



A. GENERAL CHARACTERISTICS

New Haven is a mature city with an overall land use pattern that owes much to its rapid growth during the latter part of the 19th century and into the mid-20th century before the application of modern zoning. New Haven's housing stock is older and has a larger percentage of renter-occupied and multi-family units than the average across the state and the region. Of New Haven's more than 54,000 dwelling units, approximately one quarter (25 percent) are single-family homes, 17 percent are two-family homes, 24 percent are in three- and four-unit buildings and 34 percent are in buildings with five or more units.

The city's **traditional pattern of development** in its older residential neighborhoods, in particular the two- and three-family detached houses, can be found throughout Fair Haven, Newhallville, the Hill and also in parts of the East Rock, Fair Haven Heights, and Dwight neighborhoods. Generally these areas fall within the RM-1 and RM-2 zoning districts, which permit new residential development at a maximum density between 10 units per acre (with a minimum lot size of 6,000 square feet for RM-1) to 20 units per acre (with a minimum lot size of 5,400 square feet for RM-2), depending on site configuration.



Recent residential rehabilitation on Putnam Street maintains the traditional character of the city's housing stock.



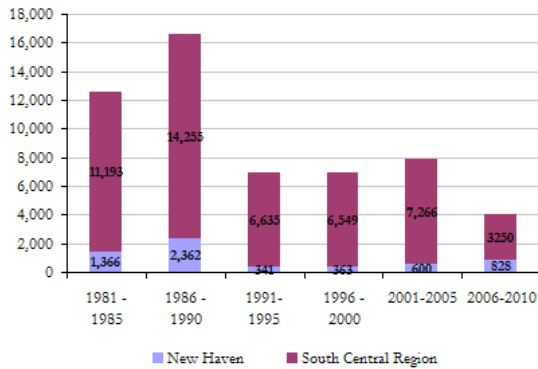
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In the more suburban sections of the city, such as Westville, East Shore, and Morris Cove, single-family homes are protected by specific zoning categories (RS-1 and RS-2) that allow only one dwelling unit per lot, with some limited exceptions based on existing non-conforming properties, planned developments, and zoning variances.

Housing Sector Activity

Over the last 30 years, annual **housing production figures in both City of New Haven and the New Haven region have dropped** to a substantially lower annual baseline of below 200 units and 1,000 units respectively primarily due to economic factors such as limited job creation and decreasing manufacturing employment, as well as the national economic recession for the post-2008 period.

Permit Activity in New Haven & the South Central Region
1981 - 2010



Source: Annual Construction Report Excel Tables, DECD 1981-2011
The number of home construction permits in both New Haven and the region has dropped over the past 20 years.

In contrast to this historical trend, over the past decade, despite the recession in 2008, New Haven has seen a wave of new construction activity focused primarily on conversion of existing office and manufacturing spaces into residential units, as well as the completion and occupancy of **360 State Street**, with approximately 500 rental housing units, which is the first new residential high rise in the city in over 30 years. Additional construction in the development pipeline includes both conversions of existing industrial loft space to residential occupancy, such as 1040 State Street, as well as new residential construction focused on areas adjacent to transit access such as the Wooster Square neighborhood and the Downtown area, closer to both Union Station and State Street Station.



360 State Street luxury apartment building is the first new residential high rise built in the city in the past 30 years.

Housing in Neighborhoods

While the **total housing stock increased in New Haven by nearly 4 percent from 2000 to 2010**, the most new house housing units were constructed in the city's Downtown (nearly 24 percent increase). This increase is due in part to the construction of the apartment building at 360 State Street (approximately 500 new luxury apartment units).

All neighborhoods to the north and east of Downtown i.e., East Rock (4.1 percent increase), Wooster Square/Mill River (6.8 percent increase), Fair Haven (8 percent increase), Quinnipiac Meadows (10.1 percent increase), Fair Haven Heights (3.9 percent increase), Annex (9.5 percent increase), and East Shore (5.2 percent increase) gained housing units from 2000 to 2010. Some

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condominium complexes and apartment buildings were built in these neighborhoods over the past decade, which contributed to this increase. Neighborhoods within the central portion of the city seemed to have lost some housing units, except for the Dixwell neighborhood, where there was nearly 7.2 percent increase.

Of the neighborhoods in the western section of the city, West Rock lost the most housing (35.4 percent decrease), which is mostly attributable to the demolition of the West Rock/Brookside affordable housing development in recent years, which is currently under re-development. The housing increase observed in Westville (10.4 percent increase) is mainly due to the construction of the multi-family development at Blake Street i.e., Wintergreen at Westville, in addition to other minor housing developments.

This dataset is a good indicator of the increasing market for multi-family housing in New Haven in recent years.

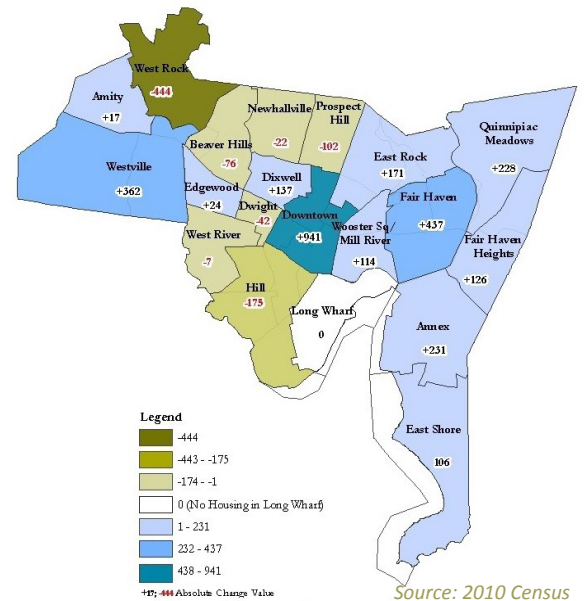
Owner Occupancy

According to the 2010 US Census, 29.5 percent of all occupied housing units in New Haven were owner-occupied. Although down slightly from the values observed in 1980 and 1990, owner occupancy has been relatively steady over the past decade. In 1990, 31.8 percent of the city’s occupied housing units were owner occupied and in 1980, 30.7 percent were owner occupied.

Homeownership rates are generally found to be lower in cities with high population density such as New Haven, where there are limited single- and two-unit housing developments. However, as an important bellwether statistic of neighborhood planning, improving the rate of homeownership has been a longstanding policy in the City. The policy is appropriate given the apparent relationship between homeownership and neighborhood stability. Homeowners have a long-term stake in the community, contribute directly to the property tax base, and are on-site stewards of real estate.

Distressed Housing

Distressed and deteriorated housing continue to be core issues related to neighborhood planning in New Haven. New Haven, like the rest of the nation, was impacted severely with displacement of families in the city during the recession beginning in 2008, causing increase in blight and instability within some of the city’s neighborhoods .



City-wide changes in total housing from 2000 to 2010



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The City's residential licensing program requires owners of all properties with four or more units to acquire a license from the City, which is issued following an inspection by the Housing Division staff and ensures that the housing code is implemented accordingly.

Therefore, in 2008, the City of New Haven, along with other partner agencies, appointed a ROOF (Real Options for Overcoming Foreclosures) committee to offer counseling and technical assistance to homeowners of foreclosed properties in the city. Since its inception in 2008, ROOF has offered counseling services to nearly 2,000 property owners within the city, saved homeowners from foreclosure, helped tenants secure stable housing after foreclosure, and turned vacant and foreclosed properties into fully rehabbed rental and homeownership units.

The City also has a **residential licensing program** to combat neglect by absentee landlords and deal with blight on residential properties. In addition, the City's neighborhood specialists conduct regular walk-throughs within neighborhoods to identify distressed properties, update their housing inventory, discuss housing issues with residents at monthly CMTs, and enforce the housing code.

In spite of these efforts, a number of factors negatively impact the stability of the city's housing stock. High rates of families in poverty (29.7 percent in 2010) and low median family incomes (\$35,122 in 2010) place additional stress on the housing stock often leading to deferred maintenance of general repairs, landlord/tenant issues, and foreclosures.

Well over 70 percent of the city's housing stock is more than 50 years old. The age of the housing stock generally increases the costs for rehabilitation, including costs to remove lead paint and underground petroleum storage tanks and repair long-term structural damage.

There are a number of similarities in the neighborhoods with high levels of distressed housing. The Hill, Newhallville, and Fair Haven are older, denser neighborhoods with lower income levels in the community. As such, there is a wide set of needs ranging from small paint/improvement programs to marketing for the transition to new homeowners. Often the market for new homeowners is limited to the local population as the availability of inner city homes is not as well known on a regional basis. (See Vacant Properties map in Databook in the Appendix of this document).

Housing Affordability

The cost of housing in Connecticut remains high relative to national and state averages. This was also well documented in the **Regional Land Use Plan**. Census data indicate that housing costs for all housing types in New Haven increased by nearly 5 percent

The Regional Land Use plan estimates that 40,000 households in the region i.e., approximately one in every five households spends over 30 percent of total household income on housing. SCRCOG estimates a shortfall of 8,000 affordable housing units in the region!

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from 2001 to 2012, whereas, they increased by nearly 35 percent from 1996 to 2001. The median sales value of multi-family housing increased at a higher rate (34 percent increase) than the median sales value of single-family homes (nearly 30 percent increase) over the past ten years. This is contrary to the trend observed from 1996 to 2001 when the median value of single-family sales increased by nearly 36 percent and median value of multi-family sales increased by nearly 29 percent. In general, the increase in values of multi-family homes indicates the increasing demand for multi-family housing within the city.

