainfield Farms
Hinman Park	Hiking
Ivers Preserve	Hiking
Janie Pierce Park	Hiking, boating, fishing, picnic areas
Kettletown State Park	Camping, hiking, picnic areas
Koons Preserve	Hiking
Lake Zoar Boat Launch	Boat launch
Larkins State Park Trail	Horseback riding, walking, jogging, hiking, and cross-country skiing
Little York Park	Hiking
McMillen Park	Hiking, picnic areas
Philips-Lovdal Farm Preserve	Hiking, cross-country skiing
Platt Park	Hiking, cross-country skiing
Platt Farm	Hiking, cross-country skiing
Southford Falls State Park	Fishing, hiking, cross-country skiing, picnic areas

*Select town recreation facilities are depicted on Map 13 – Community Facilities Plan.

Community Facilities & Services Program

Goals

- Efficiently provide community facilities and Town services that meet documented needs, enhance, and protect health and safety, and add to the Town's quality of life.
- The manner in which services are provided, the type and nature of community facilities, and the appearance of Town facilities should support Southbury's small town, rural nature.

Policies

A. Provide, improve, expand, and maintain needed community services and facilities when financial and public support is evidenced.

B. Ensure our community buildings and facilities provide services that are efficient in terms of use of space, energy, and water use. Facilities will look into financing energy efficiency and solar energy projects with C-PACE or similar providers.

C. Coordinate capital projects with planning goals.

D. When new facilities are necessary, address the appropriate location of facilities based on:

- Nature of the function.
- Convenience for use.
- Impact on land and neighborhoods.
- Scale and appearance.
- Consistency with the appearance of the Town.
- Long term and short term needs.
- Coordination with other goals and policies.
- The environmental and transportation impacts
- The suitability of the site to support use of renewable resources and passive heating and cooling techniques.

E. Be mindful of the importance of a strong local property tax base for local choice and excellence of public services.

F. Be proactive in securing land (or land banking) for long-term future municipal needs for building new community facilities and active and passive recreation.

G. Encourage the provision of community cultural facilities.

H. Encourage volunteerism and participation in both public and private community services.

I. Recognize and encourage civic groups and committees that study and address the needs of the Town in planning for future facilities.

J. Ensure that the location of and operation of new community facilities and recreation facilities do not impact adjacent residential areas.

K. Seek regional opportunities for meeting community facility needs, such as by seeking grants for regional cooperation.

Program Steps

1. Use technology to help meet functional and spatial needs of departments.

2. Aim to meet municipal space needs through the repurposing and reconfiguration of existing Town-owned buildings.
3. Continue to make existing Town buildings more energy-efficient and ensure that new Town buildings meet or exceed prevailing energy conservation standards.
4. If warranted by growth in the area, consider including funding for space and equipment for the Purchase Fire House in the Capital Improvement Budget to ensure it is available in a timely manner.
5. Establish a new site for the DPW in order to free up the current site for a more appropriate use and to meet the department's space needs.
6. In light of decreasing enrollments, carefully evaluate additional space needs for the Region 15 School District.
7. Investigate the establishment of a new Community Center for all ages.
8. Encourage the establishment of cultural facilities by the public, non-profit or private sectors.
9. A subcommittee for arts and culture has been established under the Economic Development Commission. Consider establishing an Arts and Culture Commission and an Arts District to offer resources, training, programming, networking, recognition, and apprenticeship opportunities to artists of various mediums and ages.
10. Continue efforts to preserve and expand the amount of land for passive recreational use through appropriate means.
11. Interconnect passive recreation areas (and other areas) with a network of trails and greenways and use this philosophy to guide land acquisition efforts.
12. Interconnect natural pathways to support pollinators to help maintain agricultural crop production.
13. Encourage new equipment purchases to be suitable for existing roads to avoid later widening roads to fit equipment.
14. Maintain appropriate building architecture and design for the Town Government Center.
15. Perform a public safety assessment to develop a program of incentives to keep volunteerism at levels sufficient for the needs of the Town and for the fire and ambulance associations to function.
16. Determine overall standards for minimizing impacts to residential areas from active recreation areas.
17. Continue to balance the need for the recreation opportunities of residents while preserving the adjacent residential neighborhoods.
18. Improve water-based facilities and activities, including the Town Beach, boat launches, and pool.

15

CIRCULATION



▲ Main Street South

Overview

The transportation network in Southbury consists of a regional network (Interstate and state roads), an intra-town network (town roads), private roads, individual access ways to public and private properties, sidewalks, walking paths, and bikeways. The overall goal is to permit the safe and efficient movement of people and goods.

Walking, biking, and public transit expand mobility options for residents or workers who do not have a car or are unable to drive. This is particularly important for communities with a large senior population. Creating pedestrian and biking friendly streets encourage healthy lifestyles, provides a place for people to make social connections and promotes local business.

The transportation system should enhance Southbury's offerings as a residential community. Overall, the circulation plan should be designed to encourage, support, and serve the current and desired future land use pattern and economic and sustainable goals for Southbury.



▲ Rocky Mountain Road [DA]

▼ Survey Results

Question 18: do you agree or disagree with the following statements about Southbury's transportation system?

Traffic congestion is a problem on major roads in Southbury
- *Agree: 59.89%*
- *Disagree: 27.16%*
- *Neutral/No Opinion: 12.94%*

It is safe for students to walk or bike to school
- *Agree: 12.36%*
- *Disagree: 60.35%*
- *Neutral/No Opinion: 27.29%*

There are adequate transit options
- *Agree: 13.12%*
- *Disagree: 56.03%*
- *Neutral/No Opinion: 30.85%*

Southbury needs more sidewalks
- *Agree: 57.44%*
- *Disagree: 20.11%*
- *Neutral/No Opinion: 22.45%*

Southbury needs more bike infrastructure
- *Agree: 58.00%*
- *Disagree: 15.40%*
- *Neutral/No Opinion: 26.59%*

Inventory and Assessment

Roads

Southbury's road system is directed at serving the traveling public such that:

- Congestion is controlled to the extent possible on our roads.
- All areas of the Town can be accessed in a safe and reasonable manner.

Recognition is also given to the influence of Interstate 84 and its role in attracting traffic through Southbury for access to neighboring towns and the larger region. Such "through" traffic is inevitable in Southbury. Channeling and directing this traffic in a manner that does not impact residential neighborhoods is an important goal of the Plan. Improvements to local roads as well as ongoing monitoring and improvements to arterial and collector streets will be required to enable the transportation network to function in a safe and efficient manner.

Roughly 27 miles of roads in Southbury, including I-84, are maintained by the State. The State determines when improvements are to be made and the types of improvements for state roads. This Plan includes policies regarding those roads with the intent of informing and influencing state decisions about these roads (see Context Sensitive approach on p. 15-5).

The Town maintains approximately 128 miles of improved roads and 7 miles of scenic dirt roads. As discussed in Chapter 5, Small Town Setting and Aesthetics, unpaved roads are integral elements of the Town's rural charm. The Town should adhere to the Scenic Road Ordinance and maintain unpaved roads while meeting access and emergency needs.

There are a number of privately owned roads that are maintained by the residents served by those roads. It is intended that these will remain private roads during this ten-year planning period.

For both State-owned and Town-maintained roads, the Town should ensure that when improvements are made, the improvements complement the environs of the immediate area and that all users, including pedestrians and bicyclists, and people with disabilities are considered in the design.

The operating capacity of a road segment can be evaluated on a scale of A through F, also known as the Level of Service (LOS). The acceptable LOS is "C" for most arterials and intersections, and "B" for primary and secondary collectors. If the segment or intersection is operating at a level lower than the designated LOS, congestion may occur. Site-generated traffic from a development or change of land use shall not adversely affect pedestrian/non-motorist or vehicular safety or increase traffic congestion to level of service below the current LOS of the roadway unless provision has been made for the improvement of inadequate conditions.

There are caveats to this approach. LOS focuses solely on one mode of transportation (vehicles) and is only concerned with how much delay vehicles will experience. It assumes roads are for vehicles and does not account for the needs of pedestrians and bicycles (in fact, signalized crosswalks could lower a LOS since vehicles are delayed). It encourages increased use of roads and can lead to an increased need for road

improvements to avoid or maintain LOS. Techniques to improve LOS or maintain LOS might also be at odds with other environmental and community goals. For example, widening roads to add travel lanes or turning lanes might improve LOS but might also impact the character of the immediate area and lead to increased maintenance costs, stormwater runoff, and pollution. It might also impact the safety of pedestrians, bicyclists, people with disabilities, and transit users. LOS may be one of many considerations when evaluating development.

The Town should continue to monitor congestion points and work with the State and Naugatuck Valley Council of Governments (NVCOG) to address congestion while respecting the existing conditions of the area. Developing standard detours if there is an incident on the interstate should also be considered.

Cul-de-sacs are to be avoided wherever possible in order to support the need for a well-balanced, evenly distributed load of traffic on the road network. Extensive creation of cul-de-sac roads will lead to a higher traffic burden on the roads that feed cul-de-sacs. Avoidance of cul-de-sacs also supports better emergency access and more efficient snow removal.

In addition to the above considerations when maintaining and improving Southbury's road network, additional design criteria should guide transportation-related decisions in Southbury:

- Intersections – Driveways and street intersections on arterial routes are to be minimized and will require proper spacing, grades and sight distances, and in some cases transition lanes, to achieve free travel on the arterial. Wherever practical, driveways should connect to roads other than arterial; where there is no side road alternative, driveways onto the arterial should be combined to serve more than one property.
- Frontage Roads – These should be provided in situations where there would otherwise be multiple commercial and industrial driveways along arterial routes. Frontage roads collect the traffic from separate parcels and join with the arterial at points of best traffic management. In addition, interconnecting private driveways between commercial lots will enable trips from one property to another without using the arterial.
- Parking - It is intended that parking and loading and unloading of trucks be located off the right-of-way of any street. Parking and loading spaces are to be designed so that no vehicle must back up within the right-of-way. Parking lots should be encouraged to the rear of buildings on Main Street South.



Community House Park

- Access Management – Access management minimizes curb cuts onto arterial and collector roads. This is achieved with shared driveways and shared parking on commercial sites. Combining access to sites lowers the number of turns on the through streets, lowers the backup from left turns, and can create safer traffic flow.
- Traffic Calming – As more congestion occurs on the arterial roadway system, drivers may try to use local roads as shortcuts. On residential streets, certain measures can deter traffic from residential areas. While there is a vast menu of traffic calming treatments, any installation should be appropriately reviewed in ensure capability with the area.
- Project Plans – Site development plans and subdivision plans are to conform to and support the circulation system, particularly with regard to safe intersections with arterial and collectors, provision of connecting routes, and avoidance of congestion.
- Illumination – New or updated outdoor illumination, including area lighting and signs, shall be energy efficient and avoid glare within any street right-of-way, shall avoid any confusion with traffic signals, and shall not be visible from I-84. To determine lighting needs, the Town shall create a streetlight inventory (including streetlights, exterior decorative lighting, and park lighting) and perform a lighting needs assessment, detailing what to light, when to light, and at what level. Southbury shall then replace those lights with the most efficient, currently available bulbs.
- Other Elements should be considered as appropriate which include sidewalks, trails, crosswalks, and bicycle facilities. These facilities are discussed further later in this chapter.

Context Sensitive Approach

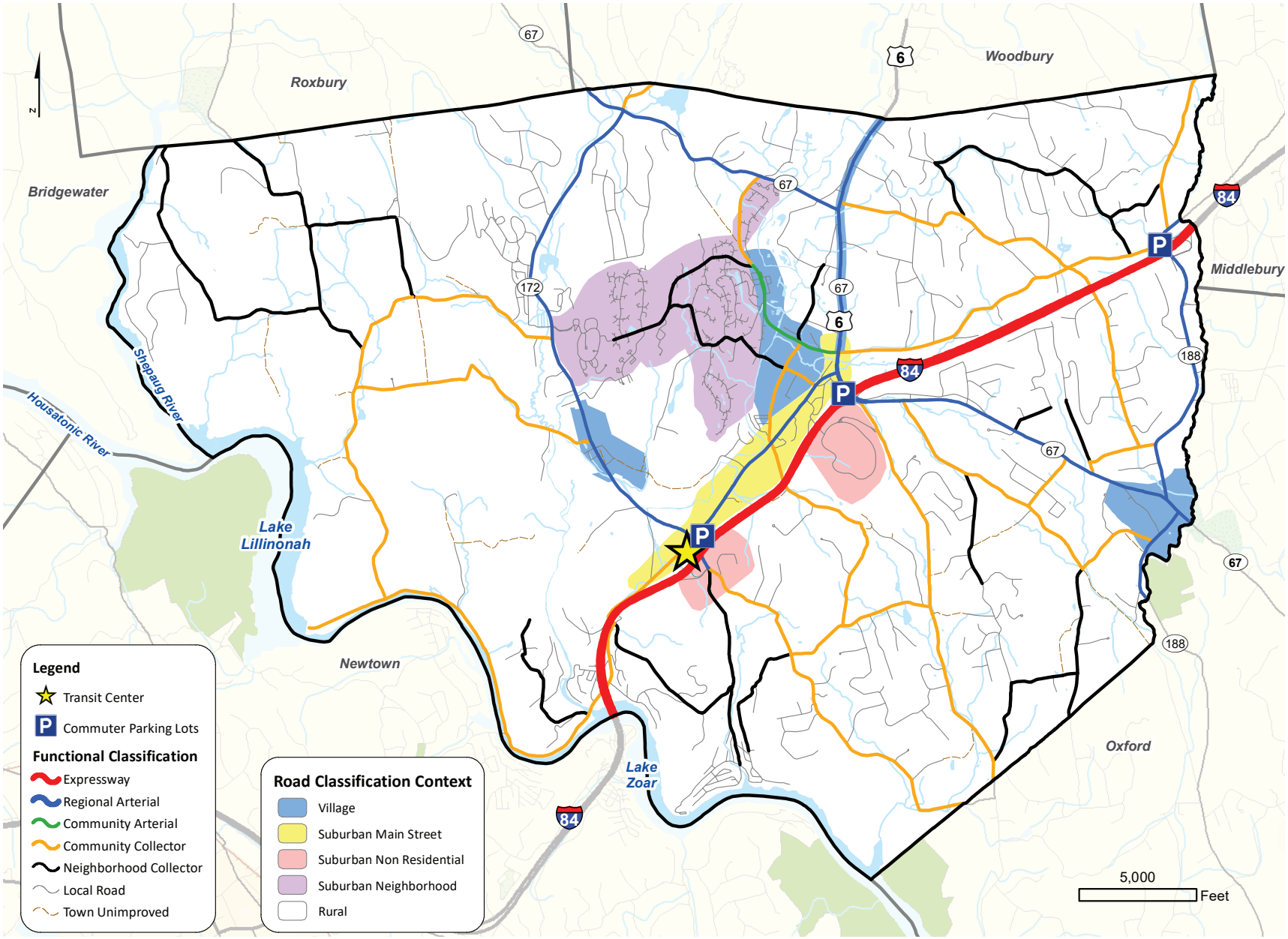
Map 14 - Circulation Plan classifies the Town's roads and incorporate a "context sensitive design" approach by identifying the nature of the areas that roads pass through. Traditional road classifications do not reflect a community's zoning, land use goals, or context. Context Sensitive Design balances the purpose of a roadway (e.g., serving the region versus neighborhoods) with the road's setting and the needs of those who use it.

