

City Plan Commission

June, 2006

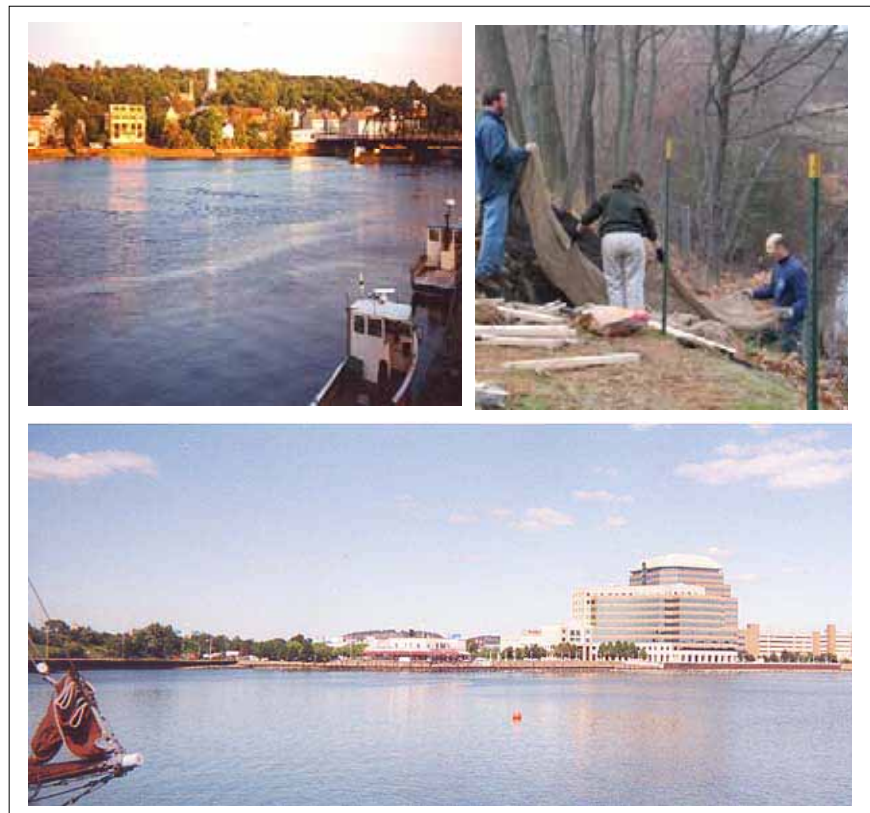
This document was financed in part by a grant through the Office of Long Island Sound Programs and the National Oceanic and Atmospheric Administration of the United States Department of Commerce under the Coastal Zone Management Act of 1972 and was prepared in cooperation with the Connecticut Department of Environmental Protection's Coastal Area Management Program and the US Environmental Protection Agency's CARE program.

NEW HAVEN
IT ALL HAPPENS HERE

New Haven Coastal Program New Haven, Connecticut



John DeStefano, Jr.
Mayor



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**CITY PLAN COMMISSION
NEW HAVEN, CONNECTICUT**

RESOLUTION

WHEREAS, the City Plan Commission is established under the Charter of the City of New Haven, Section 179 (c) and Connecticut General Statutes (C.G.S.), Section 295-302, An Act Creating a City Plan Commission in the City of New Haven; and

WHEREAS, the City of New Haven adopted a Municipal Coastal Program in 1983 in a manner consistent with the Connecticut Coastal Area Management Act; and

WHEREAS, the Coastal Program addresses the area within the coastal boundary and landward of the mean high water mark as delineated on the official zoning maps of the City of New Haven; and

WHEREAS, the properties in this area are subject to Section 55 of the New Haven Zoning Ordinance; and

WHEREAS, the Connecticut Department of Environmental Protection provided a coastal planning grant to the City of New Haven for the purposes of updating the New Haven Coastal Program; and

WHEREAS, the City Plan Department prepared the new Coastal Program in a manner consistent with C.G.S. Section 22a-101; and

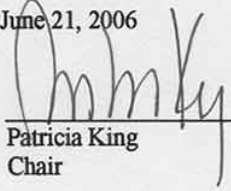
WHEREAS, the City Plan Commission held a public meeting on January 11, 2006 and a public hearing on this matter on June 21, 2006; and

WHEREAS, the new Coastal Program strives not only to achieve consistency with the municipal plan of conservation and development (the comprehensive plan), but also to establish the City's policy objectives for coastal zone management, and articulate the City policies relative to the Connecticut Coastal Management Act; and

WHEREAS, the Coastal Program provides a basis for the City Plan Commission's future Coastal Site Plan Review (CSPR) findings, and will become an essential part of the review of zoning applications, coastal land use decisions, and public investment priorities;

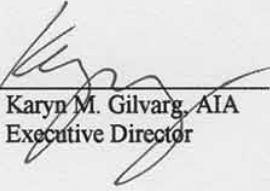
NOW THEREFORE BE IT RESOLVED, by the City Plan Commission of the City of New Haven, that the City Plan Commission does hereby adopt the New Haven Coastal Program.

ADOPTED: June 21, 2006



Patricia King
Chair

ATTEST:



Karyn M. Gilvarg, AIA
Executive Director

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New Haven Coastal Program



1.0 Introduction



John DeStefano, Jr.
Mayor



INTRODUCTION

1.0 Introduction

Land use patterns in the City of New Haven are strongly tied to the City's coastal setting and the configuration of the waterfront and tidal rivers. Historically, land use surrounding New Haven Harbor was influenced by commercial shipping. Intense industrialization of the harbor occurred over the years due to the presence of industries dependent on water for transportation of raw materials and for the export of finished products. To this day, the port terminals and related transportation uses have sustained one of the State's largest maritime transportation centers.



New Haven Harbor

The desire for a more balanced harbor environment has emerged in the last half century. Today's waterfront blends transportation and port related uses, industrial uses, desirable residential areas, recreation and open space, commercial offices, and destinations for the public. Of the approximately 3,700 acres of land in New Haven's ***Coastal Management District***¹, over 40% is characterized by tax-exempt property and open space. This includes open space and park lands, as well as institutional and governmental property. Approximately 700 acres (19%) are residential. Commercial and industrial uses, including the Port of New Haven, comprise the balance of the coastal land area.