In New Haven, the **cost burden for renters and home owners is significant**. A significant portion of owners and renters in New Haven can be considered cost-burdened since they paid more than 35 percent of their incomes on housing costs in 2010. (See Databook in Appendix). When the incomes of these householders were analyzed, it was found that nearly half (52 percent) of these households had incomes less than the median household income for the city (\$33,526). Further breakdown by age of the householder by income indicates 80 percent of householders less than 25 years of age (young adults) and 65 percent of householders 65 years and over (elderly) had incomes less than the median household income.

Government-assisted Public Housing

The Connecticut Department of Economic and Community Development (DECD) maintains the affordable housing appeals list as part of the program and implementation of CGS Section 8-30g. The list calculates “assisted housing” as that percentage of housing units that are either (a) Assisted Housing Units – housing for occupancy by low- and moderate-income households that is currently receiving or previously has received government aid; (b) Ownership Housing – housing financed with mortgages from Connecticut Housing Finance Authority and/or Farmer’s Home Administration; or (c) Deed Restricted Properties – deeds encumbered by affordable housing covenants.

According to DECD published data on **government-assisted affordable housing** in New Haven, affordable housing in the city was found to have decreased by nearly 3.5 percent from 2000 to 2010. However, a closer look at the background data for these data sets indicated that there were several errors in the reporting and compilation of the datasets, especially for the years between 2000 and 2005, such as: incorrect project addresses across various

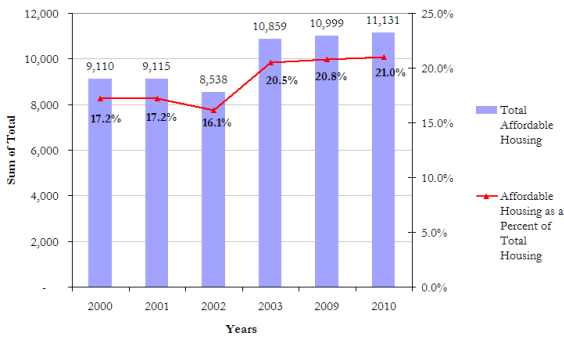
“Despite the rising demand for rentals and more modest and affordable ownership options, the supply of such units in Connecticut has not increased enough to meet the demand, leading to higher rental costs and continued high prices to own a home.” (Partnership for Strong Communities, October 2012).



Recently re-built government-assisted Brookside housing development in West Rock neighborhood.



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Source: City Plan Department (based on back up datasets from DECD), 2012

The number and ratio of affordable housing units within the city has increased since 2000.

years; inconsistent project names resulting in duplication of affordable housing unit counts for some years; incorrect number of total affordable housing units within each project; incorrect unit counts, etc. Therefore, City Plan Department staff performed a detailed analysis of affordable housing within the city for the period between 2000 and 2010 by obtaining the background datasets from DECD and consulting the Housing Authority of New Haven and the Office of Livable Cities Initiative staff who manage affordable housing projects within the city.

The results indicated that **affordable housing in the city increased** from 17.2 percent of total housing in 2000 to 21.0 percent of total housing in the city in 2010. This does not represent the current value since it does not include Section 8 housing vouchers issued after 2010. Also, the new affordable housing units (206 units) constructed as part of the West Rock/Brookside Housing development are not included in this list.

Historic Preservation



View of the Dwight Street National Register District

New Haven is rich in historic resources, including a wide variety of historic residential neighborhoods and landmarks, both buildings and places. There are **19 National Register Historic Districts** (NRDs) in the city and three local historic districts. There are also 32 properties or sites on the National Register that are individually listed. Approximately 6,000 properties have been identified in surveys conducted by the Connecticut Historical Commission as possibly being eligible for listing on the National Register. These include the recently surveyed modernism architecture properties as well. Also, there are two State Historic Districts in Westville and Hill North.

The City of New Haven is a Certified Local Government (CLG) under 101 (c)(1) of the National Historic Preservation Act of 1966. The CLG status is conferred to enhance the role of local governments in historic preservation by formalizing and strengthening local programs and its links with the Connecticut Historical Commission. As a Certified Local Government, the City acknowledges and assumes many responsibilities for the protection of historic resources, including three local historic districts: Wooster Square (est. 1970), Quinnipiac River (est. 1978) and City Point (est. 2001). These districts contain a total of 502 properties.

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Institutional Development

New Haven is home to several large institutions that are key to its economic prosperity and national and global visibility; they include Yale New Haven Hospital, Southern Connecticut State University (SCSU), **Yale University**, Gateway Community College (GCC), Albertus Magnus College, Hopkins School, state and federal courts and other government offices, and a number of smaller institutions such as the Mary Wade Home, Job Corps, etc. They contribute jobs and other positive direct and indirect economic impacts to the regional economy. They provide job and skill training and collaborate with City departments in health and academic studies. They participate in training and marketing partnerships. They allow use of their facilities for meetings and civic, cultural, and sporting events. They provide direct community services, educate teachers, and provide technical training for the construction, hospitality, and health care industries.

These institutions hold large tracts of tax-exempt land that would otherwise constitute a significant portion of the City's real estate tax base. Their operations also impose substantial costs for roadways and other municipal infrastructure, as well as for emergency services. Properties owned by these institutions may sit vacant or underutilized for an extended period of time due to changing facility requirements.

Planning for the growth of these institutions is a delicate balance between maintaining quality of life for their host communities and their need to construct, renovate, and re-purpose buildings to meet ever-changing institutional requirements. All of these institutions, whether in public ownership, like Southern Connecticut State University and Gateway Community College, or private non-profits, like Yale University and Albertus Magnus College, engage in informal and formal ongoing relationships with civic and community organizations, such as the Community Management Teams and other community service and development organizations.



Yale's recently opened School of Management at 165 Whitney Avenue was completed in 2012 and allows enrollment to increase from 450 students to 600.



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B. PLANNING CONSIDERATIONS

- ❖ The city's neighborhoods have unique and organic qualities, which contribute to a profound "sense of place" and an agreeable urban living environment. The prevailing land use pattern is a classic example of the sort of development that inspired "new urbanist" design philosophy (higher densities, pedestrian and transit connections, front porches overlooking treed streets, high quality aesthetics, etc.).
- ❖ The city's most stable neighborhoods, in general, are pedestrian-oriented, aesthetically pleasing and environmentally sound. There are walk-to-work options and convenience goods in accessible locations. Community services, including schools, parks, and playgrounds are within a reasonable walking distance of many homes.
- ❖ This contextual urban environment is among the city's most important assets and must be stewarded against inappropriate infill, conversions, encroachments, and other potentially deleterious/ nuisance influences.
- ❖ In some areas, the urban environment is a healthy mix that contributes to a high quality of life. In East Rock, for example, a number of small grocers and specialty retail shops are co-mingled in a residential environment. Generally speaking, the neighborhood functions well, with stable conditions, a pleasing environment, and rising property values.
- ❖ In other areas, nuisance and poorly operated uses have had an adverse effect on surrounding land use. Distressed property is seen more in older, lower income neighborhoods. Various factors contribute to the deteriorating influences, including poor structural condition, limited marketability, public safety concerns, and the overall condition of the surrounding area.
- ❖ In addition, higher density zoning complicates infill and flag lot development by allowing for densities often higher than the prevailing character of some areas.
- ❖ Since there are few opportunities for new development in the city, appropriate infill and redevelopment are central housing and neighborhood development strategies.

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- ❖ Aggressive code enforcement and property turnover (from tax delinquency to resale) will continue to stabilize neighborhoods and advance a comprehensive redevelopment strategy.
- ❖ Formal redevelopment plans, though largely expired in recent years, can be an ideal complement to the current Livable City approach. Neighborhood-based redevelopment plans provide an opportunity to target specific deteriorated properties (both existing and in the future) in a more streamlined manner than the sometimes cumbersome foreclosure process.
- ❖ Promoting affordable workforce housing remains an integral component to the City's housing strategy. The city currently lacks opportunities for transitional, single-room occupancy housing suitable for young adults, seniors, persons with disabilities, etc.
- ❖ New Haven has the region's largest percentage of government-assisted public housing properties. A balanced approach of market-rate and affordable units, spread more evenly across the entire South Central Connecticut region is therefore needed.
- ❖ Community survey responses indicate that preservation of the city's housing stock is one of the top housing priorities for the residents. The other priorities were: promoting workforce housing developments and encouraging quality, non-subsidized housing stock.

C. **GUIDING PRINCIPLES FOR RECOMMENDATIONS**

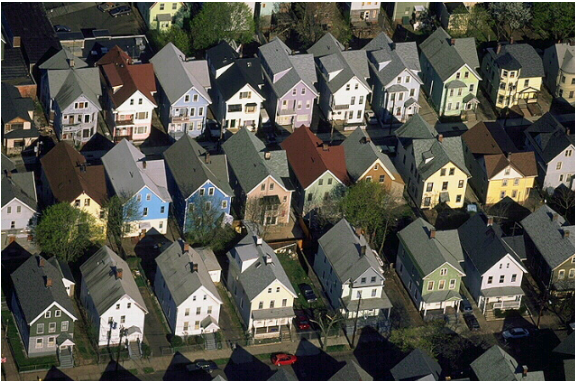
- ❖ Promote diverse housing stock suitable for people of all ages and incomes.
- ❖ Encourage dense, mixed-use housing opportunities along transit corridors.
- ❖ Increase homeownership rate.
- ❖ Improve housing affordability.
- ❖ Enhance quality of the housing stock.
- ❖ Preserve existing, historic housing stock.
- ❖ Encourage sustainable housing developments.
- ❖ Enhance physical and social connectivity among neighborhoods.



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D. RECOMMENDATIONS

Housing Diversity



New Haven’s developed context of two- and three-family detached housing allows for significant flexibility in meeting family and non-family housing needs.