This approach encourages improvements to complement rather than detract from the adjacent area and states explicit purposes for each context area, that in cases, may contradict traditional road classifications. For example, in theory a regional arterial is supposed to give priority to moving traffic over serving abutting land uses. However, villages thrive when cars move slower and businesses can be easily accessed by multiple modes of transportation. A context sensitive approach recognizes that in rural areas of a community it is appropriate to prioritize traffic flow on an arterial, but in a village, that is not the desired approach.

Pedestrian and Bicycle

While a community cannot always alter the behavior of residents and visitors (i.e., make them walk or bike rather than drive), a community can make these modes of transportation more viable by reducing barriers and providing proper infrastructure. An attractive and functional sidewalk and biking system also supports healthful lifestyles. A majority of survey respondents

Map 14. Circulation Plan



▼ Map 14. Circulation Plan Legend

FUNCTIONAL CLASSIFICATIONS Colors correspond to "Functional Classification" on Map 14
Expressway – Controlled access, intended to move large volumes of traffic.
Regional Arterial – Intended to carry regional traffic and serve major activity centers. In theory, serving abutting land uses is subordinate to moving traffic.
Community Arterial – Interconnects and augments Regional Arterials. Mostly local, but some regional traffic.
Community Collector – Collects traffic from local roads and connects with arterials
Neighborhood Collector – Collects traffic from a few neighborhoods and connects with arterials.
Local Road – Roads with the primary purpose of serving abutting properties with little to no through traffic.

CONTEXT Colors correspond to "Road Classification Context" on Map 14
Village – Distinct node, often with a mix of uses, pedestrian scale, and buildings closer to the street. Serving abutting land uses is important and not subordinate to moving traffic.
Suburban Main Street – Corridor with business and community facilities. Careful balance between safe access to properties, pedestrian activity, and moving traffic.
Suburban Non-Residential – Location with large economic use, intended to move traffic to and from the use, geared more toward automobiles.
Suburban Neighborhood – Higher density residential neighborhood.
Rural – Lowest density, roads generally lined by undeveloped land, low density development, forests, farms, or open vistas.

support the construction of additional sidewalks and bike paths/lanes. To encourage safe biking, the Town can conduct a bicycle education program that teaches participants how to safely operate their bicycles in varied settings and improve bicycle riding and handling skills. The Pedestrian Safety Study recommendations should be followed as adopted and will be evaluated and updated as needed.

Southbury has installed sidewalks in parts of the Town including along Main Street South. An attractive streetscape provides a more comfortable pedestrian environment. The success in Southbury is evident in that one almost always sees people walking on the sidewalks throughout the year.

In areas of commercial and institutional development, such as the Town Government Center or retail and office sites along Main Street South, walkways from premises to premises are to be encouraged. The sidewalk network should be extended and upgraded, particularly in priority areas (Map 15 - Sidewalk and Streetscape Improvement Area Plan). Sidewalks should also be provided to serve schools, parks, playgrounds, and other areas of social and community-oriented activities.

The Town should plan for regular maintenance of its sidewalk infrastructure. Public Works has started fixing sidewalks along Main Street due to tree root damage. Crosswalks should be added, clearly marked, and maintained such that drivers are well aware of the potential for pedestrians on or near the crosswalks.

In addition to sidewalks, Southbury has an informal system of trails that are used for walking, bicycling and horseback riding. As the Town continues to develop, an extension of these trails can provide opportunities to interconnect residential areas, parks, open space, and schools. The possibility of bike lanes/paths throughout the Town, but excluding Town Center, should be evaluated and, if safe and practical, should be added along selected roads.

The Town should consider creating a Complete Streets Program. Complete Streets are streets designed and operated to enable safe use and support mobility for all users. The concept of Complete Streets encompasses many approaches to planning, designing, and operating roadways and rights of way with all users in mind to make the transportation network safer and more efficient.

Transit

Inter-city bus and limousine services are currently available in Southbury, with bus connections to Waterbury, Danbury, and New York City. The Travel Center at Exit 14 should be encouraged to resume services as it provides convenience to travelers with indoor ticket sales, a waiting area, and restrooms. This type of service and facility is to be encouraged but it is not intended that Southbury become a regional bus terminal. Bus and limo services currently utilize the commuter parking lot at Exit 16 adjacent to Interstate 84. The Town should play a role in educating residents about alternative routes and transportation methods.

Bus service within Southbury might not be feasible since Southbury's population density is insufficient to support a local bus system.

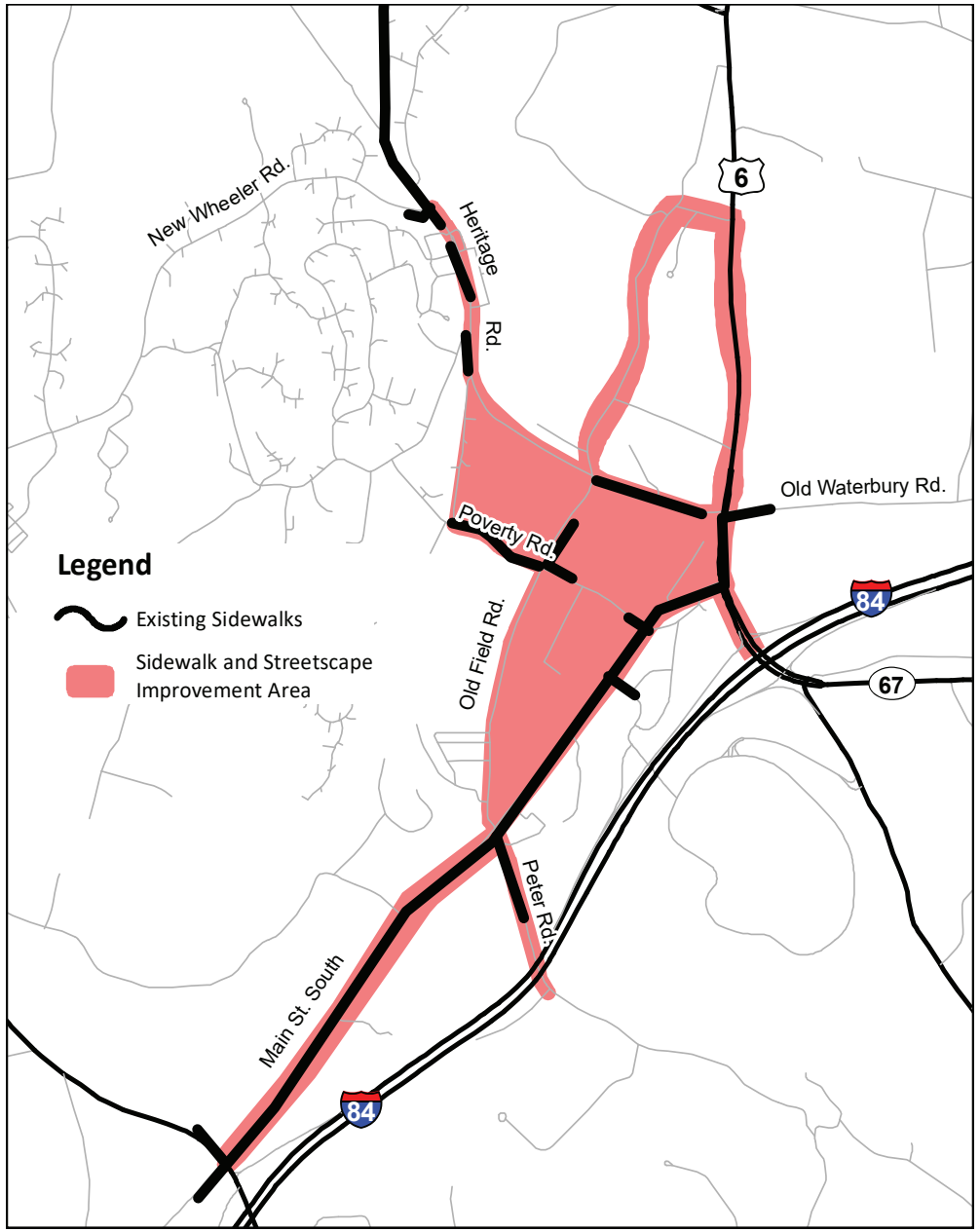
Transportation services are available for the elderly and disabled residents through multiple services such as taxis and minibus service. Such a service is called “paratransit”. For seniors, Dial-a-ride service is available through the Town’s Senior Services Department. Rideshare services also serve Southbury.

To assess the mobility needs of residents and if transit improvement areas remain, the Town should conduct a community mobility needs assessment.

Car and Van Pools

Major corporate employers in Connecticut have organized van and carpool systems for employees. These systems may be workable in Southbury. State carpool lots (Commuter Parking) are available at Exits 14, 15, and 16 of I-84. CTrides (https://ctrides.com) is the statewide agency in Connecticut that coordinates carpools and vanpools and is available to provide direct support to employers and individual commuters seeking shared ride opportunities. Other shared mobility services could be explored as well.

▼ Map 15. Sidewalk and Streetscape Improvement Area Plan



Circulation Program

Goals

- Provide a transportation system that supports existing and desired land use patterns and economic and sustainability goals, is consistent with the traditions of the Town, and provides for the mobility of residents, workers, and visitors.
- Make the best and economical use of the existing street and highway system wherever consistent with the plan for the Town while also preserving the scenic rural charm of country roads.
- Minimize impacts associated with transportation, such as congestion, excessive stormwater discharge, pollution, and loss of the rural traditions of the community.
- Encourage through infrastructure enhancements and the use of alternative transportation such as walking and biking to provide more transportation choices and promote a healthful lifestyle.

Policies

A. Recognize that available roads and highways can be used as a tool to guide the pattern and intensity of land development and to manage growth.

B. Provide easy access to community services and facilities in Southbury.

C. Assure adequate access for fire, police, ambulance, and other emergency services.

D. Maintain an appropriate LOS on arterial routes, at all Interstate 84 interchanges, and along the entire length of Main Street South at any hour and all days of the week. Maintain existing LOS on other routes as appropriate.

E. Maintain an appropriate LOS in the Heritage Village road network, and other similar neighborhood road networks that balances vehicle, pedestrian, and biking goals.

F. Ensure that the maintenance of LOS goals does not detract from community aesthetics nor prevent improvements to other modes of transportation.

G. Anticipate and monitor existing and potential traffic generators that could impact roads in Southbury, including possible impacts from activities in neighboring towns.

H. Enhance alternative modes of travel, including:

- Bus service.
- Commuter lot enhancements and shared mobility programs.
- Sidewalk improvements and extensions.
- Trails, walking and biking paths, and walking and bike lanes; however, bike lanes should be avoided on Main Street South, Route 6, and Route 67.

I. Educate and encourage residents to consider the dedication of roads as scenic under the Town Code, Article III: Scenic and Rural Roads.

J. Protect residential areas from excessive traffic and speeding.

K. Preserve scenic and historic roads.

L. Recognize and protect the aesthetic value of dirt roads.

M. Use Low Impact Development (LID) techniques to mitigate detrimental stormwater and pollution impacts.

N. The Town should consider converting road verges to natural meadows to improve pollinator habitat, reduced maintenance costs, and avoid the use of herbicides to protect the natural environment.

O. Coordinate with Emergency Management Director on evacuation plans for the Town in concurrence with Connecticut Department of Transportation (CT DOT) evacuation plan.

Program Steps

1. Maintain a continuing traffic monitoring and count program, whereby significant changes are identified and LOS is evaluated.

2. Analyze the traffic impact of significant new development projects with regard to convenience and safety of travel, avoidance of congestion, and maintenance of existing LOS classifications. If impacts to existing LOS are identified, appropriate mitigation improvements must be proposed and made to the roadway. The analysis should take into account the project, existing traffic and the traffic generation potential of all other land that may impact the roadway system in the future with a goal of minimizing vehicle miles traveled, and accommodating all users of the roadway.

3. Account for and mitigate the impact which traffic capacity improvements may have upon landscaping and appearance along streets and upon the convenience of pedestrian travel.

4. Monitor State highway improvement projects and participate in preliminary planning when there is a potential impact on the Town.

5. Monitor new land uses in adjacent towns regarding traffic impacts.

6. Monitor development of the R-60C zone near Exits 13 and 14, consider the potential impact of future development, and include anticipated travel impact to and from Exits 13 and 14 in future travel analysis. Feasibility studies should be performed to determine various options.

7. Coordinate with CT DOT for the improvements to Exit 14 and the adjacent intersections including Route 172 and Georges Hill/Lakeside.

8. Request CT DOT improvements to the wearing surface condition of Kettletown Road.

9. Continue the policy that no development of buildings and structures is to occur when sole access to the premises would be from a Town road or highway identified as “impassable.”

10. New subdivision roads and new buildings and structures which are substantial generators of traffic are to connect to state highways or to town roads and highways identified as “Improved” and having pavement and other improvements capable of safely accommodating projected traffic without congestion.

11. Improve road connections especially when new residential development or subdivisions are proposed, where feasible.
12. Update the Main Street South traffic analysis report.
13. Install updated traffic signals on Main St. and Heritage Road to improve traffic flow, which will replace the traffic loops in the pavement with cameras to better judge the volume and improve control of the traffic flow.
14. Install generator hook-ups for all town traffic signals on Main Street and Heritage Road to provide continued service during severe storms.
15. Continue to improve and maintain the stormwater drainage systems to strengthen and harden the Town's infrastructure during storm events.
16. Consider enhancements to Main Street South to improve the appearance and calm traffic along with pedestrian safety elements identified in the 2020 Main Street South Pedestrian Safety Study.
17. Ensure that road improvement projects in Nodes accommodate alternative modes of transportation.
18. Encourage the reestablishment of a Travel Center to provide bus service to out-of-town locations.
19. Continue to extend the sidewalk network in the "Sidewalk and Streetscape Improvement Areas" and other areas throughout the Town where appropriate.
20. Upgrade and maintain crosswalks to be more pedestrian-friendly.
21. Monitor the condition of sidewalks and plan for their long-term maintenance.
22. Look for opportunities to accommodate bicyclists on roads and through the creation of bike paths along old rights-of-way.
23. Look for opportunities to connect destinations with walking and bike paths.
24. Consider exploring a Complete Streets Program to make streets safer for pedestrians, bicyclists, transit riders and people with disabilities to improve community health and livability, and reduce vehicle miles traveled.
25. Continue the Town's Road Maintenance program.



▲ Flood Bridge Road

16

UTILITIES



▲ Department of Public Works Yard

Overview

The utilities within a town support residents, the business community, and government functions on a daily basis.