The New Haven Coastal Program was adopted in 1983 to serve as a guide to development in the Coastal Management District. The program establishes objectives for coastal zone use and development, and articulates City policies relative to the ***Connecticut Coastal Management Act***. The Program forms the basis of the City Plan Commission's ***Coastal Site Plan Review*** (CSPR) findings, and is an essential part of the review of zoning applications, coastal land use decisions, and public investment priorities. The jurisdiction of the New Haven Coastal Program is the Coastal Management District. Amendments to the Coastal Program over the years have been directed at policies for the Long Wharf and Fair Haven areas.

Current conditions within the coastal zone, including deterioration of waterfront areas, proposed transportation improvements, and the presence of vacant and underutilized properties, provide opportunities to affect positive change to the waterfront of New Haven. Coastal policy in New Haven must reflect a balance of economic development,

¹ Bold and italic terms are defined in the Glossary.



INTRODUCTION

environmental protection, and public access. The City of New Haven recognizes that successful, appropriate development of coastal areas must be guided by advance planning that provides a close relationship between coastal objectives and land use law. Although the 1983 Coastal Program has served the City of New Haven well, the City desired a more visionary and functional Coastal Program to guide public policy and regulation. With grant assistance from the Connecticut Department of Environmental Protection (DEP), the New Haven City Plan Department updated the Coastal Program through a coordinated outreach and research program that commenced in August 2005 and was completed upon program adoption.

The Coastal Program includes a review of relevant Federal, State, and local regulations; a review of related State and City planning studies and documents; an overview of coastal management issues; discussions of existing land use, Coastal Program successes, and specific coastal issues in each of the eight coastal areas; and a presentation of recommendations. As such, the Coastal Program is meant to be used as a planning tool and as a guidance document for development applications within the Coastal Management District. With the Coastal Program in hand, the City anticipates that applicants will be better equipped to propose projects that are compatible with existing neighborhoods, improve environmental conditions, and provide access to the waterfront.

Throughout this document, coastal areas will be discussed in the context of eight coastal settings or "neighborhoods" that are recognized in the Comprehensive Plan of Development: West River, City Point, Long Wharf, Canal/Belle Dock, Fair Haven, Quinnipiac Meadows, Port District, and East Shore. These areas may not coincide with the boundaries of the neighborhoods that are typically recognized by City residents.



Public use of Quinnipiac River Park

**ADOPTED BY THE CITY PLAN COMMISSION
JUNE 21, 2006**

New Haven Coastal Program



2.0 Program Overview & Recommendations



John DeStefano, Jr.
Mayor

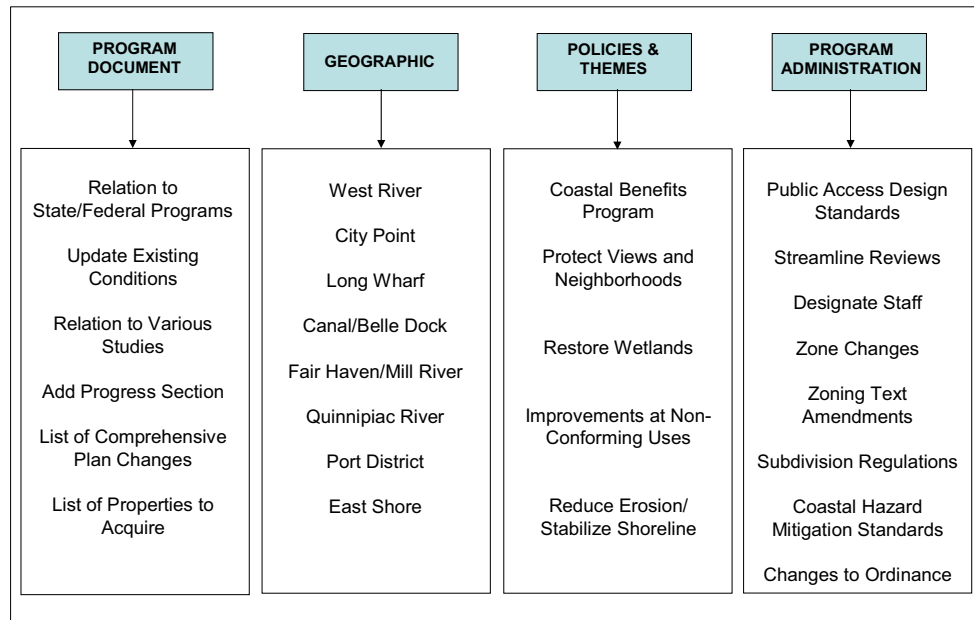


PROGRAM OVERVIEW AND RECOMMENDATIONS

2.0 Program Overview and Recommendations

This New Haven Coastal Program is presented as an update to the 1983 Coastal Program and establish the City Plan Commission’s policies and themes; program administration and zoning recommendations and geographic recommendations for coastal area management. The document is re-organized to better relate with state/federal programs and other municipal plans and programs. Pursuant to state law, the Commission recommends changes to the Comprehensive Plan of Development in order to make consistent these two core planning documents