- ❖ Identify and prioritize areas for the development of new/ infill housing to cater to households of diverse age groups such as college students, families, and empty nesters. (See Opportunities Map at the end of this section). The Commission further encourages the provision of family-friendly amenities and other support services within such developments.
- ❖ Ensure that **adequate rental and homeownership opportunities exist for people of all incomes**, especially in transition areas affected by business/infrastructure investments, institutional expansion, and/or changing market trends. To that end, the Commission encourages the City to identify and seek new sources of funding to assist in the development of quality, non-subsidized mixed-income housing stock.
- ❖ Encourage siting of elderly housing developments near walkable areas/transit corridors. Where feasible, allow aging in place as housing needs change, by encouraging universal design or retrofitting homes for lifetime use through Zoning Ordinance amendments. For example, in certain high- and medium-density residential districts encourage the provision of row housing on individual lots, or of “granny flats.”
- ❖ Prepare a comprehensive housing database and housing needs analysis for the city and update these periodically, based on changing demographic and market needs.
- ❖ Partner with regional planning agency to promote housing policies aimed at **fair, equitable, and de-centralized** distribution of government-assisted affordable housing within the region.
- ❖ Better integrate supportive housing developments into the rest of the city by enhancing physical connectivity and access to jobs and community services. As a first step, increase planning coordination among various City departments such as the Housing Authority of New Haven (HANH), City Plan, Engineering, Economic Development, and TTP to improve quality of life of people inhabiting these developments.

New Haven has the highest share of affordable housing in the region and second highest in the state. The relatively low income levels of city residents coupled with the lack of adequate affordable housing supply anywhere in the region is creating significant pressure on the City to make housing more affordable. Therefore, promoting fair, equitable, and de-centralized affordable housing within the region is critical.

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Housing Density

- ❖ Encourage the provision of **high-density, multi-family developments at appropriate locations** in the city. (See Opportunity Map). The Commission further supports the provision of community/open spaces that allow civic interaction and/or community services to be part of such developments.
- ❖ Encourage appropriately higher housing densities on certain existing, non-conforming properties located within RM-1 and RM-2 districts.
- ❖ Consider the impact of moderate- and high-density developments on the existing urban fabric, relative to traffic, noise, density of surrounding area, compatibility with nearby land uses, public convenience, public safety, aesthetics, site design and layout, etc. To that end, the Commission recommends the preparation, adoption, and implementation of a city-wide design guidelines manual.
- ❖ Continue to reinforce the urban environment and sense of place within large-scale private developments through site plan and design review and through contingencies on public funding.
- ❖ Encourage and support the redevelopment of government-assisted housing in a manner that enhances the urban environment through contextual urban design, appropriate density, and integration with the surrounding area. The Commission further recommends enhanced connectivity to the surrounding area and the provision of mixed-uses such as neighborhood retail and support services for these housing developments.
- ❖ For publicly-owned sites that are sold, continue to use the City's LDA as a tool to mandate the desired density, homeownership, and design of such developments.

New Haven's population is forecasted to grow by 13 percent over the next decade, but available vacant land is limited (approximately 5 percent). Therefore, in order to grow and yet keep housing affordable, high-density, multi-family developments are needed at select locations (such as transit corridors) within the city along with context-sensitive infill development opportunities.



Housing & Neighborhood Planning

Home Ownership

- ❖ Aim for achieving at least a three percent increase in the homeownership rate by assessing housing needs and affordability periodically and by developing effective housing strategies to meet this estimate. In order to achieve this goal, the Commission supports advanced marketing of existing homeownership and housing rehab programs to low-and middle-income buyers and encourages the construction of large, multi-unit developments only when accompanied by a companion homeownership plan. Further, streamline the process and time taken to qualify for such programs so that more residents can take advantage of these.
- ❖ Work with public and private employers in the city to encourage employees to participate in government-sponsored homeownership programs. Continue and expand major employers’ homeownership programs.
- ❖ Secure additional funding through state- and federally-operated financial programs aiming at moderate-income (workforce) households (i.e., those earning 80–120 percent of area median income [AMI]).
- ❖ Advocate for the approval of the legislative bill (currently pending) requiring higher share of PILOT (payment in lieu of taxes) and other such state reimbursed payments from all non-profit and tax-exempt institutions. The Commission recommends the provision of a more predictable, uniform, and stabilized tax base within the city.
- ❖ Enhance access to housing counseling services such as pre-purchase education, down payment assistance, and foreclosure literacy and intervention, for all first-time home buyers within the city.
- ❖ Continue to raise awareness among at-risk homeowners or owners of foreclosed homes on foreclosure prevention and intervention through programs such as ROOF.

Housing Affordability

- ❖ Support the provision of affordable, workforce (middle-income) housing within the city. To that end, explore the feasibility of incentivizing developers who provide **workforce housing** through reduced parking, where appropriate, and other incentives.

Workforce housing is defined as housing for persons with disabilities/ special needs, young adults (students, artists, etc.), and seniors living on fixed incomes, young families who just started their careers, small business owners, and teachers, and other low- to moderate-income professionals. The income ranges of workforce households are generally between 50–80 percent of the area median income (referred to as low-moderate-income householders by HUD) and between 80–120 percent of the area median income (referred as moderate-income householders by HUD).

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- ❖ Explore the feasibility of creating a “**housing trust fund**” (or other such dedicated revenue stream) for the City to support the creation of affordable units within large-scale developments, where financing such units becomes difficult without an increase in density.
- ❖ Compile and publish a list of all non-profit /housing agency services within the city that low- and moderate-income families can refer in finding adequate housing within the city.
- ❖ Partner with non-profit associations providing emergency, transitional, or affordable housing within the city using federal money and assist them in identifying suitable sites for locating such developments. To that end, pursue Zoning Ordinance amendments to allow the construction of single-room occupancy housing within and closer to Downtown, where there is immediate access to transit and support services. The Commission further encourages licensing and the requirement of an on-site manager to be part of the amendment.
- ❖ Partner with neighboring towns/municipalities and the region to assess housing needs, create affordable housing opportunities, and coordinate funding. Advocate for a balanced regional housing policy.

Housing Quality

- ❖ Ensure that all housing within the city meets or exceeds the quality standards established within the City’s Housing and Building Code. To that end, continue to enforce the housing code through the City’s residential licensing program and expand the functioning of this program by allocating additional resources.
- ❖ Encourage the revitalization of distressed, privately-owned property through enforcement of existing regulations for interior and exterior maintenance and through the creation of clear consequences for delinquent private owners, moving aggressively to housing court and other necessary actions while protecting the rights and needs of non-owner occupants.
- ❖ Update the City’s inventory on the quality of housing stock within the city regularly, so as to accurately identify all substandard housing stock.

Some communities in the country have adopted voluntary inclusionary zoning ordinances to encourage workforce housing production, such as New Castle County, Delaware.

In Connecticut, some communities encourage developers to provide payment-in-lieu of building affordable housing units, which is also called a housing trust fund. The City of Stamford allows developers to pay into a City fund, or make payment to another approved organization whose focus is on affordable housing development and initiatives, such as those developed for the towns of Bethel and New Milford and the City of Norwalk.



Housing & Neighborhood Planning

- ❖ Use the City's legal authority to eliminate vacant, substandard housing units when rehab is determined to be economically not feasible and encourage new construction on buildable lots in a manner consistent with the desired character.
- ❖ Encourage the stabilization and revitalization of publicly-owned property through a timely disposition process.
- ❖ Continue to partner with the Health Department in promoting lead safe housing for all residents and to that end, educate residents on the hazards of lead paint and abatement methods.
- ❖ Amortize adaptive reuse of incomplete building forms and uses to eliminate blighting influences.
- ❖ Encourage buffering of blighting influences such as unmaintained yards, unscreened storage, glaring lights, and noise from public view on all residential properties.

Historic Preservation

- ❖ Maintain the City's status as a Certified Local Government and utilize available funding streams.
- ❖ Adhere to a preservation-based philosophy to ensure high quality efforts across a broad spectrum of uses, depending on the financial viability of the situation. To that end, encourage thoughtful **conversion of some of the existing NRDs into local districts**, e.g., Chapel Street, Ninth Square, Trowbridge Square, Orange Street, Dwight, and the Green.
- ❖ Educate property owners about Secretary of Interior's design standards for all renovations/new constructions proposed within the historic districts, and about the available historic tax credit programs.
- ❖ Maintain accurate inventory of eligible historic properties in City's database to inform planning and development actions appropriately and create an interactive web page to make it publicly accessible.
- ❖ Identify historic structures that can be successfully used to meet the City's affordable housing goals. Low-income housing and historic rehabilitation tax credits can be combined when historic structures are rehabilitated for affordable housing.

Properties in Local Historic Districts (LHDs) are subject to diligent review and oversight of the Local Historic District Commission (HDC) for any new constructions or renovations proposed. The HDC members meets once a month, hold public hearings on proposals, and vote accordingly.

Housing & Neighborhood Planning



- ❖ Collaborate with the New Haven Preservation Trust, State Historic Preservation Office, and other local stakeholders to develop historic identity and landmark location signs, implement gateway signage, and embed historic themes within marketing products for city neighborhoods.
- ❖ Encourage and support the inclusion of eligible historic resources within the National Register of Historic Places. To that end, pursue NRD nomination for Elm Street, which is listed as eligible for NRD status.
- ❖ Promote inter-agency cooperation and coordination to implement the most effective preservation programs and services.
- ❖ Explore new ways to promote awareness and appreciation of New Haven’s historical heritage and resources such as seeking “**Preserve America**” designation for the city.

Sustainability

- ❖ Encourage transit-oriented, high-density developments near transit corridors, i.e., within one half-mile of a rail station or one quarter-mile of a high-frequency bus corridor. To that end, the Commission urges the implementation of Hill to Downtown Community Plan vision to promote redevelopment of Church Street South and neighboring area based on community vision. Promote mixed-use housing developments such as housing with retail/support services to minimize transportation demand.
- ❖ Promote residential densities and land use patterns that reduce local vehicles miles traveled (VMT) movements. (See Future Land Use map).
- ❖ Encourage energy conservation and green building designs in new/infill developments, including appropriate green buildings standards, use of green technologies, and careful site planning. Encourage low-impact development to that end by implementing a far-reaching energy program focused on the use of renewable power sources within new and existing housing in the city. Encourage more programs that help reduce energy costs in existing old housing stock.