The utilities available within a community can influence the type, location, and density of development. In this regard, water and sewer facilities are especially important. There is general agreement in the community to limit the extension of water and sewer systems so that undesirable growth patterns are not spurred.

The 2021 Community Survey indicated that there was strong support from respondents in investing in capital improvements to reduce energy usage and invest in renewable energy generations.

Inventory and Assessment

WATER

Southbury's water supply consists of private on-site wells serving individual homes, and four community systems in which a well, or wells, serves a larger number of people. The community systems in Southbury provide service to populations ranging from a few dozen to thousands. All of these systems, both community and private, depend on drilled wells. The principal water supply source is the Pomperaug Aquifer. These systems are described in more detail and shown on Map 16 - Water Service Area Plan.

▼ Survey Results

Question 11: To encourage resiliency and sustainability, the Town of Southbury should...

Invest in capital improvements to protect Town property from storms (bury powerlines, improve stormwater drainage)

- *Agree: 85.60%*
- *Disagree: 5.00%*
- *Neutral/No Opinion: 9.41%*

Invest in capital improvements to reduce energy usage

- *Agree: 80.07%*
- *Disagree: 5.07%*
- *Neutral/No Opinion: 14.86%*

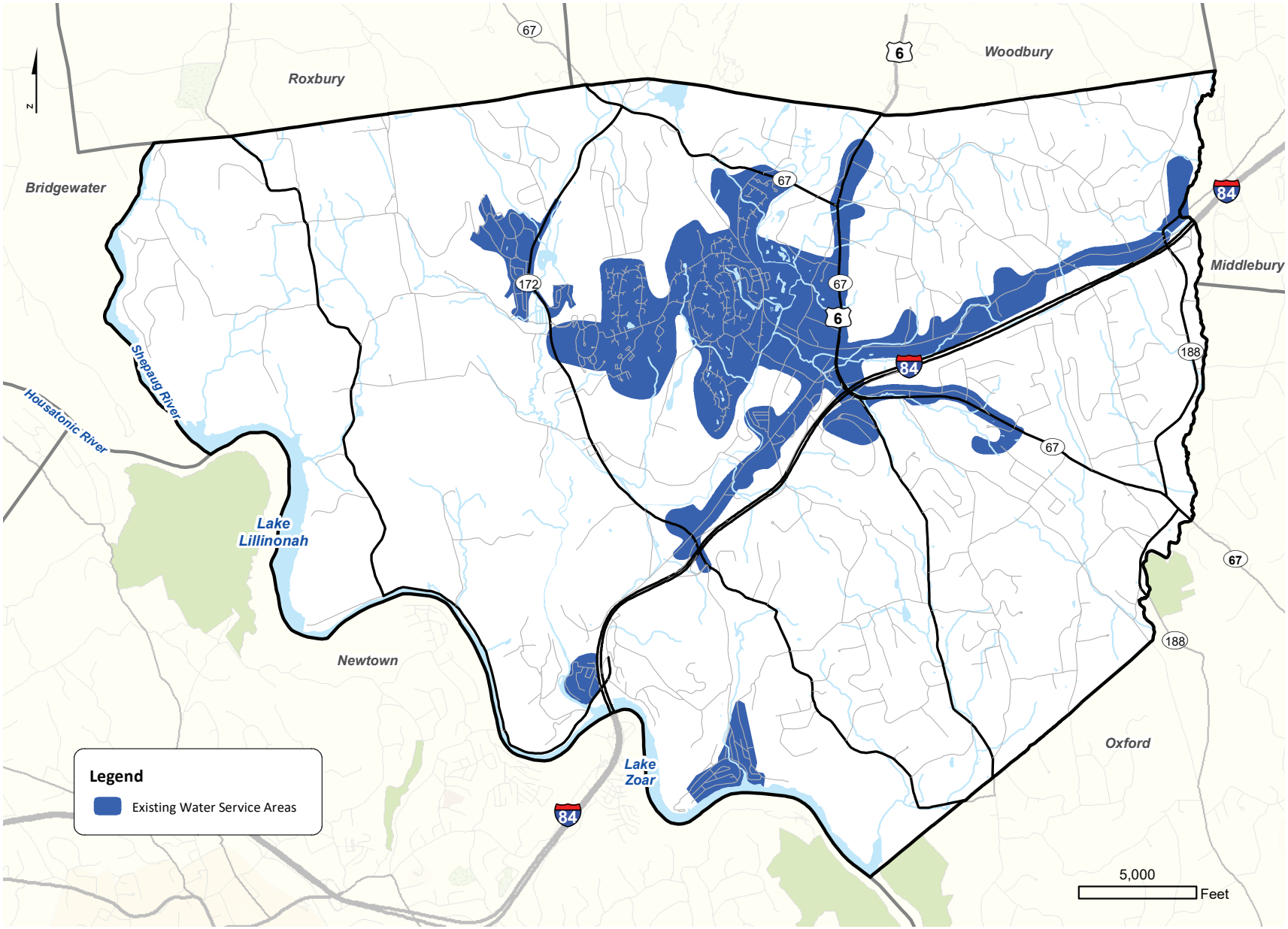
Invest in renewable energy generation

- *Agree: 61.76%*
- *Disagree: 15.46%*
- *Neutral/No Opinion: 22.79%*

Encourage businesses to install electric vehicle charging stations at their properties

- *Agree: 58.17%*
- *Disagree: 16.85%*
- *Neutral/No Opinion: 24.98%*

Map 16. Water Service Plan



Connecticut Water (formerly Heritage Village Water)

Since 1998, the Connecticut Water Company has managed and operated the Heritage Village water system. There are 3,768 Southbury addresses that are served by the system. The average daily flow for the system ranges from 736,800 – 1,490,000 gallons per day.

There is a desire by local fire officials to expand water service along major roads. The recent Fire Assessment highlighted that a lack of public water for firefighting results in higher homeowner insurance rates. The expansion of hydrant systems would help fire suppression activities. However, there is also a strong desire in the community to not extend utilities to areas not desired for intense growth. If the Town feels that the provision of public water for firefighting is critical, it will be important to maintain lower-density zoning in areas without public water.

The primary source of supply for the Heritage Village Water System is the Pomperaug Aquifer. In partnership with the Pomperaug River Watershed Coalition, Connecticut Water, and the service towns of the Heritage Village Water System, a low-flow action plan was developed in 2019 to monitor Pomperaug River flows and initiate voluntary conservation requests as prescribed.

Over the planning period, it will be important for the Town to monitor withdrawals from the Aquifer as identified in the Pomperaug River Low-Flow Operations Plan. The Water Pollution Control Authority is responsible for monitoring non-municipal water companies.

Southbury Training School

There are approximately 100 water connections at the Southbury Training School, serving the residents. As the number of residents at the School decreases, there will likely be excess water available in the short term. Reduction in the Southbury Training School population must not be used as a rationale to reallocate the water for export. In the long term, the STS site will require water allocation for whatever uses are finally established. Water must be budgeted for the future uses.

Oakdale Water Association

This system is very small with service to approximately 30 customers through seven connections. The area served consists of small lots and expansion possibilities are negligible. This Plan assumes that this area will continue to be served by a small community system and that the system is not likely to be expanded.

Lakeside Southbury

The Lakeside System is run by Aquarion Water Company and serves approximately 700 people through around 175 connections. The community system was necessary because of the multitude of small lots and the inability of siting wells on each lot. Although this area has little potential for more residential development, there is potential for more year-round conversion. This Plan assumes that this area will continue to be served by a small community system and that the system is not likely to be expanded.

Towantic Energy Center in Oxford

In 2019 Heritage Village Water Company, now known as CT Water, entered into an agreement with Towantic,

LLC (the Towantic Energy Center in Oxford) to make the following water quantities available to Towantic, LLC. Per this agreement Towantic's annual average water usage is expected to be 66,900 gallons per day (gpd). However, from July 1 to October 31 its maximum daily water use is allowed to be 150,000 gpd, and from November 1 to June 30, its maximum daily water is allowed to be 218,000 gpd. Review water usage contract with Towantic Energy Center for more information on usage under higher demand and drought conditions.

SEWER

Connecticut Water has taken over operations of the sewage treatment plant on Heritage Road since the last Plan update. The treatment and disposal of sewage are needed to protect the quality of the ground and surface water in the community and to protect the public's health. A majority of the sewage disposal in the Town is processed with on-site septic systems. Limited areas are served by community systems which involve a centralized collection and treatment design.

The local Water Pollution Control Authority coordinates with the Planning Commission regarding sewer avoidance. This Plan makes recommendations for sewer service areas, based on land use and environmental considerations.

Southbury has chosen a strategy of relying principally upon on-site septic systems for the proper disposal of sewage. Community systems (structured systems) have been approved only where necessary to support a particular land use, and only after a determination that the land use benefited Southbury. There should be no sewer extensions except within a narrow range of conditions as covered above.

Map 17 - Sewer Service Area Plan delineates those areas of Town currently served by sewers. This approach to sewer service areas is consistent with the 2004 Water Pollution Control Plan. The Water Pollution Control Plan delineates Wastewater Management Districts, which require special attention in order to ensure that wastewater disposal issues do not arise. This Plan supports the strategies outlined to prevent and alleviate issues in those districts. In addition, efforts to ensure appropriate maintenance and repairs of individual septic systems will remain important.

Southbury Training School

The Southbury Training School system has been connected to Connecticut Water sewage treatment plant since the last Plan update. The STS had been permitted at 400,000 gpd.

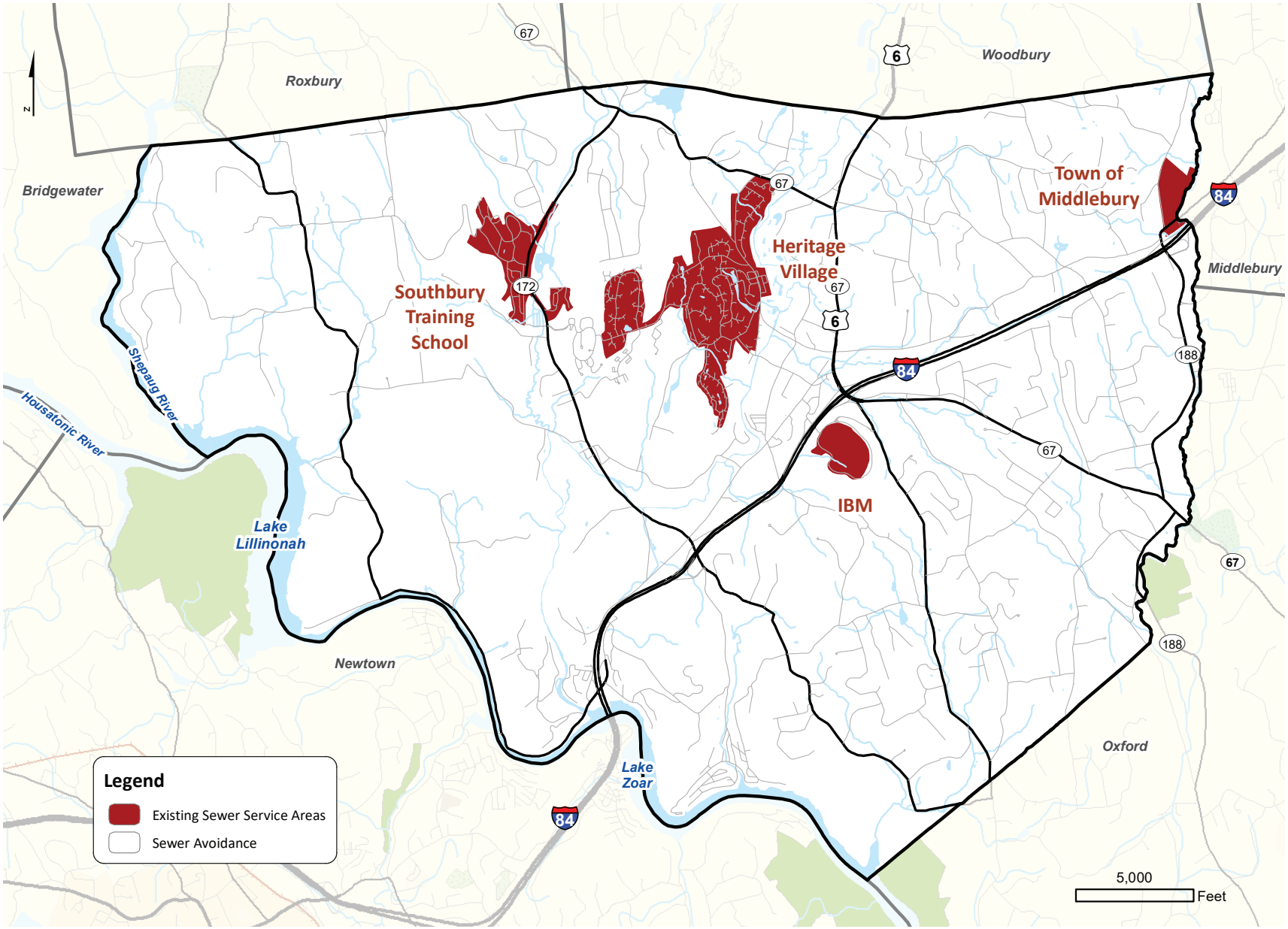
Heritage Village (HV) Treatment Plant

This community system services Heritage Village and adjacent areas, to include East Hill Woods, Grace Meadows, Heritage Crest, Heritage Circle, Pomperaug Woods, and Traditions. The treated wastewater is discharged to the Pomperaug River. The design flow rate of this system is 780,000 gpd. Daily flows vary between 300,000 and 460,000 gpd. There are 3,031 Southbury addresses that are served by the system.

International Business Machines (IBM)

The corporate office complex has an engineered sewage disposal system. The system discharges into the Pomperaug River. The system is designed for wastewater flows of 83,000 gpd, and has a current flow rate within the design capacity.

▼ Map 17. Sewer Service Plan



Middlebury Collection System (Naugatuck Wastewater Treatment Plant)

The Regional High School and the Wyndham Southbury are served by sewer lines from Middlebury. (Middlebury has an agreement with Naugatuck for sewage disposal at their treatment plant). These properties discharge into a pump station in Middlebury, which has been upgraded recently allowing additional sewer service in this area.

Additional Sites

A number of businesses and residential developments also have large on-site septic systems which generate greater than 5,000 gallons per day. Some examples of these developments are Old Field Condominiums, Southbury Green, and Southbury Plaza.

COMMUNICATIONS UTILITIES

Communications have been and continue to advance at a very quick pace. Access to the latest communication technologies and services provides a high quality of life for residents and can help retain and attract businesses that depend upon quick and reliable communication. The provision of land lines and wireless telephone, television and internet services are outside of local control. Public fiber optics, or broadband would support local and remote businesses. However, towns can work with providers when they are locating facilities in the community. Highly visible communications facilities, such as towers, communications sheds, and attachments to utility poles must be designed and located so as to have minimal visual and aesthetic impact.