PROGRAM ORGANIZATION



Document Recommendations

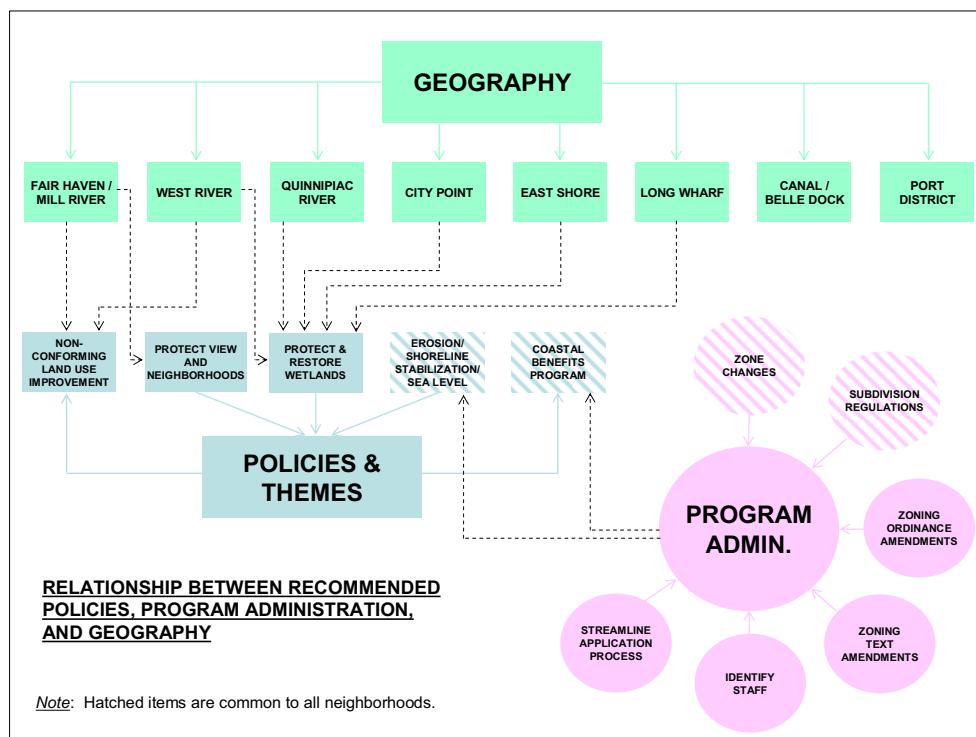
The City determined that the following sections should be modified as noted or added to the Coastal Program document:

- *Relationship to Statutes and Regulations* – This section presents the Federal, State, and local regulations related to coastal development. The section also describes the limits of jurisdictional issues and the parameters within which the City Plan Commission can regulate activities.
- *Existing Conditions* – These sections update descriptions of the eight coastal areas recognized in the Comprehensive Plan of Development.



PROGRAM OVERVIEW AND RECOMMENDATIONS

- *Relationship to Other Planning Documents* – This section includes descriptions of other planning documents that address coastal issues, enabling more efficient cross-referencing of planning initiatives and easier amendments in the future.
- *Progress* – These sections highlight Coastal Program successes and failures from the past 20 years in each of the eight coastal areas recognized in the Comprehensive Plan of Development.



- *List of Changes for the Comprehensive Plan of Development* – This list specifies items that should be changed in the Comprehensive Plan of Development in order to harmonize the Coastal Program and the Comprehensive Plan of Development.
- *List of Properties to Acquire* – The proposed acquisition list from the 2003 Comprehensive Plan is included in the Coastal Program, and additional sites are listed as necessary to achieve coastal management goals.

This Coastal Program includes the recommended changes.



PROGRAM OVERVIEW AND RECOMMENDATIONS

Themes and Policy Recommendations

As a result of the extensive outreach and research process that commenced in August 2005, groups of issues or "themes" were advanced for inclusion in the Coastal Program. Each theme has a corollary policy recommendation, listed below:

- *Establish "Coastal Benefits Program"* – Establish a Coastal Benefits Program to guide future development, link environmental policy issues, provide for well-designed public access, and mitigate potential adverse impacts. Components of the Coastal Benefits Program will include:
 - *Provision of Public Access to the Waterfront*
 - *Utilization of Public Access Design Standards*
 - *Promotion of Park Maintenance and Trail Connections*
 - *Practice of Green Engineering and Promotion of Sustainability*
 - *Improvement of Water Quality*
 - *Provision of Buffers*
- *Enhancement of Neighborhood Waterfront and Protection of View Sheds* – Promote public access and development of land uses that are compatible with existing residential neighborhoods. Require preservation of views by regulating building heights and density.
- *Shoreline Stabilization, Coastal Hazard Mitigation, and Sea Level Response* – Pursue a creative combination of hard and soft erosion controls in the City and maintain existing hard structures in good condition. Provide buffers to accommodate sea level rise, and promote freeboard and coastal hazard zone standards for new development.
- *Protection and Restoration of Tidal Wetlands* – Continue to pursue projects that allow for restoration and protection of tidal wetlands and marine habitats.
- *Improvement of Existing Nonconforming Uses* – Begin implementing coastal environmental improvements at existing nonconforming land uses and work with property owners to establish buffers and other protective measures.

Program Administration and Zoning Recommendations

These recommendations are proposed to result in changes to the "nuts and bolts" of coastal zone management, including the type and extent of zoning districts, the requirements within coastal management district and flood damage prevention ordinances, the CSPR process, and project inspections.

- *Streamlined Coastal Site Plan Review* – Develop a streamlined CSPR process with tiers of review, and require coastal benefits that are proportional to project scale and potential impacts.



PROGRAM OVERVIEW AND RECOMMENDATIONS

- *Design Standards for Non Water-Dependent Uses* – Adopt and provide design standards for public access and its ancillary requirements.
- *Inspection Staff and Inspections* – Dedicate an existing or new staff person in the City Plan Department for conducting coastal zone inspections and follow-up reviews at five-year intervals.
- *Establish Open Space Zoning District* – Add an Open Space zone to the map and zoning ordinance, and pursue open space acquisitions in the coastal management district.
- *Establish Port Zoning District* – Work closely with the Port Authority to establish a new Port zoning district.
- *Reconstruct the Heavy Industrial Zone* – Replace IH areas with IL, IM, Port, and Open Space, especially with regard to land in the Mill River and Quinnipiac River areas.
- *Adopt Text Amendments to BC Zone* – Ensure that text amendments are adopted to better define appropriate uses in the BC zone.
- *Development of Subdivision Regulations* – Consider implementing subdivision regulations to provide better design of projects and evaluation of environmental issues.
- *Coastal Hazard Mitigation* – Consider adding freeboard standards and coastal high hazard standards to the Coastal Management and/or Flood Damage Prevention ordinances.
- *Exemptions and Allowances in the Coastal Management District Ordinance* – Consider eliminating some of the exemptions in the Coastal Management District ordinance and consider eliminating the specific allowance of non water-dependent uses in the Coastal Management District ordinance.