Thirteen towns in Connecticut currently have Preserve America designation, including Bridgeport. This designation is offered by the federal government “to communities that protect and celebrate their heritage, use their historic assets for economic development and community revitalization, and encourage people to experience and appreciate local historic resources through education and heritage tourism programs. The grants offered can be used to prepare signs, flags, banners, and other promotional materials on the history of the city.”
(www.Preserveamerica.org)



Housing & Neighborhood Planning

Community survey responses indicate that encouraging neighborhood specific planning is one of the top planning priority for the residents for the next decade. Such planning should involve “Connecting neighborhoods physically, socially, and psychologically—no one should feel unwelcome anywhere.”(Community Survey Response, 2013).

The proposed rebuilding of the Q house in Dixwell, the existing Coogan Pavilion, and the site of currently unused Salpento rink in East Shore could promote community cohesion and offer indoor/outdoor recreation for the residents in central, western, and eastern neighborhoods of the city respectively, if programmed and staffed effectively.

E. GENERAL RECOMMENDATIONS FOR NEIGHBORHOOD STABILIZATION

- ❖ Promote **neighborhood specific planning** aimed at revitalizing neighborhoods based on history, character, and demographic make-up as opposed to a one-size fits all approach. To that end, encourage neighborhoods to form neighborhood organizations beyond CMTs and obtain a 501 (c) (3) status, and to discuss neighborhood planning based issues on a monthly basis, partner with the City to implement neighborhood improvements, foster community engagement, and pursue competitive grants.
- ❖ Encourage neighborhoods to form non-profit development corporations to identify and seek state/federal funding for housing rehab/lead abatement, acquisition/demolition of vacant and sub-standard housing, and new construction. Conduct workshops to educate them on the proper organization and operation of such corporations and to connect them with successful development corporations within the city who have a track record of achieving desirable results.
- ❖ Evaluate existing neighborhood redevelopment plans in terms of their current status (such as the Long Wharf redevelopment plan), implementing specific recommendations, and associated costs.
- ❖ Promote social integration among neighborhoods through physical connectivity and by offering adequate opportunities and neighborhood rec center facilities for community interaction. The Commission recommends more effective programming of current community-based facilities for **community cohesion** and recreation.
- ❖ Provide adequate, energy-efficient lighting and better quality sidewalks on all residential streets to enhance safety, pedestrian mobility, connectivity, and promote vibrancy in neighborhoods.
- ❖ Identify neighborhoods having high concentrations of foreclosed homes and vacant/underutilized sites and develop comprehensive, neighborhood-based strategies to stabilize these neighborhoods.
- ❖ Continue to pursue federal designations such as Choice Neighborhoods and Promise Zone to revitalize low- and very low-income neighborhoods within the city.

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- ❖ Promote the revitalization of residential areas and neighborhood commercial districts in and around facilities included in the **School Construction Program**, including Lincoln Bassett School (West Newhallville), Wexler Grant School (Dixwell), Fair Haven K-8 School (lower Fair Haven), Truman School (Hill), and Barnard School (West River).
- ❖ Promote the revitalization of residential areas clustered around significant public spaces, including Trowbridge Square (potential local historic district), Jocelyn Square, Criscuolo Park, and job centers, including Science Park, SCSU, River Street, and Mill River.
- ❖ Encourage the development of dramatically new neighborhood forms as part of revitalization programs at select locations, including Farnam Courts, Belle Dock, Science Park, Long Wharf, Mill River, and **Church Street South**.
- ❖ Enhance the waterfront residential communities in Hill/City Point, Long Wharf, Fair Haven and elsewhere by encouraging compatible development and land uses with minimal adverse impacts on the surrounding area.
- ❖ Preserve existing community gardens and green space in the development of vacant public lots, thereby contributing to the desirability and development potential of the surrounding area.
- ❖ Continue development of watershed or riverside trail systems to connect parks and neighborhoods.
- ❖ Encourage context sensitive design of new/infill developments, which respects community character, is visually appealing and functional, and contributes to a sustainable built environment. To that end, develop and adopt a design guidelines document for the City that integrates Crime Prevention through Environmental Design (CPTED) and Universal Design guidelines and institute a process to implement these.
- ❖ Encourage institutions to periodically meet with City staff to discuss any plans for proposed expansion of their facilities since these would have an impact on the surrounding neighborhoods in terms of traffic, hours of operation, etc.

As a city of neighborhoods, each residential area has distinct qualities that form a foundation for redevelopment. In many instances, the city's status as a Certified Local Government is a beneficial technique to advance a revitalization effort. Likewise, the re-construction of school facilities has provided an unparalleled opportunity to link neighborhood revitalization with the public school system.

Due to its proximity to Union Station, the Church Street South housing development allows for more intensive, transit-oriented neighborhood planning. Zone changes must be pursued consistent with the vision of Hill to Downtown Community Plan.



Proposed Church Street South housing redevelopment as envisioned in the Hill to Downtown Community Plan (2014).



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F. RECOMMENDATIONS BY NEIGHBORHOOD

In addition to the recommendations developed under various planning topics, the following strategies are recommended to further stabilize the neighborhoods of the city:

Canal and Belle Dock

The Canal and Belle Dock areas provide the city with its best opportunity to create water-dependent, community-focused amenities at the harbor. The current construction of the **new Canal Dock Boathouse** facility (scheduled for completion in 2017) at this location re-establishes community access to the waterfront. The proposed strategy is to create a critical mass of commercial mixed-use developments just landward of the public waterfront that are compatible with the existing Maritime Center, Sports Haven, and Williams Terminal. While all new uses should relate to the water in either design or function, water-dependent emphasis is placed on development of an intermodal transportation connection/high speed ferry service via the deep-water slip at the Belle Dock site. Coastal resiliency measures are recommended along the coast to mitigate impacts of coastal flooding during major storms.



Rendering of the Boathouse facility at Canal Dock currently under construction which will reconnect city residents with the waterfront and provide a focal point for community-oriented recreational/educational programs.

City Point

At City Point, the emphasis is a neighborhood-scale waterfront. This is accomplished by improving waterfront access at Howard Avenue and South Water Street, and diligently protecting the neighborhood from industrial and transportation-intensive land uses along Sea Street. Similar attention must be paid to traffic calming and pedestrian-friendly streets. Cut-through traffic from Interstate 95 should be discouraged either through changes to the existing street network or implementation of traffic calming devices. **Historic preservation** continues to be a priority within the local historic district. Coastal resiliency measures are recommended along the coast to mitigate the impacts of flooding due to major storms.



Distinctive single-family and two-/three-family houses from the mid- to late-19th century enhance the historic character of City Point neighborhood.

Dixwell and Newhallville

Strategic and targeted planning efforts are recommended within Dixwell and Newhallville neighborhoods such as: consolidation of vacant and underutilized sites, sliver lots, and/or non-conforming lots to create sizable opportunity sites for development; improving existing traffic and street network around these sites; and promoting development through partnerships with local

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non-profits and other city agencies. Planning that promotes **better integration of Science Park** with the adjacent residential neighborhoods is encouraged. Vacant former convenience stores may be amortized to promote residential development on these sites. New sources of funding should be identified and pursued to implement traffic calming solutions near King/Robinson Magnet School, James Hillhouse High School, and Amistad High School.

Revitalization of **Dixwell Plaza and a new Q House**, and programming of youth services continues to be a priority. The City should continue to work with merchants and other key stakeholders in Dixwell in seeking “Main Street” designation for the Dixwell corridor, so as to obtain customized technical assistance, ongoing support, and competitive grants. The renewed Q house (currently in design stage) would hopefully meet the recreational needs of the residents and enhance community interaction. Improve natural surveillance and the image of the neighborhoods through physical improvements to the existing streetscape (better lighting, tree trimming, sidewalks, and landscaping). Local regulations should be carefully reviewed to allow community gardens and urban agriculture options, increasing access to healthy food within both neighborhoods. Public safety measures should be continued to be implemented by partnering with the Police Department.

Continued police surveillance of the Farmington Canal Heritage Greenway trail is recommended so that more residents can take advantage of this trail for their walking/biking needs. Further encourage the use of this trail by partnering with local schools and private institutions to provide occasional educational and recreational programs along the trail. Resident interaction and capacity could be enhanced by their neighborhood heritage, culture, and history.

Downtown

Downtown New Haven is considered the cultural capital of Connecticut and is home to a wide range of commercial, residential, and institutional uses and signature public spaces. The neighborhood is a **core component** of not just the local economy but also the regional economy. Therefore, the Commission recommends that both new development and redevelopment activities be attentive to mixed-use, **quality site planning**, and landscaping.



A strategic plan is recommended for Newhallville/Dixwell neighborhoods to better integrate Science Park (Tract A image above), which houses many innovative corporations, to the surrounding area.



Pursuing Main Street designation for Dixwell commercial corridor (above) and programming the proposed Q House community center (below) effectively are the priorities for Newhallville and Dixwell neighborhoods for the next decade.





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The vibrant intersection of Chapel Street and College Street lies at the heart of the city's traditional downtown core.

Site Plan and Design Review

For significant development and minor alterations, site plan review and much needed design review processes are recommended. This review is intended to maximize mixed-use, contextual design, and synergy with surrounding uses. Close attention should be paid to the scale of new development, location of parking, pedestrian-level comfort, storefront retail, provisions for transit and cyclists, etc.