ELECTRICITY AND ENERGY

Electric service is provided by Eversource. Eversource has indicated that they expect they can meet the needs generated by growth in the Town over the next ten years, particularly since most commercial growth would occur in areas served by three-phase distribution (the “backbone” of distribution, according to officials). There are some areas that might require line extensions depending upon the nature of future development (e.g., near Judd Road, on portions of Old Waterbury Road, and the Southbury Training School).

To improve upon electric service and maintain quality service, regular tree trimming should be encouraged while minimizing the visual impacts through careful monitoring of trimming practices. Coordination with Eversource and Southbury DPW currently occurs prior to cutting and trimming.

Natural gas is provided in limited areas by Eversource. Service runs along Main Street North, Main Street South, and South Britain Road. No major upgrades or extensions are planned. Generally, Eversource will extend the gas line as requested and paid for by landowners. Eversource indicated they can meet the needs generated by growth in Southbury over the next ten years.

As noted earlier in this Chapter related to the 2021 Community Survey, residents indicated a strong interest in exploring alternative and renewable energy sources in Southbury. The Town should continue to review its Zoning Regulations and define appropriate design and siting standards to allow appropriate alternative energy sources in Southbury.

The Town can also encourage businesses in the “green energy” sector to locate in Southbury. Having their presence here can raise the visibility of alternative energy options.

Lastly, as discussed in Chapter 14, the Town should continue to make its buildings energy efficient and explore alternative sources for meeting municipal energy needs.



Southbury Public Works



Southbury Public Works



Southbury Public Works

Utilities Program

Goals

- Continue general use of individual on-site wells, supported by proper densities and controls on pollution.
- Continue to avoid the extension of the public water supply system within Southbury, understanding that the Plan's land use goals in this regard are subject to consideration should an opportunity, deemed appropriate and highly beneficial to the Town, present itself.
- Continue maintaining the Town's current Sewer Service Plan, which provides sewer avoidance throughout the Town.
- Allow a wide range of wired and wireless utilities to add technological advances to business areas and community residences while striving to improve the appearance of the community.
- Increase access to and use of renewable and alternative energy sources.
- Allow for the expansion of natural gas service to allow residents a choice of fuel energy sources.
- Encourage strategies to improve the resilience and sustainability of town operations and electrical utilities.

Policies

A. Consider new community water systems as may be justified by the pattern of development when there is a measured and clearly documented adequate supply, professional design, and formal management.

B. Preclude any extension of the structural sewer system (HV and STS) outside the designated service areas.

C. Consider local area in-ground community systems where necessary to solve existing disposal and water quality problems or to support a desirable pattern of development such as cluster housing.

D. Limit other structural sewer systems to individually owned projects where the use fits the plan of the Town and is consistent with other goals and policies.

E. Support the upgrade of communications utilities to help the community advance technologically.

F. Ensure that wireless communication facilities have low visual impact.

G. Support the burying of existing and new wired utilities.

H. Encourage the provision of renewable and alternative energy sources (e.g., solar, wind, fuel cells, geothermal) that are located and designed to be compatible with community character.

I. Encourage water conservations measures to reduce demand on the aquifer.

J. Strive to power at least 10 percent of municipal building with renewable energy sources.

K. Consider developing and adopting a Municipal Energy Plan.

L. Encourage the Water Pollution Control Authority to meet on a regular basis to monitor non-municipal water companies.

M. Encourage the placement of underground utilities in new development.

Program Steps

1. Support planning for a well-balanced Connecticut Water system taking into account long-range local needs, safe draw from the Pomperaug Aquifer, and potential development of additional groundwater supply sources. Review existing contracts for out-of-town usage.
2. Annually review or review as conditions dictate aquifer withdrawal data and participate in permit reviews. Assure that the usage profiles are consistent with the allowed drawdown rates.
3. Work with appropriate state agencies and local representatives to state government with a view: (1) recognizing local, long term water supply needs, (2) maintaining the recharge versus draw balance in the Pomperaug Aquifer, and (3) limiting and budgeting the export of water from the Pomperaug Aquifer recharge area.
4. Require full documentation for any newly proposed community water systems to ensure that there will be adequate supplies (including during periods of adverse climate conditions and high draw down from existing and planned water users), appropriate design, evidence of maintenance, and proper operational and fiscal management.
5. Implement the administrative and educational measures necessary to support the sewer avoidance program.
6. Update, as necessary, the Zoning Regulations to reflect the recommendations of the Water Pollution Control Authority's most current "Waste Water Facilities Plan."
7. Establish programs for septic tank surveys and inspections and mandatory septic system pump outs.
8. Continue to require that new utilities be placed underground.
9. Strive to place existing utilities underground, especially in commercial areas such as the Main Street Center area.
10. Continue with the necessary tree trimming to help maintain community environs but prepare for future storms and limit outages.
11. Coordinate with electrical providers prior to tree trimming.
12. Review the Zoning Regulations to streamline the regulatory process.
13. Pursue for Energy Star certification, LEED Silver certification, or LEED Zero certification on a municipal building.
14. Examine technologies such as microgrids that could improve resilience of town operations and electrical utilities.
15. Educate and explore the use of residential, commercial, business, and municipal financial incentives and strategies to implement renewable energy technologies.



FUTURE LAND USE PLAN & CONCLUSION

▲ Southbury Land Trust's Platt Farm Preserve

17

FUTURE LAND USE PLAN



▲ Southbury Land Trust's Phillips-Lovdal Farm Preserve

Overview

The recommendations of each of the preceding chapters have been organized to present an overall Future Land Use Plan for Southbury. This section is a reflection of the stated goals, objectives, and recommendations of the Plan, as well as a summation and integration of the various elements of this Plan of Conservation and Development. Essentially, the Future Land Use Plan is a statement of what Southbury should look like as it evolves over the long term.

▼ Table 12. Description of Future Land Use Categories

Natural Resources and Open Space	
Existing Open Space	Areas that are currently preserved or used for open space purposes or active recreation.
Natural Resource Constraint	Areas with environmental constraints which warrant protection.

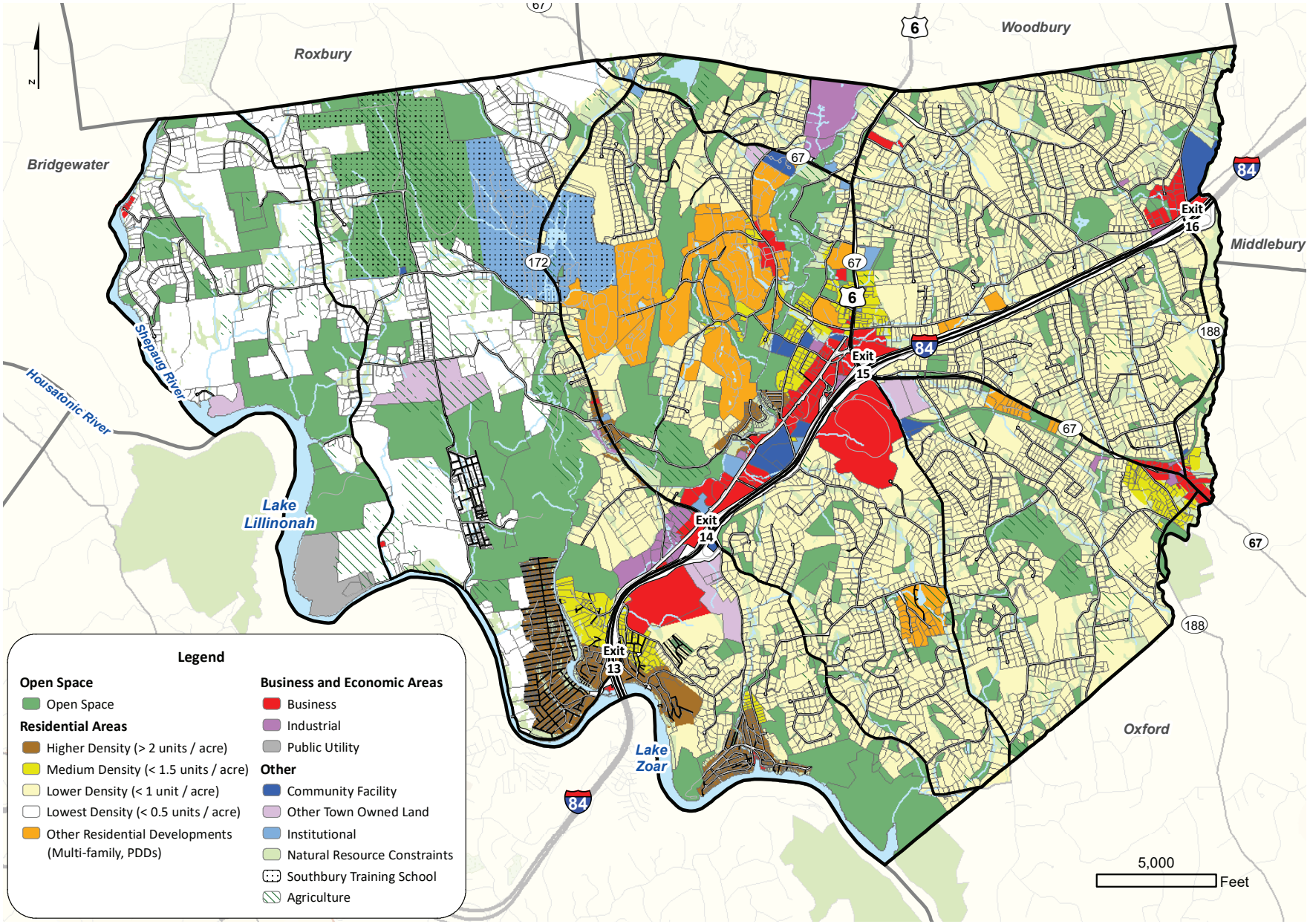
Housing and Residential Areas	
Lowest Density	Areas where density less than one half unit per acre would be expected due to sensitive natural resources, infrastructure limitations, or desirable patterns of development.
Low Density	Areas where residential development is expected to occur at a density less than one unit per acre.
Medium Density	Areas where residential development is expected to occur at a density less than two units per acre.
Higher Density	Areas where residential development has occurred at a density of greater than two units per acre.
Other Residential Development	Areas of residential planned development or existing multi-family developments.

▼ Table 12. Description of Future Land Use Categories (continued)

Business and Economic Areas	
Business	Areas currently used for or intended for economic development. Refer to Map 11 on page 13-5 for distinctions between business areas.
Industrial	General industrial uses.
Public Utility	Areas used for public energy, electricity and other utilities.

Other Areas	
Community Facilities	Areas that have been developed or are intended to be developed for community facilities (excluding recreation areas).
Institutional	Areas that are developed for institutional uses (non-profit or governmental use other than the Town).
Southbury Training School	Special area that requires additional planning to determine future land uses. Preservation of a substantial portion for open space and farming was done in 2013.

Map 18. Future Land Use Plan



Consistency with State and Regional Plans

In accordance with Connecticut General Statutes Section 8-23, the Southbury POCD was compared to the State Conservation and Development Policies Plan and State Growth Principles.

The State's 2018-2023 Conservation and Development Policies: A Plan for Connecticut was adopted on May 4, 2022. The State Plan is organized around the State's Growth Management Principles. The State has also adopted the 2018-2023 Locational Guide Map & Priority Funding Areas.

State Growth Principles

The Southbury POCD has been evaluated for consistency with the six State Growth Principles:

- **Principle 1**. Redevelop and revitalize regional centers and areas with existing or currently planned physical infrastructure.

  Consistent: The Southbury POCD encourages business development within areas already slated for business development and supports the reuse of vacant commercial buildings. The POCD supports the continued allowance, through zoning, of apartments above retail thereby allowing some degree of mixed-use development. Southbury has limited water and sewer infrastructure and limits the location and extent of development based on infrastructure availability.

- **Principle 2**. Expand housing opportunities and design choices to accommodate a variety of household types of needs.

  Consistent: Southbury currently offers a wider range of housing types than neighboring communities and the POCD anticipates that Southbury will continue to do so. The POCD also supports the continued allowance of apartments above retail and accessory units. The Town also recently adopted an Affordable Housing Plan per State Statues and has incorporated the strategies in the POCD.

- **Principle 3**. Concentrate development around transportation nodes and along major transportation corridors to support the viability of transportation options.

  Consistent: Southbury's development patterns are arranged by and guided by major transportation corridors. The POCD continues this by planning for future development mainly along and near major roads. The POCD also supports the expansion of the sidewalk network and the creation of opportunities for biking around Town, with the exception of South Main Street.

- **Principle 4**. Conserve and restore the natural environment, cultural and historical resources, and traditional rural lands.

  Consistent: Southbury's natural environment, cultural and historical resources, open space and farms contribute greatly to the Town's fabric. Residents strongly support continued efforts to preserve and protect these resources, particularly through open space acquisition. The POCD contains numerous goals, policies and steps to protect the Town's natural and built resources.

- **Principle 5**. Protect and ensure the integrity of environmental assets critical to public health and safety.

  Consistent: The POCD dedicates a separate chapter to protecting the Pomperaug Aquifer since its protection is important to the health of the Town and region. The POCD also addresses minimizing drainage and flooding issues, air quality, and the protection of other environmental assets that contribute to the health and safety of the community.

- **Principle 6**. Promote integrated planning across all levels of government to address issues on a statewide, regional and local basis.

  Consistent: The POCD acknowledges and promotes coordination with the region, the State, neighboring communities and others such as when protecting drinking water, planning for transportation and in determining the future use of the Southbury Training School, among other issues.

Regional Plan

The Southbury POCD's goals and recommendations reflect the overall consensus of what is best for the Town of Southbury and its residents, with consideration given to existing conditions and trends. Strategies in this Plan are also consistent with broader Regional and State growth principles. The Town of Southbury is a member of the Naugatuck Valley Council of Governments (NVCOG) and was previously part of the Council of Governments of the Central Naugatuck Valley (COGCNV). As of late 2022, NVCOG is working on developing the first Regional Plan of Conservation and Development (Regional POCD). The Regional POCD will be an advisory policy document that will help guide regional development and investment in the NVCOG region over the next ten years to 2033. Since an NVCOG Regional Plan has not been completed as of the adoption of this Plan, the COGCNV 2008 Regional Plan provided guidance and focus for the preparation of this Plan as well as the Town's 2012 POCD. When the NVCOG Regional POCD is adopted and published, the Southbury POCD will be reviewed by the Planning Commission for consistency and amended as needed.



▲ Community House Park

18

CONCLUSION



▲ Main Street South

Southbury's 2022 Plan of Conservation and Development provides a realistic and detailed vision of how the Town is anticipated to evolve over the next ten years. Our emphasis in this Plan is to continue to protect our natural resources and preserve historic and rural assets while recognizing the need to support high-quality economic development in a balanced manner. We appreciate and recognize the depth and thoughtfulness of the responses we received from our citizens via the Town-wide Community Survey, from meetings with Town Boards and elected officials, and from the public meetings held with our residents.