Geographic Recommendations

This Coastal Program presents specific recommendations for the eight coastal areas. These are depicted on Figure 1 and listed in the document within the sections that address each coastal area. In general, geographic recommendations include proposed projects, proposed zone changes, planning initiatives, property acquisitions, and other recommendations that are applicable to individual areas of the City. Geographic recommendations fall within the categories of policy recommendations and program administration recommendations as depicted on the bubble diagram.

New Haven Coastal Program



3.0 Relationship among Federal, State and City Regulations



John DeStefano, Jr.
Mayor



RELATIONSHIP AMONG FEDERAL, STATE, CITY REGULATIONS

3.0 Relationship Among Federal, State and City Regulations

This section presents the federal, state, and local regulations related to coastal management and development. The section also describes the limits of jurisdictional issues and the parameters within which the City Plan Commission may regulate activities.

3.1 Federal

The Coastal Zone Management Act (CZMA) was enacted on October 27, 1972 to encourage coastal states, Great Lake states, and United States territories and commonwealths to develop comprehensive programs to manage and balance competing uses of, and impacts to, coastal resources. The CZMA was amended in 1990 and 1996.

The CZMA declares that it is a national policy -

- 3.1 to preserve, protect, develop, and where possible, to restore or enhance the resources of the Nation's coastal zone for this and succeeding generations;
- 3.2 to encourage and assist the states to exercise effectively their responsibilities in the coastal zone through the development and implementation of management programs to achieve wise use of the land and water resources of the coastal zone, giving full consideration to ecological, cultural, historic, and esthetic values as well as the needs for compatible economic development, which programs should at least provide for:
 - 3.2.1 *the protection of natural resources, including wetlands, floodplains, estuaries, beaches, dunes, barrier islands, coral reefs, and fish and wildlife and their habitat, within the coastal zone,*
 - 3.2.2 *the management of coastal development to minimize the loss of life and property caused by improper development in flood-prone, storm surge, geological hazard, and erosion-prone areas and in areas likely to be affected by or vulnerable to sea level rise, land subsidence, and saltwater intrusion, and by the destruction of natural protective features such as beaches, dunes, wetlands, and barrier islands,*
 - 3.2.3 *the management of coastal development to improve, safeguard, and restore the quality of coastal waters, and to protect natural resources and existing uses of those waters,*
 - 3.2.4 *orderly processes for siting major facilities related to national defense, energy, fisheries development, recreation, ports and transportation, and the location, to the maximum extent practicable, of new*



RELATIONSHIP AMONG FEDERAL, STATE, CITY REGULATIONS

- commercial and industrial developments in or adjacent to areas where such development already exists,*
- 3.2.5 *public access to the coasts for recreation purposes,*
- 3.2.6 *assistance in the redevelopment of deteriorating urban waterfronts and ports, and sensitive preservation and restoration of historic, cultural, and esthetic coastal features,*
- 3.2.7 *the coordination and simplification of procedures in order to ensure expedited governmental decision-making for the management of coastal resources,*
- 3.2.8 *continued consultation and coordination with, and the giving of adequate consideration to the views of, affected Federal agencies,*
- 3.2.9 *the giving of timely and effective notification of, and opportunities for public and local government participation in, coastal management decision-making,*
- 3.2.10 *assistance to support comprehensive planning, conservation, and management for living marine resources, including planning for the siting of pollution control and aquaculture facilities within the coastal zone, and improved coordination between State and Federal coastal zone management agencies and State and wildlife agencies,*
- 3.2.11 *the study and development, in any case in which the Secretary considers it to be appropriate, of plans for addressing the adverse effects upon the coastal zone of land subsidence and of sea level rise,*
- 3.2.12 *to encourage the preparation of special area management plans which provide for increased specificity in protecting significant natural resources, reasonable coastal-dependent economic growth, improved protection of life and property in hazardous areas, including those areas likely to be affected by land subsidence, sea level rise, or fluctuating water levels of the Great Lakes, and improved predictability in governmental decision-making;*
- 3.2.13 *to encourage the participation and cooperation of the public, state and local governments, and interstate and other regional agencies, as well as of the Federal agencies having programs affecting the coastal zone, in carrying out the purposes of this title;*
- 3.2.14 *to encourage coordination and cooperation with and among the appropriate Federal, State, and local agencies, and international organizations where appropriate, in collection, analysis, synthesis, and*



RELATIONSHIP AMONG FEDERAL, STATE, CITY REGULATIONS

dissemination of coastal management information, research results, and technical assistance, to support State and Federal regulation of land use practices affecting the coastal and ocean resources of the United States, and

3.2.15 to respond to changing circumstances affecting the coastal environment and coastal resource management by encouraging states to consider such issues as ocean uses potentially affecting the coastal zone.

3.2 State of Connecticut

The CZMA emphasizes the primacy of state decision-making regarding the coastal zone. The DEP Office of Long Island Sound Programs (OLISP) implements Connecticut's federally-approved coastal zone management program pursuant to the federal CZMA of 1972, as amended. OLISP is funded through by State of Connecticut and NOAA. The NOAA Office of Ocean and Coastal Resource Management (OCRM) is responsible for nationwide coordination and implementation of the CZMA.

OLISP coordinates programs within the DEP that have an impact on Long Island Sound and related coastal land and water. OLISP implements, oversees, and enforces the State's coastal management and coastal permit laws and regulations, manages programs to protect and restore coastal resources and habitat, and helps coastal towns to plan and implement programs to protect coastal resources and encourage water-dependent uses of the shoreline.



A water-dependent use



RELATIONSHIP AMONG FEDERAL, STATE, CITY REGULATIONS

Connecticut's coastal management regulations are in Chapter 444 of the Connecticut General Statutes. Refer to <http://www.cga.ct.gov/2005/pub/Chap444.htm> for a full listing of Chapter 444.