Historic Preservation and Contextual Infill Development

In the neighborhood's National Register Historic Districts, preservation is a guiding principle for new development. While not practical or financially viable in every instance, adherence to a preservation-based philosophy will ensure high-quality efforts across a broad spectrum of uses. The Commission recommends thoughtful consideration to converting the existing national districts i.e., Chapel Street, Ninth Square, Orange Street, and the Green to local districts.

Streetscape Details

Pedestrian comfort can be vastly improved though attention to public and private signage as well as better quality and organization of street furniture. Sign standards, including a prohibition of pole signs, are recommended.

New Haven Green

The New Haven Green remains the focal point of Downtown and a signature region-wide asset. That said, the Green is remarkably under-protected from a regulatory perspective. A formal process can be accomplished through designation of the Green as a Local Historic District, under the regulatory purview of the New Haven Historical Commission. A restoration plan is needed.

Land Use

The desired land use pattern within Downtown is for a dense and diverse mix of commercial/residential/office uses with pedestrian-oriented retail and amenities. Due to the current transformation of the Route 34 corridor into an urban boulevard, a new land use category is proposed along the corridor and nearby Medical District for the current update, as discussed below.

Current projects planned for Downtown are:
Phase IV of Farmington Canal Greenway Trail and Phase I of Wayfinding signage.

Current plans being developed are:
mobility study (parking study), traffic signal studies at select locations, the Federal Transit Administration's Alternatives Analysis study (transit study), Coliseum site Phase II, and Downtown Crossing Phase III.

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Residential Mixed-use

The Commission encourages continued allowance of **mixed-use residential developments** at appropriate densities within Downtown to promote vibrancy and facilitate further transit use. Mixed income housing will help preserve affordability Downtown. Stand-alone retail is discouraged, unless accompanied by upper floor residential space.

Commercial Mixed-use

The office market withstood a blistering recession and has emerged as a leading destination in Connecticut. Although there is limited opportunity for substantial new development, the plan emphasizes infill opportunities at State Street lots, 205 Church Street parking lot, Frontier lot, City-owned lot at Wall/Orange/Elm, parking deck at George and Park Streets, Downtown Crossing (Route 34 East) infill parcels, and **Live, Work, Learn, Play (LWLP)** site (old Coliseum site). The Commission encourages complementary retail in storefronts. Stand-alone retail is discouraged, unless accompanied by an upper floor mixed-use environment. With that in mind, the Commission encourages development of a dry goods/general store on the Route 34 corridor.

Medical (Technology) Mixed-use

Transit-oriented, **medical technology-related mixed-use environments are encouraged along Route 34** corridor to the east of Howe Street. The Commission emphasizes that development within this area should have reduced parking so as to encourage transit-oriented developments. Stand-alone retail is discouraged; mixed-use environments with pedestrian-level retail/restaurant/office type uses and medical-related research type facilities on upper floors are encouraged.

Institutional Land Use

The proposed gateway signage developments at Yale University are central to the long-term viability of the neighborhood. The Commission emphasizes that the nature and location of proposed development should be mindful of (a) protection of the grand list and taxable property; (b) design that encourages an outward presence and free flow of people; (c) appropriate placement and adequacy of parking/transportation systems; and (d) concentration of facilities and efficient use of current lands.

The mixed-use residential market is booming in Downtown with the advent of 360 State Street apartment complex. Hundreds of units are either planned as renovations to existing buildings or as new constructions such as 205 Church Street (145 units), 188-196 College Street (160 units), 1249 Chapel Street (140 units), and the former Coliseum site (524 units).



Approximately 524 new residential units are being planned at the former Coliseum site.



Rendering of 100 College Street building located on Route 34 East currently under construction. Alexion Pharmaceuticals will be the first tenant occupying 300,000 square feet of the 425,000 sf building, with 300 employees initially, but with plans to add 300 more over the next five years. Alexion has a market cap of \$19.21 billion and operations in 30 countries, and is an industry leader in developing treatments for rare diseases.



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Movement of People

Access, mobility and parking are among the most perplexing issues for the neighborhood. The recommendations herein provide a broad policy outline to coincide with capital improvement programming. While considerable attention and study has been paid to the complexities of the one-way system, the need for on-street parking and the considerable volume of traffic on arterial roads leave limited opportunities to modify the system. Two-way systems are possible (subject to a review of the recent detailed study) on Church Street, Park Street, York Street, and College Street.

The need for parking, in advance and support of new development, has been demonstrated. Although not located in the Downtown neighborhood, the limited parking at the medical facilities and at Union Station will continue to have a deleterious effect on supply and must be seen as a Downtown-related issue. A two-tiered approach is proposed for meeting the parking demand: 1) short-term expansions of parking capacity, focused on remote parking sites and 2) medium-to long-term opportunities to build appropriately-sized, mixed-use parking facilities in line with the new models of parking facilities suggested in the *Hill to Downtown Community Plan* vision.

The density in the neighborhood, and in many of the surrounding environs, supports 10-minute headways for public transit, especially at peak times. Extending service to late evening hours and weekends and improvements and better marketing of the system to discretionary riders will ultimately benefit the neighborhood as well as the rest of the city. Concurrently, improved facilities for transit users such as shelters, waiting areas, and real time information at shelters and via smartphone apps, are encouraged.

As a top priority, the City of New Haven must complete **Phase IV of the Farmington Canal Heritage Greenway**, the Vision Trail, and the development of parcels along Route 34 East. Abutting residential areas (i.e. Wooster Square, Dwight, Dixwell, Hill North and South, and East Rock) are located close enough to encourage a bike-to-work environment. Likewise, the need to share the roadways with bicyclists is clear and beneficial for the neighborhood. As part of the regular roadway maintenance program, additional designated bike lanes and shared lane signage are encouraged. The missing gaps within the existing bike network should be identified and resolved accordingly.



The completion of Phase IV of the Farmington Canal greenway trail and the Vision trail thus connecting residents to the city's waterfront is a top priority for the next decade.

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Improvements to Route 34 and the congestion in and around Downtown ramps impede the growth and development of the neighborhood. While efforts are underway to transform this area into an urban boulevard with more pedestrian-friendly connections across the highway, partnerships with local employers to promote transportation demand management (TDM) strategies (such as incentives for employee ride sharing, transit use, encouraging telecommuting or commuting at off-peak hours) are recommended.

Providing a frequent, local commuting option for people who work in Downtown such as a bus rapid transit system or a light rail/streetcar is beneficial in boosting local economy and reducing vehicle emissions. The routes of such system should extend along the major arterials of the city connecting the neighborhoods, and ultimately adjacent towns, to further promote economic development of local commercial/retail corridors. As a short-term alternative, the possibility of expanding existing Downtown shuttle service to include more routes and additional services available to the public should be considered in coordination with CTRANSIT, Yale University, and Yale New Haven Hospital.

Dwight

Within the Dwight neighborhood, **preservation of existing historic housing** stock remains a priority. To that end, support the creation of a local historic district, which would subject any proposed developments affecting the historic character of the neighborhood to review by the local Historic District Commission (HDC). Promote aggressive housing code enforcement to eliminate blight and encourage more homeownership options by robustly marketing City-offered home buyer assistance program. Increase open space opportunities within new/infill developments and enhance Whalley Avenue streetscape through wayfinding signage, traffic calming, and landscaping. Pedestrian-oriented, mixed-use environments with a combination of retail and support services on ground floor are encouraged on Whalley Avenue. The City should continue to seek official designation of Whalley Avenue as one of Connecticut's "Main Streets" to avail technical assistance, ongoing support, and competitive grants. Amendments to the current zoning standards on Whalley Avenue are recommended to encourage a variety of uses at appropriate and increased densities and to promote site design that considers form-based standards. Bike-to-work environment should be further encouraged by resolving the existing gaps in the existing bicycle/pedestrian network.



This Queen Anne style former residence on Lynwood Place illustrates how the historic character has been retained when it was converted from institutional and office space to a religious non-profit organization use.



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East Rock and Cedar Hill

Due to its close proximity to Downtown and the relatively higher concentration of working adults (generally between 20 and 64 years), bike-to-work environment and transit-oriented developments should be encouraged within the East Rock neighborhood. This could be done through the promotion of **residential and mixed-use developments** at relatively higher densities at appropriate locations and through the enhancement of existing bicycle/pedestrian and transit network. Support services, besides retail, are encouraged on State Street as part of a mixed-use environment. Connections to the currently disconnected network of public facilities and natural features (i.e. to the Ralph Walker ice skating rink at Blake Field on State Street; Blake Field, southeast of East Rock school; East Rock Park; and the undeveloped riverfront of the Mill River) that currently form a barrier limiting pedestrian access to the Cedar Hill neighborhood should be restored. Support neighborhood-driven efforts to establish and maintain a Mill River Trail. Pursue new sources of funding to conduct technical analysis and implement the East Rock neighborhood’s district-wide improvements, such as those proposed by consultants Clough Harbor & Associates in 2010.



Homes on Orange street contributing to the historic character of Orange Street National Register District in East Rock neighborhood.

Increase policing in Cedar Hill area and improve natural surveillance through streetscape improvements and new street or trail connections to the adjacent East Rock neighborhood. Shared parking among East Rock School, Blake Field, and the parking lot across from East Rock school, at the corner of Willow and Mitchell Streets is encouraged so as to improve the current parking situation near the school. Public safety must be ensured through the implementation of adequate traffic calming measures near East Rock School on Willow Street, as well as on Upper State Street (in Cedar Hill). In general, bike/pedestrian/vehicular access must be improved between Fair Haven and Willow Street area.