Especially rewarding is the consistency of citizens' responses to similar Planning Commission surveys taken over the past several decades that indicate a clear desire to see Southbury remain on the path of maintaining the small town, and rural feel while continuing to provide the right mix of local business and services.

The success of this Plan depends on continual implementation by the Planning Commission, Boards and Commissions, and of course the community at large. Southbury has a consistent history of preparing, adopting, updating, and taking action on the goals and strategies contained in each Comprehensive Plan. Working together, we can preserve the unique Town fabric and quality of life for all citizens.



▲ Southbury Green



APPENDICES

▲ Nature Trail at Settlers Park



A

TECHNICAL SUPPLEMENT 1: CRITERIA FOR CLUSTER RESIDENCES

▲ The Traditions

The Plan of Conservation and Development establishes overall goals for community character and housing and incorporates a policy to consider an alternative form of residential development, such as residences in clusters. The Housing and Residential Areas recommendations of the Plan identify "cluster residences" as a useful variation from the typical single-family development of individual lots, 1½ to 3 acres in size.

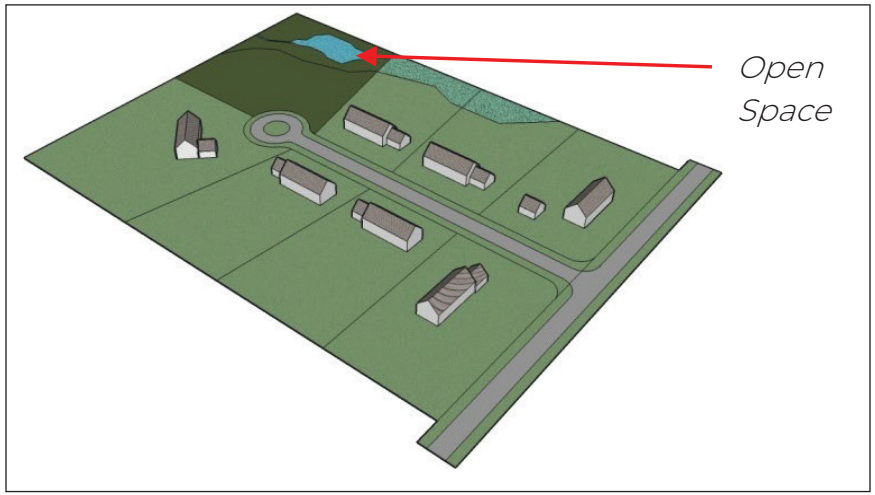
This Technical Supplement 1 defines the nature of cluster residences, identifies the circumstances in which they would be appropriate, and recommends minimum standards and essential procedures under which cluster residences should be considered.

Definition and Intent

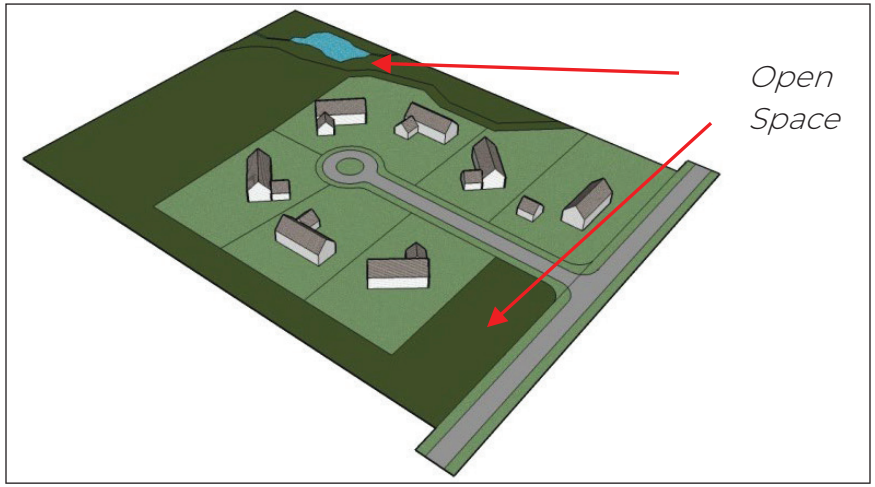
Clustered residential developments are found throughout Connecticut and the Country. The form may be a housing project in an undeveloped section of town, an apartment or condominium on a large tract, or garden apartments with open play areas where land would otherwise have been a checkerboard of streets and houses on small lots. Clustered development is an alternative to the typical pattern and enables dwellings to be arranged in a pattern that preserves more open land, requires less street paving, and provides economies of construction including the extent of utility systems.

The overall goal of cluster development is to achieve a sense of openness and a rural environment in Southbury.

▼ Conventional Subdivision – 7 Houses



▼ Cluster Subdivision – 7 Houses



The predominant residential land use in Southbury is the single-family house on a 1½ to 3-acre lot. This pattern results in ample outdoor space for each family, reasonable spacing between dwellings for comfort and privacy, and a site suitable for a well and septic system. In light of the POCD's goals and policies to conserve the country and scenic character of the Town and to promote continued farming activity, this current pattern of residences spread throughout the Town will not always be appropriate.

Cluster residences in Southbury, then, means the grouping of eligible dwelling units:

- Away from scenic rural views and vistas afforded the public.
- Away from sites and areas of special natural environments.
- Off of productive farmland.

On a tract of land, the grouping of dwellings away from sites and areas of rural value is a variation from the typical subdivision and introduces secondary concerns, such as effect upon the character of the adjacent single-family neighborhood, the bulk of dwellings seen from streets, provision for water supply and sewage disposal and measures for conservation and ownership of open spaces. The cluster pattern is intended to be useful in special cases where circumstances warrant and there are sound solutions for alternative designs.

Warrant for Cluster Residences

The land circumstances that bear out the appropriateness of cluster residences consist of the following:

- Scenic areas, views, and vistas, as observed from public streets that are Arterial, Primary Collector or Secondary Collector Routes. This may include open fields, farmland or pasture adjacent to the roadway or may be a distant vista.
- Special environments of mature forest growth, wildlife habitat, water bodies and meadows, and historic sites, that otherwise might be degraded by typical subdivision.
- Active, productive farmland that is cultivated or used as pasture in a sufficient economic unit, especially including prime farmland (as defined by the US Department of Agriculture) or Farmland of State-Wide Importance.

Initial consideration of cluster must include an evaluation of and findings of the above circumstances. When these resources exist, there is warrant for consideration of the cluster pattern.

As recommended in the Program Steps under the Housing and Residential Areas Program, advance identification of these special circumstances can be made by the Town, community groups and property owners. Scenic areas and vistas can be identified by the public; evaluation of rural values in particular cases may need assistance from experts in landscape design, soils, agriculture, and the environment. The design and management plan for a cluster residence project must clearly and successfully address preservation of the rural values found at the site.

Eligible Units for Clustered Dwellings

Each tract of land can be assumed to have potential for a particular number of single-family dwellings on individual lots. The number will depend upon applicable zoning, size and shape of tract, soil conditions, topography, wetlands, and street layout feasibility. It is that practical number of eligible dwelling units that may be grouped away from sites of significant rural value.

The eligible dwellings for a cluster development can consist of:

1. Single-family dwellings fronting on new streets but having lots that are simply smaller than would ordinarily be provided.
2. Single-family dwellings, each with a small plot of land and with access drives and common open areas owned and maintained by an Association; the same physical pattern could be achieved by condominium ownership.
3. Attached dwelling units in single ownership and rented, or owned as a co-op or condominium.
4. Some combination of the above.

Minimum Standards

In addition to the types of units eligible for cluster developments, the following standards should be met:

- The total number of dwelling units is not to exceed the number of lots that could reasonably be subdivided for single-family dwellings on the tract, per the Zoning regulations.
- In general, a tract size of 25 acres or more is necessary to have a significant conservation achievement but smaller areas along scenic roadsides and around special natural environments could be considered.
- When dwelling units are attached, there should be no more than four units per building, and no more than two stories. Each unit should have ground level access, and buildings should have architectural features and bulk in harmony with single-family house design.
- Water supply systems are subject to approval by the Health District and under certain conditions by the State.
- Sewage disposal systems are also subject to approval by the Director of Health. Community systems will also need Connecticut Department of Energy and Environmental Protection approval (when applicable) plus a management plan approved by the Southbury Water Pollution Control Authority and Health Department.
- Offsite community sewage disposal is not encouraged and not endorsed as a technique to achieve a cluster site development.
- Building setbacks from existing streets and the perimeter of the tract should be greater than required in the applicable zoning district. The extent of setbacks should be adjusted to avoid massing and intrusion effects and will take into account mitigating effects of forest belts and topography.
- A management plan should address measures for ownership, maintenance and permanent conservation of the rural resource lands being protected. Special

measures may be needed with regard to farmland continuance.

- A residential management plan should address measures for ownership, operation and maintenance of any water supply, sewage disposal, roadways, drainage and common lands and facilities shared among the dwellings.

Procedure

To accommodate cluster residences some modification of the current Southbury Zoning Regulations will be needed. The process of actual project review would involve steps as follows:

1. Section 12 of the zoning regulations should be modified to take into consideration the Technical Supplement 1: Criteria for Cluster Residences.
2. Determination of eligible dwelling units (potential typical house lots) on the tract under current zoning (this could be limited to a sketch plan process).
3. Identification of the scenic, conservation and farmland resources by site evaluation.
4. Evaluation of land use, landscape, and scenic condition of the larger neighborhood around the tract.
5. Establishment of a design policy plan for the tract, including:
    - Delineation of preservation areas.
    - The building area and number of units.
    - Access to building area.
    - Tentative location of individual lots, buildings, water supply, sewage disposal and other features.
    - An outline for management of open space, building area and support facilities.
6. Final design of the cluster residence site, in form similar to a subdivision or site development plan, plus completion of management arrangements for the entire tract.

Under Zoning Regulations, Steps #1 through #5 should be viewed as "legislative" measures and Step #6 as "administrative."

▼ Heritage Village





B

TECHNICAL SUPPLEMENT 2: CRITERIA FOR MULTI-FAMILY DWELLING GROUPS

▲ Pomperaug Woods

The Plan of Conservation and Development, which establishes overall goals for community character, incorporates a policy to consider multi-family dwelling groups as an alternative form of residential development. The recommendations of Housing and Residential Areas of the Plan identify additional attached dwellings (not age restricted) as a means to provide housing opportunities in Southbury.

The purpose of this Technical Supplement 2 is to outline community concerns about attached dwellings, describe desired results, and establish minimum standards, location criteria and procedures under which multi-family dwelling groups should be considered.

Concerns and Parameters

Most multi-family dwellings in Southbury have occurred in relatively small, attractive developments with site layouts that preserve land. Most dwelling units have ground-level entrances to the living space.

This pattern is in clear contrast to projects found in other municipalities. New multi-family dwellings seen elsewhere often include flats in three-story buildings, long rows of townhouses that form enclosures or are visual barriers, and concentrations of multiple units and parking lots crowded onto a site and as luxury high-rise apartments with multi-deck garages. These patterns are not consistent with the theme of a rural and open appearance for the community and are not appropriate in Southbury.

This Plan of Conservation and Development confirms that Southbury is primarily viewed as a community of single-family houses and as having a country and scenic character. Multi-family dwelling groups must fit and uphold Southbury's basic residential concept and character.

The first priority is that any multi-family dwelling must present an appearance from the street and from the side and back yards that is consistent with the lots and homes in the general area in order to preserve property values.

Secondly, the intent of this Plan is to disperse such housing geographically to avoid a concentration which would alter the traditional residential and rural character of Southbury.

Next, new multi-family dwelling units are likely to be sold or rented at prices less than new single-family dwellings. While lesser cost is a part of the goal of a balance of housing opportunity, less cost expands the market potential. Proposals for attached dwelling projects in unbridled numbers could occur due to Southbury's regional accessibility and would upset the growth management goals of this Plan, and are not recommended.

Lastly, sites for multi-family dwelling groups might be served by public water supply but central public sanitary sewers and mechanical treatment plants for new general housing development are not a part of this Plan. Sewage disposal for attached dwellings is to consist of permanent on-site systems that maintain established groundwater quality in regular and drinking water aquifer situations and avoid any foreseeable need for rescue through construction of a central sewer system.

It is, therefore, found that only if all of the following basics are met, multi-family dwelling groups are considered a part of the program for housing in Southbury:

- Multi-family group development is to be phased over a period of time, monitored, and reviewed as to the effectiveness of planning and design criteria.
- Multi-family groups are to have a location, massing, design, and site occupancy that support the single-family, country, and scenic character of the Town.
- Adequate water supply and on-site sewage disposal at conservative standards are to be assured.

Sites for new multi-family dwelling groups are not predetermined on Map 10 - Housing and Residential Areas Plan. It is intended that projects advanced by the market place be tested against the criteria of this Technical Supplement.

Site and Building Criteria

A "multi-family dwelling group" is a property with buildings containing two or more dwelling units (2 to 4 units could be considered cluster residences – review Technical Supplement 1 for more information), driveways, lawns, parking, and recreation amenities that are used in common by the occupants. Units may be rentals, condominiums, or cooperative association ownership. Special characteristics for such a group in Southbury are as follows:

1. The number of dwelling units on the site are not to exceed 4.0 per acre after subtraction of the area of all wetlands, water bodies and significant sections of steep slope (grades in excess of 15 percent). A site may not have the capacity to support that number per acre, or any attached units at all, because of other limitations such as insufficient water supply or sewage disposal resources.
2. Each dwelling unit should have ground level access either directly or through a common hallway. There may be building entrances that are common to two or more units. In most cases, the number of dwelling units in a building should not exceed four and should adhere to current building codes.
3. Buildings should be a one story or two stories maximum in height with a gable, gambrel or similar pitched roof. The shape and mass of a building referring to the visual effect of height, length, and depth in combination with the way roof lines, facade breaks, dormers, windows, and other exterior features are handled should be reasonably consistent with the shape and mass of what could be a large single-family house. Variations of shape from building to building should be considered. Exterior materials should be wood, brick or stone; indigenous architectural features are preferred depending upon location.
4. Parking shall conform to current State requirements. Garage parking for at least one car per unit is preferred. Guest parking can be located away from the unit but parking lot type layouts are to be avoided. Garages and parking spaces should not be the main visual presentation for persons off-site or entering the site.
5. Public water supply for the dwelling group is preferred and may be a necessity with on-site sewage disposal. On-site, in ground sewage disposal systems are to meet all Housatonic Valley Health

District (HVHD), State Department of Health (DOH) and Department of Energy and Environmental Protection (DEEP) standards (7,500 gpd or greater), and 100 percent reserve system sites are to be tested and proved. Sewerage or waste water pipes should exit each unit directly to a collection line feeding the disposal system.