Section 22a-101 of the statutes enables development of municipal coastal programs as follows:

- 3.2.1 *In order to carry out the policies and provisions of this chapter and to provide more specific guidance to coastal area property owners and developers, coastal municipalities may adopt a municipal coastal program for the area within the coastal boundary and landward of the mean high water mark.*
- 3.2.2 *A municipal coastal program shall include, but is not limited to: (1) Revisions to the municipal plan of conservation and development under section 8-23 or special act, insofar as it affects the area within the coastal boundary, such revisions to include an identification and written description of the municipality's major coastal-related issues and problems, both immediate and long-term, such as erosion, flooding, recreational facilities, and utilization of port facilities and to include a description of the municipal boards, commissions, and officials responsible for implementing and enforcing the coastal program, a description of enforcement procedures and a description of continuing methods of involving the public in the implementation of the municipal coastal program; (2) revisions to the municipal zoning regulations under section 8-2 or under special act and revisions to the following regulations and ordinances if the municipality has adopted such regulations or ordinances, and insofar as such regulations or ordinances affect the area within the coastal boundary: (A) Historic district ordinances under section 7-147b; (B) waterway encroachment line ordinances under section 7-147; (C) subdivision ordinances under section 8-25; (D) inland wetland regulations under subsection (e) of section 22a-42 and section 22a-42a; (E) sewerage ordinances under section 7-148; (F) ordinances or regulations governing filling of land and removal of soil, loam, sand or gravel under section 7-148; (G) ordinances concerning protection and improvement of the environment under section 7-148; and (H) regulations for the supervision, management, control, operation or use of a sewerage system under section 7-247.*

The DEP published the *Coastal Policies and Use Guidelines* manual in 1979 to guide coastal development. The *Connecticut Coastal Management Manual* replaced this guidance document in 2002. The Manual contains a number of project review checklists, coastal resource fact sheets, coastal use fact sheets, site plan examples, and a copy of the Connecticut Coastal Management Act (CGS 22a-90 through 22a-112) as well as other regulations. Most importantly, the Manual describes **Coastal Site Plans** and explains when they must be referred by the local municipality to DEP.

The *Connecticut Stormwater Quality Manual* was published by DEP in 2004 for use as a planning tool and design guidance document. The manual provides uniform



RELATIONSHIP AMONG FEDERAL, STATE, CITY REGULATIONS

guidance for developers and engineers on the selection, design, and proper application of stormwater BMPs.

The *Connecticut Stormwater Quality Manual* specifically mentions or addresses coastal management in the following chapters and sections:

1. *Chapter 1, Relationship of the Manual to Federal, State, and Local Programs; Federal Programs: Coastal Zone Act Reauthorization Amendments – Section 6217 of the Coastal Zone Act Reauthorization Amendments of 1990 is designed to address the problem of non-point source pollution in coastal water: Under Section 6217, states and territories with approved Coastal Zone Management Programs, including Connecticut, are required to develop Coastal Non-point Source Pollution Control Programs.*
2. *Chapter 1, Existing Stormwater Management Programs in Connecticut: The Coastal Management Act protects coastal resources and supports water-dependent uses, regulates development that impacts coastal water and resources, authorizes state and local regulations.*
3. *Chapter 1, Relationship of the Manual to federal, State, and Local Programs; State Programs: Connecticut Coastal Management Act – The Act establishes goals and policies for the protection of coastal resources. Under the Act, the Commissioner of DEP must coordinate all regulatory programs under his jurisdiction with permitting authorities in the coastal area, including those related to wetlands and watercourses, stream channel encroachment, and the erection of structures or placement of fill in tidal, coastal, or navigable waters, to ensure that permits issued under such regulatory authority are consistent with coastal management goals and policies.*
4. *Chapter 1, Relationship of the Manual to Federal, State, and Local Programs; State Programs: Tidal Wetlands Act – The Act of 1969 gives DEP authority to regulate activities in tidal wetlands. The permitting program administered by OLISP requires that the applicant address possible impacts to coastal resources, including those associated with stormwater runoff, and discourages direct stormwater discharges to tidal wetlands.*
5. *Chapter 1, Relationship of the Manual to Federal, State, and Local Programs; State Programs: Structures, Dredging, and Fill Act – This Act gives DEP the authority to regulate dredging, the erection of structures, and the placement of fill in tidal, coastal or navigable waters of the state waterward of the high tide line. The permitting program administered by OLISP requires that the applicant address possible impacts to coastal resources, including those associated with stormwater runoff, and discourages direct untreated stormwater discharges to tidal, coastal, or navigable waters.*



RELATIONSHIP AMONG FEDERAL, STATE, CITY REGULATIONS

6. *Chapter 1, Relationship of the Manual to Federal, State, and Local Programs; Local Programs: Coastal Management Act/Coastal Site Plan Review – Under the CCMA, coastal municipalities are required to implement Connecticut's Coastal Management Program through their existing planning and zoning authorities. Most activities within the coastal boundary require municipal CSPRs. In this review process, the applicant must describe the proposed project and identify coastal resources in the project area and potential impacts to those resources. Local planning and zoning authorities must decide whether potential adverse impacts to water quality or other coastal resources are acceptable. A description of stormwater management measures may be required depending on the size of a project and the municipality concerned. The Act allows coastal municipalities to develop Municipal Coastal Programs, which are revisions to plans of conservation and development and zoning regulations to focus on the coastal resources and coastal management issues unique to each town.*
7. *Chapter 2, Connecticut Water Bodies Impaired by Urban Stormwater Runoff – New Haven Harbor is listed.*
8. *Chapter 7, Groundwater Recharge and Runoff Reduction: Runoff Capture Volume – The objective of the runoff capture criterion is to capture stormwater runoff to prevent the discharge of pollutants, including unpolluted fresh water, to sensitive coastal receiving waters and wetlands. The runoff capture criterion applies to new stormwater discharges located less than 500 feet from tidal wetlands, which are not fresh-tidal wetlands. The stormwater runoff volume generated by the first inch of rainfall must be retained on-site for such discharges. The runoff capture volume criterion is consistent with DEP coastal management policy and stormwater general permit requirements.*
9. *Appendix C, Model Ordinance: Model Ordinance for Stormwater Management – It is documented that improperly managed stormwater flows do make significant contributions to coastal pollution, resulting in hypoxic (low dissolved oxygen) conditions and increases in pathogens, toxic contaminants and floatable debris. Therefore, improved stormwater management and treatment will result in decreases in these pollutants. Thus, Public Acts 91-398 was passed in 1991 to require, in part, that zoning regulations and plans of conservation and development adopted by coastal municipalities be made with reasonable consideration for greater protection of Long Island Sound water quality. In particular, the Act required municipalities to adopt regulations and plans with reasonable consideration and protection of the ecosystem and habitat of Long Island Sound and to design them to reduce hypoxia, pathogens, toxic contaminants, and floatable debris in Long Island Sound.*