East Side (Annex, Quinnipiac Meadows, Fair Haven Heights, and East Shore)

Since all of the eastern neighborhoods are geographically separated from the city primarily by New Haven Harbor, the Mill River, and I-91 and have similar planning issues, they are grouped for the purpose of this discussion. The eastern side of the city experienced a significant population and housing gain over the past decade. This side of the city needs more connections to the Downtown, where jobs and key educational/health care institutions are located, with

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adequate transit and bike/pedestrian network. Traffic calming measures and complete streets are required at Foxon Boulevard and Forbes Avenue to ensure adequate public safety at these locations. The **development of support services along with retail** is encouraged along Foxon Boulevard and Forbes Avenue. Close attention should be paid to the scale of new development, location of parking, pedestrian-level comfort, provisions for transit and cyclists, traffic calming, and sign standards.

The East Shore neighborhood is remarkably stable and well-connected to the waterfront. The Commission recommends stewardship of public waterside resources, compatible infill development policies, and code enforcement to ensure the long-term viability of this neighborhood. At **Lighthouse Point Park**, capital improvements are a priority such as improvement of park infrastructure and continued maintenance as well as implementation of wayfinding signage. In completing these improvements, the Lighthouse Point will be better positioned as a signature park. Coastal resiliency measures should be undertaken to prevent any loss of lives or property during major coastal flooding events.

Long-term planning for Quinnipiac Meadows follows the lead of the Quinnipiac River Conservation and Development Corridor (QRDC). The QRDC recognizes the Meadows as an environmentally-sensitive section of the industrially-zoned waterfront. North and west of Interstate 91 (south of the landfill), industrial zoning is appropriate; however, the focus should be on job-creating uses, limitations on automotive-related uses, and vastly improved site design. Any development north of the landfill and/or behind the Route 80 commercial area should be outside of the tidal wetlands. These environmentally sensitive locations are appropriate solely as protected open space.

Residents in this side of the city need an indoor (suitable for all types of weather) facility for physical activity and organizing community-based events. Efforts must be made to reuse an existing community facility (such as a school) through effective programming, to the extent possible.



Farren Street in Fair Haven Heights offers convenience retail to residents in the eastern neighborhoods of the city..



The Lighthouse Point Park in Morris Cove neighborhood offers recreational opportunities for local as well as area residents.



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Fair Haven



Transforming Grand Avenue into a Main Street is one of the priorities for Fair Haven neighborhood for the next decade.

Continue to focus on revitalization efforts on **Grand Avenue** to promote vibrancy and strengthen local economy within this commercial corridor. Connect the residential area to the existing rivers surrounding Fair Haven through the implementation of the Fair Haven greenway as envisioned within the *Plan for Greenways & Cycling Systems* (2004). This greenway will loop around the bottom of the Fair Haven peninsula along the banks of the Mill and Quinnipiac River and then through the high peaks of East Rock Park. North of Criscuolo Park, several key sites must be addressed for residential redevelopment. CPTED techniques are encouraged, such as aggressive code enforcement, elimination of sub-standard and blighted housing stock, improvements to the streetscape, rehabilitation of existing substandard housing stock, etc.

Since there is a high concentration of immigrants within this neighborhood, community cohesion efforts (such as organization of neighborhood festivals and sports events) are encouraged to promote the integration of the immigrant (Hispanic) community with local residents. Promote a sense of pride and belonging among residents by incorporating gateway and wayfinding signage reflecting their rich cultural heritage.

The Commission supports the vision of the **Grand Avenue Special Services District (GASSD)**, to create a “business-robust Avenue: clean, safe, filled with customers, and vibrant with business opportunities.” (<http://www.grandavenuessd.org/>). In order to achieve this vision, the City should continue to seek official designation of Grand Avenue as one of Connecticut’s “**Main Streets**” to avail technical assistance, ongoing support, and any competitive grants that are available.

Between Ferry Street and Criscuolo Park, the *River Street Municipal Development Plan* (2002) accurately reflects the City’s interest in historic preservation and mixed-use and light industrial redevelopment. However, frequent flooding events, increased flood insurance costs, and site clean-up costs have stalled further development of these sites solely for light industrial business uses, as envisioned within the plan. Therefore, continued government intervention and assistance is necessary to promote redevelopment of these sites. A broader range of land uses besides light industrial could be encouraged at these locations such as office, retail, and restaurant uses. The commission recommends the development of a strategic plan in Fair Haven to promote the development of

The Grand Avenue Special Services District was established according to Section 37-3 of the New Haven Code of Ordinances on March 24, 2009. It is home to the largest concentration of Latino owned businesses in New Haven offering ethnically diverse products and services.

In March 2014, the City of New Haven contracted with Connecticut Main Street Center (CMSC) to assess the feasibility of transforming New Haven’s neighborhood commercial corridors into Connecticut Main Streets and thus promote revitalization of these corridors through effective partnerships among various public and private stakeholders.

CMSC’s resource team recommended that the City develop a Neighborhood Revitalization Task Force at City Hall, as a first step, attend Main Street training sessions, learn best practices, build partnerships, and streamline the process for those who want to do business in New Haven.

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vacant sites along River Street; to facilitate increased economic activity along Grand Avenue; to promote historic preservation and rehabilitation of residential properties; to enhance public access to the river; and to implement coastal resiliency measures. The 50-foot easement retained by the City along the southern edge is an excellent opportunity for improved infrastructure, i.e. shoreline protection complete with public access such as the planned trail.

Hill

Within the Hill neighborhood, the vision is to encourage transit-oriented, mixed-use, and mixed-income developments on key opportunity sites such as the former Yale Nursing School site and Church Street South. Promote vibrancy in the neighborhood by encouraging safe and aesthetic pedestrian-oriented amenities and services. Improve connections to northern neighborhoods of Route 34 corridor, to the Downtown and Medical District and to Union Station. Key infrastructure improvements needed are: extension and realignment of Lafayette Street to provide direct access between College Street and Union Avenue, re-establishing connections between Church Street and Union Avenue through the extension of Columbus Avenue, and making Church Street South the main street connecting Downtown to the neighborhood. A new public square, Union Square, is envisioned as a community open space near the Church Street South site.

Promote the official adoption and implementation of the **vision of the *Hill-to-Downtown Community Plan*** (2014) and establish a Hill-to-Downtown Steering Committee. The Committee shall include the four Hill alders or their designees, two designees from the Hill Management Teams (one from Hill North and one from Hill South elected by their respective Management Teams), two City of New Haven officials designated by the mayor (one from City Plan and one from Economic Development), and two representatives from local institutions or businesses nominated by the mayor and approved by the Board of Alders.

Long Wharf

Planning for Long Wharf is focused on two central themes: land use and transportation. From a land use perspective, due to the widening of Interstate 95 in recent years, efforts to connect the neighborhood to the waterfront through the implementation of a network of streets across I-95 (as envisioned in Long Wharf Redevelopment Plan) are yet to be realized. Connections to Downtown and the Hill are limited by the rail yard. The future



Vision illustrated in *Hill-to-Downtown Community Plan*.



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Construction is already underway to convert the former New Haven Register building at 40 Long Wharf Drive to a 200,000 square foot Jordan’s Furniture store featuring both retail and family entertainment opportunities.

land use approach must rely heavily on adaptive reuse of vacant buildings such as the old Gateway Community College campus, the vacant Pirelli building, the former New Haven Register building, portions of the New Haven Food Terminal, and the medical building at Church Street South Extension. Sargent Drive is well positioned to be a light industrial/commercial mixed-use corridor due to the already existing light industrial/commercial uses such as Assa Abloy, Sargent Manufacturing Company, Regional Water Authority, IKEA Home Furnishings, and the proposed Jordan’s furniture store on the **New Haven Register site**. The immediate access to I-95 is an added benefit in attracting a regional customer base to these sites without causing major traffic impacts within the city.

Focus specific planning and redevelopment attention at Long Wharf with the intent to develop a framework for the redevelopment of the district into a more mixed, denser urban commercial and coastal district. Such planning should help identify the types of uses that could be allowed on Sargent Drive (based on market and site feasibility) and opportunities for shared parking; improve the streetscape; and promote resident connectivity to the waterfront. Zoning amendments are recommended in this area based on the plan directives.

Along the waterfront side, cultural and environmental enhancements to the Vietnam Veteran’s Long Wharf Park continue to be a priority. This strategy also includes mitigation of the adverse impacts resulting from Interstate 95. Suitable alternatives would include a spatially larger park, including measures to widen the park east and west, and measures to curtail coastal soil erosion and encourage coastal resiliency.

Port District

The plan calls for enhancements to the Port of New Haven in support of its **important role in the regional transportation system**. Within the port district (as designated by original boundary of the New Haven Port Authority), several improvements should be completed. First, re-establishment of the Waterfront Street railroad spurs will improve intermodal connectivity. Second, acquisition of vacant land within the district by the Port Authority will advance a more efficient use of land. Working with terminal operators, efficient landside connections could be provided for feeder barge service. Third, care should be taken to improve port aesthetics, largely through tree plantings and landscaping in areas



New Haven’s port district plays a major economic role as a regional center for the storage and distribution of petroleum products (gasoline and heating oil) throughout Connecticut and Western Massachusetts.

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outside of berths and parking lots. The proposed Harborside Trail must be accommodated even in the port area, connecting Forbes Avenue bike facilities to East Shore and the Shoreline Greenway.

Prospect Hill

The Prospect Hill neighborhood is one of the most stable neighborhoods in the city with its large lots and historic buildings. The focus in this area should be to discourage subdivision of large lots and the encroachment of institutional uses to further maintain the existing residential character. Preservation of historic homes continues to be a priority. Encourage bike-to-work environment by enhancing existing bicycle/pedestrian connectivity to Downtown.

West Hills/Westville (Amity, Westville, Beaver Hills, Edgewood, and West Rock)

Since the western neighborhoods of the city are geographically linked to the Whalley Avenue commercial corridor and share common interest in connecting the existing parks to the proposed West River Greenway Trail, these are grouped for the purpose of this discussion.