6. A variety of dwelling unit types and floor areas should be provided within each dwelling group. Larger groups should include some units with smaller floor area and one bedroom, especially suitable for single-person households. Minimum floor area should be consistent with local housing and building codes.
7. The site arrangement of driveways, building placement, parking and grading should take advantage of natural features (mature trees, wooded areas, ground formations) and present a pleasing effect on-site and off-site. Graded, seeded, and planted embankments can be used to screen parking areas and garages but total clearing and reshaping of the site is to be avoided. While new landscaping requires care and time to grow, initial plantings should be sufficiently mature to be significant from the start.

Location Criteria

The key to consistency with the single-family country town and scenic character of Southbury is location in combination with site and building design. The "don'ts" of location and design are to avoid intrusion on established local residential subdivision streets, massing of buildings along street fronts, intrusion upon scenic views from streets and invasion of natural ridgelines that are part of the scenery. These negative features can be avoided by suitable building location, topographic features, landscaping or not building the dwelling group at all. Some particular aspects of location are as follows:

- The dwelling group will need driveway access from a suitable public street or highway. Access should be from an Arterial or Collector Route.
- Sites should accommodate a small number of units, (e.g., four to eight) or less when adjacent to established single-family neighborhoods, so that the site does not dominate the neighborhood nor become the nucleus for a spreading pattern.
- A property may be planned as a combination single-family house subdivision plus multi-family dwelling group.
- Sites on the Pomperaug Aquifer as shown on the Pomperaug Aquifer Protection Areas Map may not meet the sewage discharge limitation policy of this Plan and the Aquifer Protection Regulations unless specially approved by the State Department of Energy and Environmental Protection as having location and septic system design consistent with drinking water quality standards.
- Multi-family dwelling groups may not be consistent with the Southbury Historic District or any other area that is eligible for designation as a Historic District. Such groups may, with colonial design, be a part of the environs of such a district. The Southbury Historic District and environs, however, are largely upon the Pomperaug Aquifer.

Procedure

The Plan and this Technical Supplement affirm the number of units and minimum design and location criteria that must be imposed in order to maintain Southbury's growth policy and residential and scenic character. The process of actual project review will need to address in a clear and positive way:

- Specific site and building design.
- Consistency with location criteria.

The review process will need to involve the participation and understanding of Southbury citizens and two basic steps as follows:

1. Planning: a site evaluation; measurement against established criteria; determination of access; identification of essentials for neighborhood and scenic consistency; proof of water supply, onsite sewage disposal and drainage capability; preliminary plan of the site and buildings to establish capacity and visual character; and a program for ownership and management.
2. Final Design: the preparation, review, and approval of all design details - roadways, buildings, drainage, onsite septic, water supply, landscaping, parking, lighting - for suitability, quality and consistency with criteria and the conclusions of the planning step.

Under land use regulations, Step 1 should be reviewed as a "legislative" or "special use" procedure that must be consistent with the Plan of Conservation and Development and Step 2 as "administrative."

C

COMMUNITY SURVEY



▲ Town Hall Green

Town of
Southbury
Community Survey
Review and Analysis



Chapter 4: Community Input

About the Community Survey

The Town of Southbury distributed an online survey through the platform SurveyMonkey in September - November 2021. A total of 1,563 survey responses were collected through the platform and analyzed. Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

[Note: Open-ended questions were summarized and/or categorized.]

Key findings from the survey include:

Question 1 – Southbury survey respondents are pleased with the overall quality of life in Southbury- around **95%** of respondents consider the quality of life in Southbury to be Good or Excellent.

Question 8 - Most respondents support prioritizing the preservation of open space, especially passive open space and critical habitat areas. **73.45%** of respondents considered it a medium or high priority for the town to focus on passive open space (hiking areas, woods, fields), while **75.88%** of respondents considered it a medium or high priority to focus on critical habitat areas.

Question 12 - There is recognition of a need for affordable housing in Southbury compared to other housing options. **42.92%** of respondents answered that they believed there were "too few" affordable housing options, compared to the percentage for other needed housing options, like apartments (35.16% answered "too few") or small single-family homes (31.39%).

Question 17 - A significant amount of respondents feel there are too few entertainment/cultural facilities and restaurants in Southbury, similar to in 2011. **57.24%** of respondents believe that there are "too few" entertainment/cultural facilities in the Town.

Question 24 - The main priorities of respondents for Southbury for the next 10 years include maintaining and improving existing roads, continued support and improvement of the education system, preserving farm land and agriculture, and preserving undeveloped land for open space. Priority focus areas for Southbury over the next 10 years:

Continued support and improvement of education system
- High priority: **63.85%**
- Medium Priority: 25.17%
- Low priority, but worthwhile: 9.36%
- No priority, not worthwhile: 1.61%

Preserve undeveloped land for open space
- High priority: **49.65%**
- Medium Priority: 28.68%
- Low priority, but worthwhile: 17.50%
- No priority, not worthwhile: 4.16%

Preserve farm land and agriculture
- High priority: **46.65%**
- Medium priority: 32.95%
- Low priority, but worthwhile: 16.78%
- No priority, not worthwhile: 3.62%

Maintain and improve existing roads
- High priority: 39.72%
- Medium Priority: **45.48%**
- Low priority, but worthwhile: 13.65%
- No priority, not worthwhile: 1.15%

Provide more biking and walking amenities
- High priority: 33.62%
- Medium Priority: **36.86%**
- Low priority, but worthwhile: 23.96%
- No priority, not worthwhile: 5.56%

Preserve historic buildings, properties, and districts
- High priority: 33.38%
- Medium Priority: **39.45%**
- Low priority, but worthwhile: 23.02%
- No priority, not worthwhile: 4.14%

Support and increase recreational programs and activities
- High priority: 30.43%
- Medium Priority: **41.85%**
- Low priority, but worthwhile: 24.22%
- No priority, not worthwhile: 3.49%

Encourage more affordable housing options
- High priority: 23.84%
- Medium Priority: 22.84%
- Low priority, but worthwhile: 25.46%
- No priority, not worthwhile: **27.85%**

Encourage more variety of housing options
- High priority: 20.85%
- Medium Priority: 23.73%
- Low priority, but worthwhile: **30.00%**
- No priority, not worthwhile: 25.43%

Encouraging more non-residential development
- High priority: 13.47%
- Medium Priority: 27.49%
- Low priority, but worthwhile: **33.52%**
- No priority, not worthwhile: 25.53%

Others (Open-ended answers, continued from **Question 24**)
- Recreational facilities
  - Indoor rec center
  - Town Pool
  - Beach access
  - Teen recreation for safe activities
  - Senior walking areas
  - Community center
- Entertainment/retail
  - Fill current empty commercial space
  - Small business incentives
  - More restaurants
  - Target-like store
  - Businesses with entertainment/activities
  - Beautifying Main St. and maintaining character
- Transit
  - More sidewalks
  - Out-of-area mass transit
  - Bike lanes
- Avoid over-developing in order to respect rural heritage of Southbury
  - "I'd like to see development growth slow down/commercial and residential."
  - "development within existing buildings and spaces"
- "explicit focus on diversity and inclusion"
- Need for affordable housing
  - There is some pushback to this though
  - Group home options?
- Climate change and green energy work- mitigation and adaptation to prepare and address
- Attracting young people while also keeping in mind current older populations

Question 2 - How has the quality of life in Southbury changed since 2012?
- Almost half of the survey respondents have found that the quality of life in Southbury in 2021 is about the same as the quality of life in 2012. More respondents feel that the quality of life has gotten better (19.27%) rather than has gotten worse (12.52%).
  - Gotten Better: 19.27%
  - About the Same: **47.24%**
  - Gotten Worse: 12.52%
  - Don't know/Not Sure: 20.96%

Chapter 5

The survey results used in Chapter 5 of the 2012 Southbury POCD included survey questions about the town's rural character, scenic roads, sound, preservation of farmland, and protection of ridgelines that correlated to a town inventory and assessment. It also included quoted open-ended comments about what makes Southbury special. Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

Question 3 - What makes living in Southbury special?

- Common answers focused on:
  - Quiet
  - Quaint
  - Safe
  - Beauty
  - Rural feel but suburban quality
  - Small-town feel
  - Small businesses
  - Sense of community/friendly neighbors
- Other common answers included:
  - Amenities for seniors
  - Public services (library, schools, open space)
  - Restaurants, movie theater, stores
  - Low taxes
  - Main Street
  - Heritage Village
  - Convenient: location/access to Interstate 84
- Direct quotes included:
  - "It is a beautiful town offering fine shopping, restaurants, places to walk and a wonderful Senior Center which offers a great deal to senior residents."
  - "Very kind and supportive of the elderly and the Heritage community."
  - "The rural feeling and beauty of the area."
  - "A nice balance of keeping its New England charm but still providing stores so we can shop local."
  - "Safety of the town, kindness of its residents, quality and accessibility of shopping and most of all good schools."
  - "Quiet, convenient, small town feel."

Southbury POCD 2022 Update Community Survey Review and Analysis

Inventory and assessment:

Rural, Small Town Feel

Question 9 -The Town is doing enough to protect ridgelines and scenic views:

- Agree: 35.78%
- Disagree: 18.92%
- Neutral/No opinion: **45.31%**

Farmland

Question 8 - How much should farmland be prioritized by the Town over the next 10 years?

- High priority: 26.86%
- Medium priority: **35.48%**
- Low priority, but worthwhile: 29.38%
- No priority, not worthwhile: 8.27%

Question 7 -The Town has enough farmland:

- Agree: **41.37%**
- Disagree: 25.70%
- Neutral/No Opinion: 32.92%

Sound

Question 9 - The Town is doing enough to protect from noise pollution**:

- Agree: 29.72%
- Disagree: 27.95%
- Neutral/No opinion: **42.33%**

Question 6 - Indication of concerns with noise in neighborhood: 77.30%

Question 6 Indication of concerns with noise in Southbury as a whole: 45.74%

** Note: While more people agreed (29.72%) that the town is doing enough to protect from noise pollution than disagree (27.95%), more people strongly disagreed that the town was doing enough to protect from noise pollution than any of the other categories for the question (wetlands, rivers and streams, air quality, etc.)

Community Spirit

Question 3 - Quotes from respondents:

- "I love the small-town feel and the sense of community in Southbury."
- "tight knit community with a strong emphasis on education."
- "Small town feel. Good community spirit."
- "Good amenities, i.e. police, fire, shopping, medical, restaurants and schools."
- "It's a great balance of small-town feel with more suburban amenities that families with small children notice and appreciate."
- Lots of respondents mention a lack of a community center

Chapter 6: Natural Resources

The survey results used in Chapter 6 of the 2012 Southbury POCD included survey questions about if the town was doing enough to protect wetlands, rivers and streams, lakes and ponds, groundwater and aquifers, and special plant and animal habitat. Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

Question 9 - The Town is doing enough to protect:

Wetlands
- Agree: 41.72%
- Disagree: 13.2%
- Neutral/No opinion: **45.09%**

Rivers and streams
- Agree: **43.78%**
- Disagree: 17.81%
- Neutral/No opinion: 38.41%

Lakes and ponds
- Agree: **40.59%**
- Disagree: 20.00%
- Neutral/No opinion: 39.41%

Groundwater and aquifers
- Agree: 32.74%
- Disagree: 20.43%
- Neutral/No opinion: **46.83%**

Ridgelines and scenic views
- Agree: 35.78%
- Disagree: 18.92%
- Neutral/No opinion: **45.31%**

Significant plant and animal habitats
- Agree: 33.46%
- Disagree: 22.06%
- Neutral/No opinion: **44.49%**

Air quality
- Agree: 38.24%
- Disagree: 17.03%
- Neutral/No opinion: **44.73%**

From noise pollution
- Agree: 29.72%
- Disagree: 27.95%
- Neutral/No opinion: **42.33%**

Steep slopes and provide erosion control
- Agree: 28.52%
- Disagree: 14.89%
- Neutral/No opinion: **56.60%**

Chapter 7: Pomperaug Aquifer

[No specific linked survey questions]

Chapter 8: Open Space & Greenways

The survey results used in Chapter 8 of the 2012 Southbury POCD included survey questions about if the town should do more to preserve undeveloped land as open space, if the town should buy open space land even if it means that taxes will be raised, and if the town should develop more trails. Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

Question 7 - The Town has enough....

Water access (ex. Boat launch, public beach).
- Agree: 27.70%
- Disagree: **41.25%**
- Neutral/No opinion: 31.05%

Farmlands or land suitable for farming.
- Agree: **41.37%**
- Disagree: 25.70%
- Neutral/No opinion: 32.92%

Protected undeveloped lands.
- Agree: **44.72%**
- Disagree: 34.56%
- Neutral/No opinion: 20.72%

Active recreation areas
- Agree: **62.96%**
- Disagree: 19.06%
- Neutral/No opinion: 17.97%

Trails.
- Agree: **45.03%**
- Disagree: 32.57%
- Neutral/No opinion: 22.41%

Passive recreation areas
- Agree: **53.26%**
- Disagree: 28.60%
- Neutral/No opinion: 18.14%

Question 8 - What kinds of open space should the Town of Southbury prioritize over the next 10 years?

Passive open space
- High priority: **37.56%**
- Medium priority: 35.89%
- Low priority, but worthwhile: 21.95%
- No priority, not worthwhile: 4.60%

Active open spaces
- High priority: 17.61%
- Medium priority: **36.63%**
- Low priority, but worthwhile: 36.35%
- No priority, not worthwhile: 9.40%

Farm lands
- High priority: 26.86%
- Medium priority: **35.48%**
- Low priority, but worthwhile: 29.38%
- No priority, not worthwhile: 8.27%

Water access
- High priority: 26.86%
- Medium priority: 31.49%
- Low priority, but worthwhile: **32.68%**
- No priority, not worthwhile: 8.98%

Wetlands
- High priority: 25.75%
- Medium priority: 30.54%
- Low priority, but worthwhile: **31.47%**
- No priority, not worthwhile: 12.23%

Undeveloped/vacant lands
- High priority: 23.85%
- Medium priority: **33.64%**
- Low priority, but worthwhile: 29.17%
- No priority, not worthwhile: 13.34%

Critical habitat areas
- High priority: **45.91%**
- Medium priority: 29.97%
- Low priority, but worthwhile: 18.62%
- No priority, not worthwhile: 5.50%

Others (Open-ended answers, continued from Question 24):
- Common Answers:
  - Top open space suggestions:
    - Maintaining current open space/town properties before looking into new open space
      - Keeping rural/forested/natural areas rural and forested and natural
      - Keeping development in the Main Street area
    - Swimming areas/boating areas/Beach area
      - Some residents mention opening up beaches near Lake Zoar or Lillinonah, other comments include that no money should be spent on beaches since there are other priorities and Lake Zoar is polluted
    - Bike trails!!!!!!!