RELATIONSHIP AMONG FEDERAL, STATE, CITY REGULATIONS

3.3 City of New Haven

The New Haven Coastal Program was adopted in 1983 to serve as a guide to development in the Coastal Management District. The jurisdiction of the New Haven Coastal Program is the Coastal Management District. The New Haven City Plan Commission is responsible for coastal planning and administration of this Municipal Coastal Program.

The current policies relating to the coastal areas of New Haven are administered through Section 55 of the New Haven Zoning Ordinance, the "Coastal Management District." This ordinance complements the Coastal Program and provides the regulatory framework within which coastal policies can be implemented. The values of the Coastal Management District are not readily classified within other zoning district regulations, thus were accordingly given a distinct classification in addition to existing district classifications so as to best serve the interest of the City.

According to the ordinance, the Coastal Management District exists to *"ensure that the development, preservation or use of the land and water resources of the coastal area proceeds in a manner consistent with the capability of the land and water resources to support development, preservation or use without disrupting either the natural environment or sound economic growth and to ensure public access along the city's waterfront the preservation of natural viewpoints and vistas...."*

As called for by the ordinance, a CSPR shall be conducted in accordance with Section 55 for all buildings, structures, uses or activities to be located within the coastal management district. The review shall determine whether or not the potential adverse impacts of the proposed activity on coastal resources and future water-dependent development activities are acceptable under the Connecticut Coastal Management Act, Chapter 444 of the Connecticut General Statutes, as amended.

The *Interim Site Plan Review Guidelines* (2004) set forth the process for developing, submitting, scheduling, and making decisions on site plans, including those related to the CSPR. The guidelines state that "Application for Site Plan approval" is part of the "Application for Development Permit," which may include a Soil Erosion and Sediment Control (SESC) Review, CSPR, and/or Inland Wetlands (IW) Review. The guidelines also recommend the depiction of Coastal Zone Management areas and/or flood zones (if applicable) on site plans.

New Haven's *Development Permit Application Package* contains several pages dedicated to CSPRs, in addition to numerous pages of background and general information. The first page of the CSPR section requires the identification of coastal resources that are potentially affected, and descriptions and characterizations of the resources, potential impacts, and potential mitigation. The second page of the CSPR requires a statement regarding whether the property is a waterfront site, and



RELATIONSHIP AMONG FEDERAL, STATE, CITY REGULATIONS

requires a description of how the project is consistent (or not consistent) with water dependency.

The City Plan Commission is responsible for reviewing Development Permit Application Packages and CSPRs. City Plan Department staff are responsible for supporting the reviews of the Commission and handling the administration of the applications. The Zoning Enforcement Officer is responsible for certifying that a building, use, or project located within the coastal zone has been reviewed and approved.

New Haven Coastal Program



4.0 Relationship to Other Planning Documents



John DeStefano, Jr.
Mayor



RELATIONSHIP TO OTHER PLANNING DOCUMENTS

4.0 Relationship to Other Planning Documents

This section includes chronological descriptions of planning documents that address coastal issues, enabling more efficient cross-referencing of city-wide planning initiatives and easier amendments to these documents in the future.

[Mill River Municipal Development Plan](#)

The Mill River Municipal Development Plan (1986) focuses on an industrial area located within the Fair Haven Renewal and Redevelopment Area. An MDP promotes economic and employment growth within specific target areas. At Mill River, the plan calls for the revitalization of 65 acres in the coastal management district. A primary objective is to create and retain employment through removal and redevelopment of blighted properties. The Mill River MDP is largely out-dated and may not be consistent with current coastal management goals and policies.



Mill River near English Station at high tide

[The Harbor Plan](#)

The Harbor Plan (2002) emphasizes a balance of three guiding principals for waterfront development and shaping of the harbor's future: economic development, environmental sustainability, and cultural enrichment. The Plan provided a foundation for an update to the New Haven Coastal Program and a basis for the development of the coastal-related sections of the Comprehensive Plan of Development. The Plan also lists specific recommended improvements. The Harbor Plan is substantially consistent with the Coastal Program.



Shoreline south of River Street

[River Street Municipal Development Plan](#)

The River Street MDP (2002) advances a comprehensive revitalization program for the 53-acre River Street section of the Fair Haven neighborhood. Core initiatives include redevelopment of vacant land and buildings, restoration and reuse of a historical industrial property, development of a waterfront park, improvement of public infrastructure, and implementation of new design controls to create a more appealing and sustainable environment. All of this



RELATIONSHIP TO OTHER PLANNING DOCUMENTS

land area is within the coastal management district. The Coastal Program recommends implementation of the River Street MDP, as the goals and objectives are the same.

[Comprehensive Plan of Development, Coastal Area Planning Chapter](#)

The Coastal Area Planning Chapter of the Comprehensive Plan of Development (2003) examines the economic and environmental context within the Coastal Management District, followed by a geographic framework for coastal planning. The section sets forth goals, objectives, and recommendations for the eight coastal areas described in this Coastal Program. Although the Comprehensive Plan of Development and the Coastal Program are largely consistent, the Coastal Program includes a listing of proposed changes to the Comprehensive Plan of Development to make them more consistent.