For the West Hills/Westville area, the designation of **West River Greenway Corridor** as a regional greenway is a priority. This would help promote much needed recreational and educational opportunities for nearby residents and is also a first step in implementing the vision of a West River Greenway Trail connecting West River, West Rock, and Beaver Ponds Parks (as envisioned in the *Plan for Greenways & Cycling Systems*, 2004). The West River Greenway Trail envisioned in the *Plan for Greenways & Cycling Systems* (2004) could be further expanded by proposing connections to the Farmington Canal Heritage Trail to the east and Woodbridge and West Rock Park Preserves to the west. Programming of services within the existing parks and enhancing public safety are critical to encourage further use.

The Commission supports the efforts of the West River Watershed Coalition (WRWC) and recommends that the city revive its Environmental Advisory Committee, with representation from WRWC members, residents, Greater New Haven Water Pollution Control Authority (GNHWPCA), and City staff. The key functions of this committee would be to advise elected officials on critical environmental policies/plans submitted for their review and adoption; to gather more public input on environmental matters;

The West River Watershed Coalition was formed in 2013 by residents and other non-profit partners in the western part of the city with a goal of improving the quality of the natural environment in neighborhoods adjacent to the West River.

As a result of their advocacy efforts, a West River Watershed Management Plan is being prepared by consultants Fuss O'Neil in collaboration with Connecticut Fund for Environment. The Greater New Haven Water Pollution Control Authority also agreed to prepare an update to the long range sewer separation plan to explore the feasibility of implementing green infrastructure. The West River Greenway has been officially designated as a Connecticut Greenway by the Connecticut Greenways Council.



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Existing view of Westville Village in Westville neighborhood.

and to ensure the continuous monitoring and implementation of various environmental plans, as proposed.

Land use changes are recommended along Whalley Avenue, near **Westville Village**, to promote dense, mixed-use developments with reduced parking requirements. Service-related commercial uses such as child care, banking facilities, etc., should be encouraged within the Westville Village business district. The Commission also encourages the development of a small format grocery store in this area. Opportunities for dense, mixed-use re-development exist at 500 Blake Street and 781 Blake Street.

Westville has a significant concentration of empty nesters and senior households (Databook findings). Transit-oriented, senior housing development is therefore encouraged along with support services for aging in place within this neighborhood for residents who plan on downsizing, yet are left with fewer options currently.

A proposed Cross Town West bus route will help provide direct CTTRANSIT access to Hamden and West Haven from the west side of the city and improve access to the SCSU campus, as well as the City educational campus on Ella Grasso Boulevard. Traffic calming measures are needed on Whalley Avenue, Valley Street, Fitch Street, Fountain Street, and Blake Street. Pedestrian crossings should be improved at intersecting streets on Ella Grasso Boulevard to ensure pedestrian safety between the West River Memorial Park and the surrounding neighborhoods. Connect the missing links in existing bicycle/pedestrian network at Fitch Street, Fountain Street, and on Edgewood Avenue. A **dedicated bike path** is envisioned along Edgewood Avenue connecting the west side of the city to the Downtown.



A dedicated bike lane is envisioned along Edgewood Avenue connecting the west side of the city to the Downtown.

Reviving Edgewood’s Coogan Pavilion as a community center and programming the hours of operation and activities for existing public swimming pools located in schools nearby (Hillhouse and Career High Schools) would help in promoting indoor recreational options for residents and further enhances community interaction.

Enhanced partnerships with Yale University and SCSU for use of their ample athletic fields and facilities are suggested.

West River

Within the West River neighborhood, West River watershed management; the implementation of West River Greenway Corridor Trail; redevelopment of vacant parcels on Route 34;

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improvement of West River commercial district (West River triangle); and traffic calming at Ella Grasso Boulevard and Route 34 are priorities.

For land use recommendations, the Commission recommends mixed-use developments with ground floor pedestrian environments such as retail and support services, and residential uses on upper levels on the vacant parcels along Route 34 corridor (temporarily being used as parking lots). A **dedicated bike lane** is recommended along the north side of Martin Luther King Jr. Boulevard from Route 34/Ella Grasso Boulevard intersection connecting to the Downtown. Within the vacant parcels, north-south pedestrian connectivity is recommended to re-knit the neighborhoods long separated by the highway. The Commission encourages re-configuration of traffic lanes on Route 34 west so as to transform this highway into an urban boulevard. Traffic calming measures are needed along Route 34 corridor, especially at the intersection of Ella Grasso Boulevard where pedestrian access to the park is currently difficult.

The West River neighborhood is the only Neighborhood Revitalization Zone (NRZ) within the city. The West River Neighborhood Services Corporation (WRNSC), formed after the award of the NRZ status (in 2005), currently meets on a monthly basis to discuss residents' issues and improve overall quality of life within the neighborhood. However, WRNSC could not yet fully implement its vision and visibility within the neighborhood. Particularly, for the West River commercial district (bounded by Ellsworth, Norton Parkway, Derby Avenue/George Street), key physical conditions and reduction of perception of crime; promotion of resident/merchant interaction through business festivals; and creation of marketing products that help attract new businesses are yet to be realized. Advocate for new sources of funding for the NRZ either at the state level or through partnership with local residents and merchants to coordinate, manage, and implement commercial district improvements.

Housing rehabilitation, aggressive code enforcement, and streetscape improvements are recommended to eliminate blight and reduce the perception/incidence of crime within this neighborhood.



Existing view of the Dunkin' Donuts store located in West River triangle district. The proposed revitalization of this commercial district is critical to promote economic development and stabilize the surrounding area.



A cycle track is envisioned along north side of MLK Boulevard connecting Route 34 neighborhoods to the Downtown.



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West Rock

Enhanced transit connectivity to the newly redeveloped Rockview/Brookside housing is a priority in West Rock neighborhood. This neighborhood had the maximum concentration of 5 to 19 year olds in 2010, who will be part of the future workforce of the city over the course of the next decade. Programming of youth services and provision of support services for working parents and single mothers are therefore critical. Better integration of this development, both physically and socially, with the rest of the city and with Hamden neighbors and retail corridors is needed through improved sidewalk connections, effective programming of youth and adult services, organization of community-based festivals and events, and connecting West River and Beaver Pond Parks through a continuous system of trails would aid promoting interaction among West Rock residents and surrounding neighborhoods.

Enhancing transit service and trail connections to this area would benefit the retail market as well. Support increased police surveillance during off-peak hours to ensure the safety of residents walking or biking early in the mornings or late in the evenings.

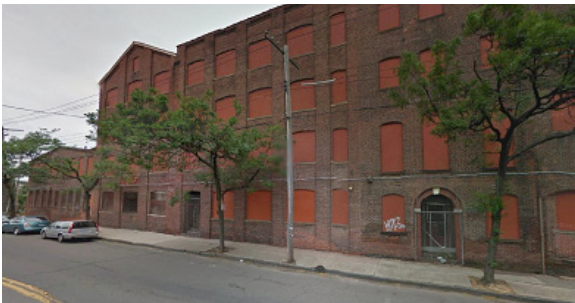


The recently re-built West Rock housing development needs enhanced transit and trail connections to re-connect residents in this area with the rest of the city.

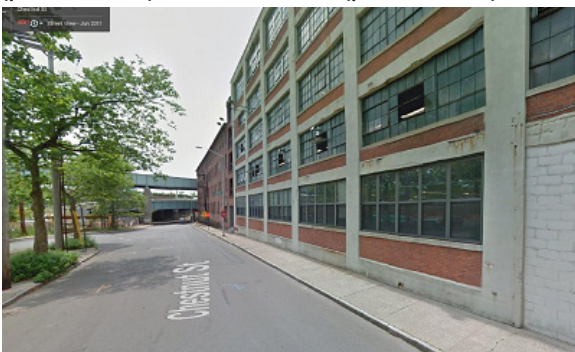
Wooster Square/Mill River

Due to its proximity to Downtown and both rail stations, this neighborhood is well-suited for promoting transit-oriented developments at appropriate densities. Several **opportunities for contextual infill development** exist on parcels between Union Street and Olive Street; on Water Street; and to the east of Interstate 91, within the Mill River District. These include the High School in the Community site (167 Water Street), Saint Michaels Church Corporation sites (234, 240, and 250 Greene Street), Ives Place (50 Ives Place), Clock Tower site (133 Hamilton Street), the vacant office building owned by Vito Luciani (109 Water Street), and the vacant industrial building owned by Cowles and Company (83 Water Street). English Station, the site of an abandoned power plant, is also located within the Mill River neighborhood and is heavily contaminated. In 2013, CT DEEP mandated that the owners clean up the property. Zoning amendments are needed to prepare these sites for near-term development opportunities and to propose interim uses on abandoned industrial sites.

Direct connectivity to the neighborhood from the Downtown is encouraged through the proposed extension of Fair Street to connect to Olive Street. Any enhancements proposed to transit service would be instrumental in marketing new housing



Contextual infill development opportunities exist for various parcels in the neighborhood including the Clock tower site (pictured above) and the Cowles site (pictured below).



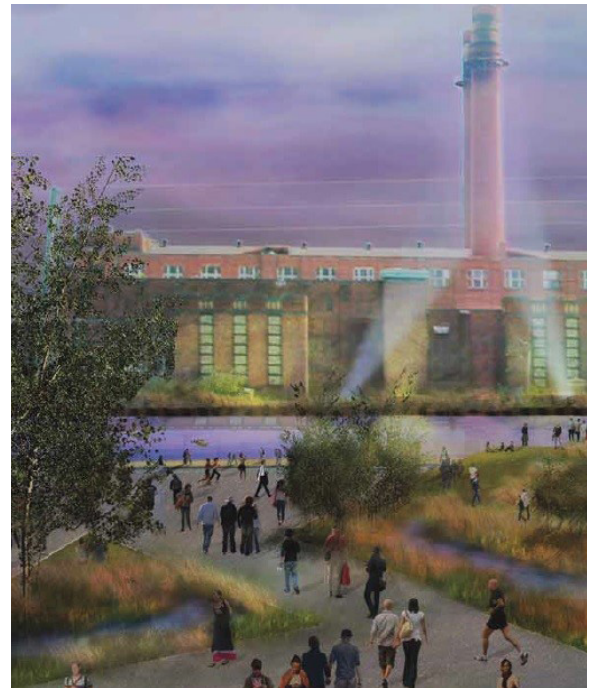
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developments for employees who work in Downtown but choose to live in Wooster Square. A bike-to-work environment is encouraged through the proposed completion of the last phase of the Farmington Canal Heritage Trail (proposed through Olive Street) and the Vision Trail, as well as, filling any missing links within the existing bicycle/pedestrian network.