    - Paved walking paths!!!
    - Youth center/facility/playgrounds
      - Paved trails
      - A lot of focus on wanting a sports recreation center or general park designed with youth prioritized
    - Open space with senior population in mind
      - Paved trails
        - One suggestion includes flat 0.25 mile trail that is well-lit with benches
      - Tennis ball court to be made as a pickle ball court for seniors
    - Preservation to address climate change, protect natural resources, and support wildlife
    - Many respondents mention that the Southbury Training School land should be kept by Southbury
  - Interesting additional ideas:
    - Cleanup of vacant/undeveloped lands affected by 2018 tornado
    - Disc golf
    - Dog park
    - Empty lots on Main St. should be turned into native species land
    - Focus on accessibility/wheelchair access
    - Not quite open space associated
      - SIDEWALKS
      - Indoor children's recreational center
      - Restoring town pool
  - Quoted open ended comments:
    - "We Need a full updated review of ALL town open space and a detailed plan of who manages the open space with Plans."
    - "Keeping the large open fields of the Southbury Training School undeveloped - some for farming & some for festivals, large town gatherings."
    - "Entry to open space and parkland from town center would be desirable for walkers. A new look or plan for the town would create a more inviting town especially for pedestrians and create a inviting atmosphere. A beautiful community center in the town center would be a wonderful addition for all and could be maintained attracting members from adjacent towns such as Woodbury, Roxbury, Seymour."
    - "I would like to keep as much open space/ farmland as possible"
    - "There is a great deal of wildlife, bears, foxes, birds etc. they need space to live well as well."
    - "Would love to see a bike/walking path near the river."
    - "Parks for children"

Chapter 9: Historic Resources

The survey results used in Chapter 9 of the 2012 Southbury POCD included survey questions about if the town is doing enough to protect historic resources in town, if the town should expand the existing local historic districts, and if the town should create additional local historic districts. Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

Question 10 - Historic resources range from buildings, to stonewalls, to even significant trees. The Town….

Is doing enough to protect historic resources in town.

- Agree: **44.58%**
- Disagree: 18.18%
- Neutral/No Opinion: 37.24%

Should create additional local historic resources.

- Agree: **52.36%**
- Disagree: 11.91%
- Neutral/No Opinion: 35.74%

Question 24 - Please rate the following in terms of priority focus areas for Southbury over the next 10 years.

Preserve historic buildings, properties, and districts over the next 10 years.

- High priority: 33.38%
- Medium Priority: **39.45%**
- Low priority, but worthwhile: 23.02%
- No priority, not worthwhile: 4.14%

Chapter 10: Community Structure

[No specific linked survey questions]

Chapter 11: Special Places

[There were no specific survey questions relevant to "Special Places" in the 2012 Southbury POCD.]

Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

Question 11 - Do you feel a sense of unity between Heritage Village and Southbury?

- Yes: **34.68%**
- No: 34.23%
- Don't know/Not sure: 31.09%
- About a third of all survey respondents do feel a sense of unity between Heritage Village and Southbury, while about another third of respondents do not feel a sense of unity between the two communities. However, a larger portion of Hertage Village respondents feel there is a sense of unity than the portion of Southbury respondents living outside of Heritage Village.
  - Do you feel a sense of unity between Heritage Village and Southbury? (Heritage Village respondents only)
    - Yes: **52.71%**
    - No: 31.01%
    - Don't know/not sure: 16.28%
  - Do you feel a sense of unity between Heritage Village and Southbury? (Southbury minus Heritage Village respondents only)
    - Yes: 30.15%
    - No: 34.52%
    - Don't know/not sure: **35.33%**
  - Do you feel a sense of unity between Heritage Village and Southbury? (non-Southbury resident)
    - Yes: 20.00%
    - No: 0.00%
    - Don't know/not sure: **80.00%**

Chapter 12: Housing & Residential Strategies

The survey results used in Chapter 12 of the 2012 Southbury POCD included survey questions about if there were too many, too few, or the right amount of different housing options in the town. These housing options included single-family homes, condominiums, assisted living housing, apartments, elderly housing, and empty nester housing. Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

Question 12 - How much of the following does Southbury have?

Large single-family homes
- Too Many: 20.56%
- About the right amount: **66.94%**
- Too Few: 2.37%
- Don't know/not sure: 10.13%

Small single-family homes
- Too Many: 3.10%
- About the right amount: **56.30%**
- Too Few: 31.39%
- Don't know/not sure: 9.21%

Condominiums
- Too Many: 18.96%
- About the right amount: **56.74%**
- Too Few: 14.81%
- Don't know/not sure: 9.48%

Apartments
- Too Many: 12.14%
- About the right amount: 34.49%
- Too Few: **35.16%**
- Don't know/not sure: 18.21%

Senior housing
- Too Many: 21.32%
- About the right amount: **50.66%**
- Too Few: 21.69%
- Don't know/not sure: 6.32%

Assisted living
- Too Many: 13.61%
- About the right amount: **61.41%**
- Too Few: 11.38%
- Don't know/not sure: 13.61%

Mixed-use (apartments above commercial uses)
- Too Many: 6.91%
- About the right amount: **36.21%**
- Too Few: 25.13%
- Don't know/not sure: 31.75%

Duplexes
- Too Many: 8.36%
- About the right amount: 33.43%
- Too Few: 20.00%
- Don't know/not sure: **38.21%**

Affordable housing
- Too Many: 9.37%
- About the right amount: 30.38%
- Too Few: **42.92%**
- Don't know/not sure: 17.33%

Age-restricted housing
- Too Many: 20.56%
- About the right amount: **54.75%**
- Too Few: 7.81%
- Don't know/not sure: 16.88%

Question 14 - How much of the following does Southbury have?

Housing for seniors
- Too Much: 18.48%
- About the right amount: **51.10%**
- Not Enough: 21.28%
- Don't know/not sure: 9.13%

Housing options for individuals living alone
- Too Much: 2.43%
- About the right amount: 30.29%
- Not Enough: **47.75%**
- Don't know/not sure: 19.53%

Housing options for its workforce (ex. police, teachers, grocery workers)
- Too Much: 1.26%
- About the right amount: 33.19%
- Not Enough: **35.70%**
- Don't know/not sure: 29.86%

Housing options for empty nesters (couples without children)
- Too Much: 3.69%
- About the right amount: **48.30%**
- Not Enough: 28.47%
- Don't know/not sure: 19.54%

Housing options for families with children
- Too Much: 4.65%
- About the right amount: **71.64%**
- Not Enough: 10.19%
- Don't know/not sure: 13.52%

Housing options for low income individuals or families
- Too Much: 5.90%
- About the right amount: 30.26%
- Not Enough: **42.88%**
- Don't know/not sure: 20.96%

Housing options for young adults
- Too Much: 1.48%
- About the right amount: 27.75%
- Not Enough: **50.11%**
- Don't know/not sure: 20.66%

Southbury POCD 2022 Update Community Survey Review and Analysis

Chapter 13: Economic Development

The survey results used in Chapter 13 of the 2012 Southbury POCD included survey questions about if there are too many, too few, or the right amount of different economic/commercial facilities in the town. These facilities were: retail stores, research & development firms, corporate offices, entertainment/cultural facilities, small business offices, light industrial/manufacturing, and medical offices. Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

Question 15 - Indicate how much of the following Southbury has?

Retail stores
- Too Many: 8.87%
- About the right amount: **62.86%**
- Too few: 27.29%
- Don't know/not sure: 0.98%

Small offices
- Too Many: 10.39%
- About the right amount: **65.66%**
- Too few: 7.88%
- Don't know/not sure: 16.07%

Research and development facilities
- Too Many: 2.19%
- About the right amount: 26.30%
- Too few: 27.66%
- Don't know/not sure: **43.84%**

Corporate offices
- Too Many: 5.51%
- About the right amount: **44.68%**
- Too few: 23.62%
- Don't know/not sure: 26.19%

Entertainment/cultural facilities
- Too Many: 1.58%
- About the right amount: 37.18%
- Too few: **57.24%**
- Don't know/not sure: 4.00%

Light industrial/manufacturing facilities
- Too Many: 4.08%
- About the right amount: **38.90%**
- Too few: 23.79%
- Don't know/not sure: 33.23%

Assisted living
- Too Many: 12.85%
- About the right amount: **61.90%**
- Too few: 10.66%
- Don't know/not sure: 14.59%

Mixed-use (apts. above comm. uses)
- Too Many: 4.86%
- About the right amount: 33.23%
- Too few: 27.01%
- Don't know/not sure: **34.90%**

Restaurants
- Too Many: 5.05%
- About the right amount: **57.45%**
- Too few: 36.30%
- Don't know/not sure: 1.20%

Medical facilities
- Too Many: 20.69%
- About the right amount: **65.71%**
- Too few: 8.91%
- Don't know/not sure: 4.68%

Question 17 - Thoughts about Main Street

There is a good mix of shops, restaurants, offices, and amenities
- Agree: **76.66%**
- Disagree: 16.28%
- Neutral/No Opinion: 7.05%

It is thriving
- Agree: **63.90%**
- Disagree: 16.01%
- Neutral/No Opinion: 20.09%

It is visually attractive
- Agree: **78.04%**
- Disagree: 12.25%
- Neutral/No Opinion: 9.70%

I feel safe from passing traffic while walking there
- Agree: **63.61%**
- Disagree: 20.45%
- Neutral/No Opinion: 15.94%

Sidewalks are properly separated from traffic
- Agree: **82.78%**
- Disagree: 6.02%
- Neutral/No Opinion: 11.20%

Sidewalks are wide enough
- Agree: **79.49%**
- Disagree: 9.54%
- Neutral/No Opinion: 10.97%

It is easy to cross the street
- Agree: 39.43%
- Disagree: **40.78%**
- Neutral/No Opinion: 19.79%

I feel safe from passing traffic while biking there**
- Agree: 17.43%
- Disagree: 32.53%
- Neutral/No Opinion: **50.04%**

Parking is easy
- Agree: **81.99%**
- Disagree: 8.55%
- Neutral/No Opinion: 9.46%

The buildings feel like the right size relative to the setting
- Agree: **86.86%**
- Disagree: 3.63%
- Neutral/No Opinion: 9.52%

It is well lit
- Agree: **80.31%**
- Disagree: 7.22%
- Neutral/No Opinion: 12.47%

**While more people have a neutral/no opinion (50.04%) that they feel safe from passing traffic while biking there, more people strongly disagreed that they felt safe passing traffic while biking than any of the other categories for the question.

Chapter 14: Community Facilities & Services

The survey results used in Chapter 14 of the 2012 Southbury POCD included survey questions about if the town had an adequate library, recreational fields, senior services, and recreational facilities. Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

Question 19 - Rate the quality of the following Town facilities

Public schools
- Excellent: **47.45%**
- Adequate: 26.77%
- Needs Improvement: 8.29%
- Don't know: 17.49%

Public library
- Excellent: **77.53%**
- Adequate: 17.47%
- Needs Improvement: 1.59%
- Don't know: 3.40%

Town hall
- Excellent: 30.68%
- Adequate: **52.62%**
- Needs Improvement: 8.88%
- Don't know: 7.82%

Sports and recreation programs
- Excellent: 23.33%
- Adequate: **41.79%**
- Needs Improvement: 16.87%
- Don't know: 18.01%

Police department
- Excellent: **42.55%**
- Adequate: 41.03%
- Needs Improvement: 6.23%
- Don't know: 10.18%

Fire department
- Excellent: **42.55%**
- Adequate: 41.03%
- Needs Improvement: 6.23%
- Don't know: 10.18%

Local roads
- Excellent: 22.52%
- Adequate: **60.08%**
- Needs Improvement: 16.26%
- Don't know: 1.15%

Sidewalks
- Excellent: 15.97%
- Adequate: **45.45%**
- Needs Improvement: 34.91%
- Don't know: 3.67%

Town park facilities
- Excellent: 24.62%
- Adequate: **48.78%**
- Needs Improvement: 21.81%
- Don't know: 4.79%

Senior services
- Excellent: 21.04%
- Adequate: **31.94%**
- Needs Improvement: 17.91%
- Don't know: 29.12%

Question 20 - Indicate how much of the following public facilities Southbury has.

Multi-purpose fields
- Too Many: 3.21%
- About the right amount: **70.16%**
- Too Few: 11.48%
- Don't know/Not sure: 15.15%

Ball fields (baseball and softball)
- Too Many: 3.89%
- About the right amount: **71.15%**
- Too Few: 8.85%
- Don't know/Not sure: 16.11%

Tennis courts
- Too Many: 1.46%
- About the right amount: **59.85%**
- Too Few: 17.78%
- Don't know/Not sure: 20.92%

Basketball courts
- Too Many: 1.84%
- About the right amount: **56.21%**
- Too Few: 17.87%
- Don't know/Not sure: 24.08%

Swimming areas
- Too Many: 0.92%
- About the right amount: 32.03%
- Too Few: **52.52%**
- Don't know/Not sure: 14.53%

Playgrounds and playscapes
- Too Many: 1.00%
- About the right amount: **58.47%**
- Too Few: 23.07%
- Don't know/Not sure: 17.47%

Places to bike, skate, and skateboard
- Too Many: 0.99%
- About the right amount: 23.22%
- Too Few: **50.57%**
- Don't know/Not sure: 25.21%

Hiking trails
- Too Many: 1.92%
- About the right amount: **60.86%**
- Too Few: 28.32%
- Don't know/Not sure: 8.90%

Recreational programs for young children
- Too Many: 0.76%
- About the right amount: **39.22%**
- Too Few: 21.56%
- Don't know/Not sure: 38.46%

Recreational programs for teens
- Too Many: 0.38%
- About the right amount: 23.55%
- Too Few: 36.85%
- Don't know/Not sure: **39.22%**

Recreational programs for adults
- Too Many: 0.77%
- About the right amount: **37.52%**
- Too Few: 36.98%
- Don't know/Not sure: 24.73%

Questions 21 - Community amenities, recreational facilities, programs or services that Southbury is lacking (open-ended question)?

Community Amenities
- Community center / recreation center / community arts center (MANY respondents interested)
- Arts/theater
- Updated senior center (MANY respondents interested)

Recreational facilities
- Swimming pool (MANY respondents interested, many thoughts on how Ballantine pool should be handled/Middlebury Pool complex/joining with Newtown's pool)
  - Accessible pools (ADA compliant- MANY respondents interested)
  - Therapeutic pools
- Clean, functional, accessible park bathroom facilities
- Pickleball (MANY respondents interested)
- Skate park
- Beach park on Lake Zoar
- Biking trails
- Additional playground
  - ADA design (i.e. wheelchair swing)
  - Splashpad
- Better lighting for fields
- Tennis courts

Programs / Services (In person or virtual)
- Art programs (MANY respondents interested)
  - Music
    - Community choir
  - Ceramics
  - Theater
  - Art exhibition? Museum?
  - Outdoor summer concert series
  - Poetry/Writing workshops
- Exercise programs
  - Focused for teens
  - Focused for seniors
  - Focused for adults
  - Focused for young children
  - Focused for older children
- Wellness
- Trips (to CT or NYC or Boston)
- Cultural activities

Interesting additional responses

- New dog pound
- Area for dirt bikes/quads
- "18 hole championship golf course for residents only"
- Another dog park
- More reliable/scheduled bus system serving medical/retail areas
- Hiking trails for off-leash dogs
- Recycling center
- Facility that is open after work hours
- Adult day care facilities for those living at home and needing care during day (not assisted living)
- Book stores
- Couple's night out
- Bowling alley
- Pool table, multipurpose room, café, games in community center
- Kayak/paddle board rental at beach/lake access
- Ice rink
- Better sidewalks beyond Main St. South

Quotes

- "A playground for the use of children with autism who are "Flight Risk" can play safely without running into traffic. Thank you"
- "A dedicated community center, larger than the parks and rec department with activities for all ages, especially teenagers."
- "A local community center (similar to NYA or YMCA) would be a great way to add healthy activities for every demographic in Southbury."
- "A pool and a community center would be excellent. Also, an indoor facility (something similar to the NYA in Newtown) for sports would be a huge improvement for the town."
- "A rec center would be fantastic- indoor pool, basketball etc. Besides PHS, there is no opportunity to swim in winter months."
- "Adult ed, things for teens to do/places to hang out...is there an arts program?? There are no book stores or bowling alleys/roller rinks. No place for kids birthday parties."