[Harbor Management Study](#)

The Harbor Management Study (2004) was conducted to evaluate the feasibility of preparing a Harbor Management Plan in accordance with authority provided by the Connecticut Harbor Management Act. The Harbor Management Study is concerned with the City's jurisdiction *waterward* of the mean high water line, and is distinct and different than the Harbor Plan.

[Conservation and Development Policies Plan for Connecticut](#)

The most recent edition of the *State Plan of Conservation and Development* was finalized in 2005, and sets forth policies through 2009. The Plan identifies the following policies as related to coastal areas and coastal resources:

1. *Introduction and Overview – Floodways and coastal wave hazards are represented on the map as Preservation Areas, while the remaining 100-year river and coastal floodplains are shown as Conservation Areas. Given the public's continued attraction to rivers and the coastline, many of the state's flood hazard areas experience intensive commercial and industrial development. The Plan does not prohibit the continuation of the modification of these land uses. The Conservation Area designation is a red flag denoting that future actions must be consistent with the flood management objectives of such an area.*
2. *Within Growth Management Principal #3 – Undertake improvements at public use airports in accordance with approved airport master plans. Development or improvements to coastal airports shall be in accordance with coastal area policies.*
3. *Within Growth Management Principal #3 – Encourage development of an integrated network of private ferry services and related harbor development, as promoted by the Long Island Sound Waterborne Transportation Plan project, when consistent with municipal and regional plans of conservation and development and coastal area policies. Priority should be given to harbor locations that have the potential to*



RELATIONSHIP TO OTHER PLANNING DOCUMENTS

accommodate intermodal connections, reduce highway congestion, and generate complementary landside development.

4. *Within Growth Management Principal #4 – Develop management plans... to provide, protect, and manage recreation and habitat lands, emphasizing: [third bullet] Access to Long Island Sound shoreline areas of highest recreational potential, with recommendations for state-first for purchase, lease-back, easements, and other incentives to maintain and increase public access to coastal areas, or to acquire through emergency-purchase high-hazard coastal areas.*
5. *Within Growth Management Principal #4 – In order to prevent the loss of life and property in the floodway: [third bullet] Acquire storm-damaged coastal and riverine areas, where appropriate, to increase public access and to prevent rebuilding.*
6. *Within Growth Management Principal #4 – Promote the objectives of the Long Island Sound Restoration Program: [second bullet] Support State, regional, local, and interstate efforts to protect and restore vital habitats and resources, such as salt marshes, beaches, and coves.*
7. *Within Growth Management Principal #4 – Promote the objectives of the Long Island Sound Restoration Program: [third bullet] Undertake development activities within coastal areas in an environmentally-sensitive manner consistent with statutory goals and policies set forth in the Connecticut Coastal Management Act. Emphasize public access to the waterfront and the priority of water-dependent uses in waterfront development.*
8. *Within Growth Management Principal #4 – Promote the objectives of the Long Island Sound Restoration Program: [fourth bullet] Consider the projected rise in sea level in the location, design, and protection of development to ensure continued usefulness of potentially impacted properties and utilities and to avoid unnecessary future costs. Where possible, avoid construction of structures such as seawalls that hamper the long-term functioning of vital coastal resources. Identify resource areas likely to be at risk and begin public discussion of options available to lessen or manage the risk.*
9. *Within Growth Management Principal #4 – Promote the objectives of the Long Island Sound Restoration Program: [fifth bullet] Restrict additional development on offshore islands to preserve their resource and habitat value and to minimize exposure to coastal hazards.*
10. *Within Growth Management Principal #5 – Restore the water quality of Long Island Sound: [first bullet] Ensure consistency with statutory, coastal area management policies (C.G.S. 22a-92 & 22a-100).*



RELATIONSHIP TO OTHER PLANNING DOCUMENTS

11. *Within Growth Management Principal #5 – Restore the water quality of Long Island Sound: [fifth bullet] Plan, design, and implement the state's coastal non-point source pollution control program in cooperation with NOAA, NRCS, EPA, soil and water conservation districts, regional, and local interests.*
12. *Within Growth Management Principal #5 – Restore the water quality of Long Island Sound: [eight bullet] Continue to focus on coastal flood monitoring, early warning system, flood hazard mitigation, and non-structural solutions when addressing coastal flood hazards.*

The Coastal Program includes all of the above policies of the State Plan of Conservation and Development, scaled to the local level.

Plan for Greenways & Cycling Systems

The City prepared the Plan for Greenways & Cycling Systems in 2004 in response to the Comprehensive Plan of Development. The document proposes a system of greenways and trails in the city, relying on existing segments, parks, and to a lesser extent roadways. The document identifies opportunities for, and challenges to, completing certain trail links in the city. Four major systems are proposed, although they are linked to one another: West River, Harborside, Farmington Canal, and Fair Haven. The Coastal Program supports and recommends the completion and linkage of these trail systems.



Pedestrian and cyclist at Long Wharf Park

Natural Hazard Mitigation Plan

The objective of the Natural Hazard Mitigation Plan (2005) is to reduce the loss of or damage to life; property; infrastructure; and natural, cultural, and economic resources from natural disasters. Implementation of the Hazard Mitigation Plan is expected to increase access to and awareness of funding sources for hazard mitigation projects; identify mitigation initiatives to be implemented if and when funding becomes available; connect hazard mitigation planning to other community planning efforts; improve the mechanisms for pre- and post-disaster decision-making efforts; improve the ability to execute post-disaster recovery projects; enhance and preserve natural resource systems; educate residents and policy makers about natural hazard risk and vulnerability; and complement future Community Rating System efforts.

Many of the hazards addressed in the Natural Hazard Mitigation Plan, and potential mitigation, apply to the coastal management district. Thus, the Coastal Program and the Natural Hazard Mitigation Plan have similar recommendations regarding coastal hazards.