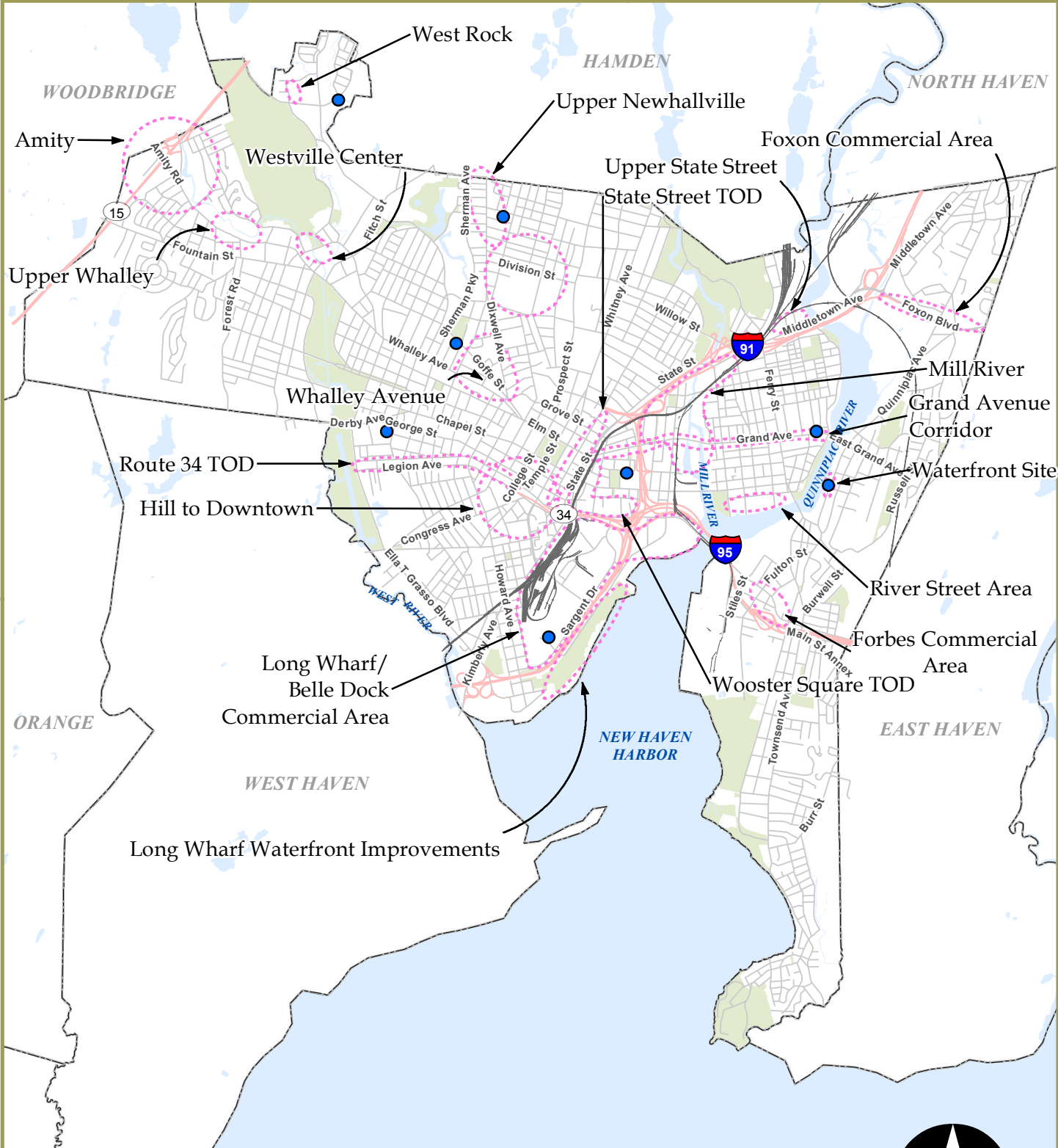
Continuous pedestrian activity is also encouraged on Grand Avenue from Olive Street in Wooster Square to Front Street in Fair Haven. While general commercial mixed-use developments are encouraged between Olive Street and Interstate 91, light industrial mixed-use developments are encouraged to the east of Interstate 91 on Grand Avenue. Return of first floor spaces to retail uses and general aesthetics of this corridor should be improved through gateway signage, cleaning up abandoned signage, implementing better sidewalks and lighting, façade improvement, regular garbage clean up, and beautification. A parking study of Grand Avenue is required to understand current parking scenarios and identify opportunities for shared parking. The Commission recommends the extension of Grand Avenue Special Services District, to the west of James Street, within the Mill River area, to promote physical and economic development within this vital commercial corridor. **Waterfront sites** that are hard to develop due to existing site remediation issues and emerging coastal planning issues could perhaps be used as open space and/or for art/recreational events.

Within the Mill River District, implementation of the recommendations of the *Mill River District Plan* and the Municipal Development Plan are a priority. Redevelopment of better integration of the Farnam Courts housing development with the surrounding neighborhood is needed. The Farnam site could become mixed-income housing as low income units are more widely dispersed. The historic character of the neighborhood should be preserved through the local historic district status. Coastal resiliency measures are recommended along the waterfront near the vacant Simkins site.



Waterfront sites such as the Simkins site could be used as open space or for art/seasonal recreational events.

NEW HAVEN VISION 2025 NEIGHBORHOOD PLANNING OPPORTUNITIES



- Development Site
- Opportunity Areas for Further Study
- Parks and Open Space

0 5,000 Feet



Build...

G. SUMMARY OF RECOMMENDATIONS

- ❖ ...consensus among City officials, neighborhood stakeholders, and community members regarding implementation of the *Hill-to-Downtown Community Plan* through establishment of a Hill-to-Downtown Steering Committee.
- ❖ ...diverse housing stock suitable for all abilities, ages, and incomes by identifying and seeking funding to promote quality, non-subsidized, mixed-income housing; inciting mixed-use developments with family-friendly amenities and support services; advocating for fair, equitable, and de-centralized government-assisted public housing at regional level; and better integrating supportive housing developments through enhanced transportation network.
- ❖ ...high-density, multi-family developments at appropriate locations, considering impact of such developments on existing urban fabric relative to traffic, noise, surrounding area density, compatibility with nearby land uses, public convenience and safety, aesthetics, site design, and layout.
- ❖ ...affordable, workforce housing developments through necessary Zoning Ordinance amendments and by exploring the feasibility of creating a housing trust fund for the City.

Connect...

- ❖ ...residents/employees to housing counseling services and existing City-sponsored home ownership/rehab programs through advanced marketing campaign.
- ❖ ...residents to jobs and support services by promoting residential densities and land use patterns that reduce VMT as indicated in proposed future land use map of the city.
- ❖ ...neighborhoods physically and socially by promoting street connectivity along Route 34 corridor (north to south), from Downtown to Wooster Square, and from Medical District to Union Station.



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- ❖ ...neighborhoods physically and socially by promoting community interaction through effective programming and staffing of Q-house (in Dixwell neighborhood) and adaptive re-use of existing community facilities such as Coogan Pavilion (in Edgewood Park) and Salpento Rink (in East Shore); by encouraging dramatically new neighborhood forms at select locations, including Farnam Courts, Belle Dock, Science Park, Long Wharf, Mill River, and Church Street South;
- ❖ neighborhoods physically and socially by promoting neighborhood-based planning efforts and encouraging the formation of non-profit neighborhood organizations and development corporations. Neighborhood plans are recommended at Long Wharf and Fair Haven to enhance waterfront access and economic development, and at Science Park to connect residents in Newhallville and Dixwell to this development and the Farmington Canal Trail.
- ❖ ...historic character of neighborhoods by encouraging thoughtful conversion of some of the existing NRDs into local districts i.e., Chapel Street, Ninth Square, Trowbridge Square, Orange Street, Dwight; by exploring new ways of enhancing community visibility and stewardship of historical properties such as seeking “Preserve America” designation for the city; and by making historic resources inventory publicly available so that more people can pursue historic rehabilitation tax credits to rehabilitate historic structures.
- ❖ ...existing high-quality housing stock and enhance the quality of distressed, privately-owned property through the City’s residential licensing program by expanding its functions through the allocation of additional resources.

Preserve...



Adapt...

- ❖ ...existing housing stock to allow aging in place for older households through zoning amendments such as encouraging row housing within existing RM-1 and RM-2 residential districts.
- ❖ ...government-assisted public housing into existing urban fabric through contextual design, appropriate density, and integration with the surrounding area through the implementation of a City-wide design guidelines manual and enhanced transportation network.

Grow...

- ❖ ...city-wide homeownership rate for the next decade by at least 3 percent through effective workforce housing strategies; by marketing existing homeownership and housing rehab programs to low- and moderate-income buyers; and by encouraging large-scale multi-unit developments only when accompanied by companion homeownership plan.
- ❖ ...the number of sustainable and LEED certified buildings within the city by implementing a far-reaching energy program focused on the use of renewable power sources within all new housing developments and encouraging more programs that help reduce energy costs in existing housing.



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