Question 22 - How often do you or a member of your household visit the following places?

Townhall
- Daily: 1.07%
- Monthly: 6.49%
- More than once a month: 3.44%
- A few times a year: **77.18%**
- Never: 11.83%

Library
- Daily: 3.12%
- Monthly: 22.51%
- More than once a month: 24.64%
- A few times a year: **41.67%**
- Never: 8.06%

Senior center
- Daily: 1.14%
- Monthly: 3.73%
- More than once a month: 4.79%
- A few times a year: 15.45%
- Never: **74.89%**

Town boat launch
- Daily: 0.46%
- Monthly: 2.21%
- More than once a month: 1.91%
- A few times a year: 14.50%
- Never: **80.92%**

Southbury dog park
- Daily: 1.91%
- Monthly: 4.88 %
- More than once a month: 3.89%
- A few times a year: 17.24%
- Never: **72.08%**

Ballantine Park
- Daily: 0.76%
- Monthly: 8.55%
- More than once a month: 8.47%
- A few times a year: **45.19%**
- Never: 37.02%

Ballantine Park Pool
- Daily: 2.00%
- Monthly: 1.61%
- More than once a month: 4.14%
- A few times a year: 18.96%
- Never: **73.29%**

Settlers park (including community gardens)
- Daily: 3.51%
- Monthly: 10.76%
- More than once a month: 14.50%
- A few times a year: 29.85%
- Never: **41.37%**

Community house park
- Daily: 1.93%
- Monthly: 6.49%
- More than once a month: 9.12%
- A few times a year: 25.89%
- Never: **56.57%**

Platt Park
- Daily: 2.09%
- Monthly: 9.77%
- More than once a month: 7.44%
- A few times a year: 28.76%
- Never: **51.94%**

Main Street South by car
- Daily: **80.14%**
- Monthly: 4.28%
- More than once a month: 13.29%
- A few times a year: 1.22%
- Never: 1.07%

Main Street South by walking
- Daily: 4.92%
- Monthly: 14.13%
- More than once a month: 16.74%
- A few times a year: 29.57%
- Never: **34.64%**

Main Street South by bike
- Daily: 0.38%
- Monthly: 2.23%
- More than once a month: 2.69%
- A few times a year: 9.37%
- Never: **85.33%**

Main Street South by using senior transit
- Daily: 0.15%
- Monthly: 0.23%
- More than once a month: 0.23%
- A few times a year: 1.38%
- Never: **98.01%**

Question 23 - Are there barriers to using community facilities?

- Lack of programming or events of interest: **65.84%**
- Hours of operation are too limited or do not work with my schedule: 31.54%
- Location: 8.51%
- Accessibility (ADA design, interpretation, translation): 3.93%
- Other (please specify): 25.65%
  - Common answers:
    - Cost (not worth it)
    - Age (too old)
    - Not aware of the facilities
      - New resident
      - Would appreciate a guide/simple monthly calendar
    - Ballantine Pool
      - Accessibility- specifically Ballantine Pool
      - It being closed
      - Too many camp kids at pool in the afternoon
      - "seems very old"
    - Bathroom facilities always locked off season
    - Busy
      - Doing other activities
      - Work
    - COVID
    - Transportation
      - No walking or biking path connecting neighborhood to parks or Main St. South
      - Do not drive
    - Dogs
      - Unsupervised at home
      - Not allowed in most parks
    - Quality of facilities poor
    - Health limitations
    - Heritage Village has all necessities
    - Inadequate lighting
    - HOURS!!! Inaccessible and very limited (for senior center, town hall, transfer station, etc.)
    - ACCESSIBILITY!!! Many people with/have family with disabilities are unaware of if there are disability features in parks/facilities
    - No medical supply closet
    - No fence around playgrounds
    - Interpersonal reasons
    - Senior Center
      - "abusive and not interested in seniors"
      - Limited times
      - Too many rules, treated like children
      - Unwelcoming and unfriendly
      - Not open in evening
      - Poor administration
      - Lack of hours of operation
      - Many complaints about Senior Center manager/director
    - Sign-up process
    - Lack of things for kids
    - Crowded
      - Town launch

Chapter 15: Circulation

The survey results used in Chapter 15 of the 2012 Southbury POCD included survey questions about if traffic congestion is a problem on major roads, if the town should create/improve road connections, if the town should construct more sidewalks, and if the town should construct bikeways. Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

Question 18 - Do you agree or disagree with the following statements about Southbury's transportation system?

Traffic congestion is a problem on major roads in Southbury
- Agree: **59.89%**
- Disagree: 27.16%
- Neutral/no opinion: 12.94%

Southbury needs more sidewalks
- Agree: **57.44%**
- Disagree: 20.11%
- Neutral/no opinion: 22.46%

Southbury needs more bike infrastructure
- Agree: **58.00%**
- Disagree: 15.40%
- Neutral/no opinion: 26.59%

There are adequate active transportation options (walking and biking)
- Agree: 29.81%
- Disagree: **39.79%**
- Neutral/no opinion: 30.41%

It is safe for students to walk or bike to school
- Agree: 12.36%
- Disagree: **60.35%**
- Neutral/no opinion: 27.29%

There are adequate transit options (ex. busses)
- Agree: 13.12%
- Disagree: **56.03%**
- Neutral/no opinion: 30.86%

There are adequate transit options for seniors and people with disabilities
- Agree: 26.13%
- Disagree: 28.03%
- Neutral/no opinion: **45.83%**

Chapter 16: Utilities

The survey results used in Chapter 16 of the 2012 Southbury POCD included survey questions about if the town should encourage alternative energy sources (solar, fuel cells, wind, geothermal) in Southbury. Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

Question 11 - To encourage resiliency and sustainability, the Town of Southbury should....

... invest in capital improvements to protect Town property from storms (e.g. bury powerlines, improve stormwater drainage).
- Agree: **85.60%**
- Disagree: 5.00%
- Neutral/No opinion: 9.41%

... assess the energy needs and efficiency of all Town buildings, facilities, and fleets.
- Agree: **79.36%**
- Disagree: 5.23%
- Neutral/No opinion: 15.41%

... invest in capital improvements to reduce energy usage (e.g. change to efficient lightbulbs, better insulate buildings).
- Agree: **80.07%**
- Disagree: 5.07%
- Neutral/No opinions: 14.86%

I... invest in renewable energy generation (e.g. solar farm).
- Agree: **61.76%**
- Disagree: 15.46%
- Neutral/No opinions: 22.79%

... install electric vehicle charging stations on one or more Town properties.
- Agree: **59.23%**
- Disagree: 17.43%
- Neutral/No opinions: 23.34%

... encourage businesses to install electric vehicle charging stations their properties.
- Agree: **58.17%**
- Disagree: 16.85%
- Neutral/No opinions: 24.98%

Southbury POCD 2022 Update Community Survey Review and Analysis

Chapter 17: Future Land Use Plan

In the 2012 Southbury POCD, no survey questions were included in Chapter 17. Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

Questions 16 - Indicate how much land for the following uses Southbury has.

Commercial development:
- Too many: 9.84%
- About the right amount: **56.93%**
- Too few: 9.92%
- Don't know/not sure: 23.32%

Mixed-use development
- Too many: 4.95%
- About the right amount: 34.32%
- Too few: 25.34%
- Don't know/not sure: **35.39%**

Light industrial/manufacturing
- Too many: 6.23%
- About the right amount: **39.67%**
- Too few: 16.26%
- Don't know/not sure: 37.84%

Business district other than Main Street
- Too many: 3.65%
- About the right amount: **45.63%**
- Too few: 28.78%
- Don't know/not sure: 21.94%

Questions 4 - What do you think will be the most important conservation and development issues in Town for the next decade? [Note: this question could be repeated in Chapter 4]

Town Growth
- Planning for new people moving in
- Focusing on developing on already developed land- keeping undeveloped land undeveloped!!!!
  - AVOID OVERDEVELOPMENT
- Economic development
  - Retail
    - Attracting large retailers like Kohls, Trader Joes, Bed Bath & Beyond, Target, etc.
  - Industrial property to offset property taxes / Keep property taxes low
  - Commercial Development
  - Drive-thru
- Diversity

Community Facilities and Programming
- Elderly programing
- Southbury Beach Access
- Education
- Safety
- Traffic
- Arts
- Recreation Center
- Training School plans
- Trails
- Addressing the Town Pool
- Improved Senior Center
- Community Center
- Discussion about Training school

Infrastructure
- Extended hydrant lines
- Access to public transportation
- Maintenance of current parks and facilities and infrastructure
- More sidewalks
- More bike lanes
- Cellphone service (MANY respondents interested)
- Road safety
- ADA design in public spaces

Housing
- More condos and single family homes
- Affordable Housing (MANY respondents interested)
- For 20/30 year olds
- For elderly

Sustainability / Environmental
- Transition to green/clean energy
- Protect natural resources
- Conservation
- Recycling
- KEEP and ADD open space
- Pollutants in stormwater runoff
- Flooding issues
- Clean water
- Clean air
- Eco-friendly development
- Food Scrap recycling
- Solar on town and office facilities
- Sustainable beautification projects
- Plant more trees
- Protect wilderness areas and wildlife
- EV charging stations
- Climate change decisions
- Littering

AVOID:
- Suburban sprawl
- Overcrowding
- Traffic volumes
- Overdevelopment

BALANCE:
- Growth and the look/feel of the town

OTHER QUESTIONS

[Note: Could be used in all chapters.] Below are 2021 community survey questions and results to be considered for the 2022 POCD update.

Question 11 - To encourage resiliency and sustainability, the Town of Southbury should….

... invest in capital improvements to protect Town property from storms (e.g. bury powerlines, improve stormwater drainage).
- Agree: **85.60%**
- Disagree: 5.00%
- Neutral/No opinion: 9.41%

... assess the energy needs and efficiency of all Town buildings, facilities, and fleets.
- Agree: **79.36%**
- Disagree: 5.23%
- Neutral/No opinion: 15.41%

... invest in capital improvements to reduce energy usage (e.g. change to efficient lightbulbs, better insulate buildings).
- Agree: **80.07%**
- Disagree: 5.07%
- Neutral/No opinions: 14.86%

… conduct more robust recycling and composting programs, Town-led donation or reuse drives, etc.
- Agree: **71.05%**
- Disagree: 8.13%
- Neutral/No opinions: 20.83%

… invest in renewable energy generation (e.g. solar farm).
- Agree: **61.76%**
- Disagree: 15.46%
- Neutral/No opinions: 22.79%

… create a "green" procurement policy to purchase more efficient materials (e.g. vehicles, appliances).
- Agree: **61.28%**
- Disagree: 15.01%
- Neutral/No opinions: 23.71%

... direct the Planning and Zoning Commissions to amend codes to encourage Low Impact Development (reduce runoff and impervious surfaces in new developments).
- Agree: **71.89%**
- Disagree: 5.02%
- Neutral/No opinions: 23.09%

... engage in best management practices at the municipal level for in-ground water treatment, irrigation, land use practices, and/or stormwater runoff.
- Agree: **79.73%**
- Disagree: 2.92%
- Neutral/No opinions: 17.35%

... hold events to educate the public about multiple facets of sustainability.
- Agree: **63.01%**
- Disagree: 9.95%
- Neutral/No opinions: 27.03%

... encourage businesses to install electric vehicle charging stations their properties.
- Agree: **58.17%**
- Disagree: 16.85%
- Neutral/No opinions: 24.98%

... install electric vehicle charging stations on one or more Town properties.
- Agree: **59.23%**
- Disagree: 17.43%
- Neutral/No opinions: 23.34%

Question 6 - Please indicate whether you have any concerns with the following issues in the area where you live or throughout Southbury.

Speeding
- In my neighborhood: 72.09%
- In Southbury: 65.04%

Traffic congestion
- In my neighborhood: 15.98%
- In Southbury: 93.61%

Sidewalk maintenance or lack of sidewalks
- In my neighborhood: 67.02%
- In Southbury: 62.83%

Environmental issues (flooding, pollution, etc.)
- In my neighborhood: 31.29%
- In Southbury: 85.07%

Blight (vacant/dilapidated buildings and/or properties)
- In my neighborhood: 32.19%
- In Southbury: 77.17%

Road maintenance
- In my neighborhood: 46.97%
- In Southbury: 72.91%

Lack of nearby parks or places to walk
- In my neighborhood: 60.64%
- In Southbury: 58.31%

Lack of nearby services or stores
- In my neighborhood: 29.38%
- In Southbury:82.50%

Noise
- In my neighborhood: 77.30%
- In Southbury: 45.74%

Maintenance of Town buildings and facilities
- In my neighborhood: 12.90%
- In Southbury: 91.61%

Other
- In my neighborhood: 50.00%
- In Southbury: 76.67%
- Common responses:
  - Traffic
    - Rules and safety (people running stop signs, ignoring “no turn on red” signs, speeding)
    - Traffic lights and signs need work
    - Congestion
    - Lack of bike lanes
    - Lack of sidewalks
  - Road infrastructure repair needed
  - Aesthetics
    - Grass/weed upkeep on roads
    - Debris in river
    - Needs garbage cans on Main St.
    - Littering
  - Crime
    - Car thefts
    - Need for youth community center and community space
  - Noise
    - Motorcycles
    - Oxford Airport
    - Highway Noise (84) route 67 truck engine brakes
    - Backyard firearms shooting
      - Resident on Kettletown road that shoots with firearm
    - Early morning yard work
  - Vacant buildings
  - Concerns about the future of Southbury Training School
  - Sustainability
    - Need for EV charging stations
    - Food scrap recycling
    - Solar
  - Unmanaged development
  - Affordable housing priority

Note: Full Survey Results including respondent demographic information will be included as an Appendix to the updated POCD

▼ Platt Park - *Vision to the Future* [DA]



Reference to the Town of Southbury Website:
The Town of Southbury Plan of Conservation and Development,
and other resources and information are available
on the Town of Southbury Website *www.southbury-ct.org*