New Haven Coastal Program



5.0 Coastal Management Issues



John DeStefano, Jr.
Mayor



COASTAL MANAGEMENT ISSUES

5.0 Coastal Management Issues

5.1 Overview

The 1983 Coastal Program identified six major issues related to coastal management. These were identified through an outreach program, by City staff, and during deliberations of the Steering Committee that was convened to develop the original Coastal Program:

- ✓ Poor Water Quality
- ✓ Public Access and Recreation
- ✓ Promotion of Private Commercial Development
- ✓ Preservation of Natural Resources
- ✓ Constraints of Port Development
- ✓ Water-Related Development

These issues remain viable concerns in the 21st Century. Water quality has improved due to advanced wastewater treatment, improved stormwater control, and sewer separation projects, but additional improvements can be attained through non-point source pollution control. Public access has increased in the last 20 years, but waterfront land without access still remains in the coastal management district. Private commercial development has occurred but must increase, as long as water dependency and public access are included. Natural resources such as tidal wetlands have not been lost since 1983 and may, in fact, be gaining in diversity and health, but need additional protection in some areas. Finally, the issues related to port and water-related development continue, with constraints perhaps limiting both types of development.

At least 50 individual, specific issues (including those listed in the 1983 Coastal Program) were heard and gathered from extensive review of available studies and documentation; interviews and meetings with municipal agencies, commissions, and officials with influence over the coastal area; and through the outreach program. These individual issues were grouped into "themes" that reflect the need for a balance between economic development, environmental concerns and policy, and public access and enjoyment. Themes are listed below, with a summary theme that ties many of them together into a new *Coastal Benefits* development program for the City





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of New Haven. Each theme has a consequence policy recommendation presented in Section 7.0, as well as in the summary provided in Section 2.0.

Public Access to the Waterfront

Many stakeholders and most of the public agree that public access to the waterfront must be improved and strengthened. In fact, members of the public overwhelmingly recommend stronger protection, development, and enforcement of policies to ensure public access and greenway connection. To accomplish these goals, the following types of actions could be taken:

- ✓ Develop design standards and guidelines for public access trails.
- ✓ Encourage coastal benefits, beyond simple access, in the initial stages when projects are constructed.
- ✓ Collect a bond from developers for completing public access.
- ✓ Take legal measures to give public access a higher priority with stronger enforcement and higher civil or financial penalties.
- ✓ Do not allow developers to provide payment in lieu of providing public access.
- ✓ Record public accessways on land records.
- ✓ Formally adopt trail locations.
- ✓ Purchase easements and development rights.
- ✓ Build sections of trails piece by piece when projects come forward.
- ✓ Complete greenway and waterfront park linkages.
- ✓ Utilize the ends of terminal roadways at the shoreline to provide public access.

Where possible, the City of New Haven could encourage creative methods to achieve public access in areas where many parcels are potentially affected. For example, in an area such as Mill River where redevelopment is desired, a comprehensive plan for public access through several parcels may be planned at one time, thus maximizing redevelopment potential for the whole site or area.

Enhancement of Neighborhood Waterfront and Protection of View Sheds

As indicated above in the context of public access, water is important to a broader neighborhood character. This Coastal Program promotes land uses that are compatible within a neighborhood context, but not a nuisance. Public access must be provided on residential and other non water-dependent properties. The Coastal Program also notes the cultural value of use of the water for fishing,



View of City Point neighborhood



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boating, etc. This policy applies to areas such as City Point, the East Shore, the Upper West River, and the Quinnipiac estuary.

Protection of views and view sheds is an important issue as redevelopment increases in urban areas. Preservation of views is especially important where developers may increase building heights during redevelopment of existing waterfront properties.

Erosion Control

Numerous areas of the City's waterfront are in need of improved erosion control. Overall, the City must begin to adopt a policy of soft erosion controls such as beach nourishment and tidal wetland restoration. Certainly, bulkheads and seawalls must be repaired where they are already located, but construction of new hard structures should also be considered in appropriate locations where they are necessary for stabilization and public access. A mixture of "creative" hard and soft solutions will be most appropriate for the City of New Haven.



Shoreline erosion at Criscuolo Park



COASTAL MANAGEMENT ISSUES

Park Maintenance and Connections

Inherently related to two topics described above (public access and erosion control), maintenance of parks is an important issue for the Coastal Management District. Several signature parks are located on the waterfront. However, funds for park maintenance are lower than the Parks Department desires. One option for increasing park maintenance funding is to establish a fee-in-lieu of coastal benefits policy for non water-dependent activity, although such a policy should be used only when necessary.

In addition to erosion and funding issues, other aspects of park maintenance must be considered in the Coastal Management District. For example, maintenance personnel are encouraged to avoid using pesticides and fertilizers in parks that are located in the Coastal Management District.



View of East Shore Park

Connection of parks to the Harborside, West River, and Fair Haven trail systems is necessary for successful implementation of the Plan for Greenways & Cycling Systems. Most of these connections will occur in the Coastal Management District.

Green Engineering and Sustainability

Where development occurs in the Coastal Management District, it can be "greener" or "better" with regard to sustainability. For example, green roofs, state-of-the-art stormwater controls, and alternative power sources should all be considered. Chemical applications in the coastal zone should be managed. Developers and land-owners should avoid using pesticides and certain fertilizers. Furthermore, citizens in the coastal zone should be educated about the benefits of avoiding chemical use, whether organic or synthetic.

Buffers

Two types of buffers are promoted for the coastal zone. First, undeveloped vegetated buffers should be provided on commercial, industrial, and residential sites between the shoreline or tidal wetlands and adjacent buildings or other structures. These buffers will help maintain water quality by slowing stormwater runoff, and serve as the necessary space for accommodation of rising sea level. It is important to provide



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for a buffer between the shoreline and a development that is sufficiently wide to accommodate sea level change without losing the public access that has been provided near the waterfront. In other words, public spaces should not be the buffer between water and development, although they can (and should) sometimes be located within the buffer.

Second, vegetated buffers should be provided between incompatible land uses, where possible, such as between abutting residential and redeveloping industrial properties.



Buffer between water and homes

Although this policy may be applicable throughout the City, the number of industrial parcels in the Coastal Management District is quite large and many of these will be available for redevelopment, making the policy an important coastal issue.

Tidal Wetlands

Despite its urban character, protection and restoration of tidal wetlands and other marine habitats is important to the City of New Haven. The Coastal Program continues to emphasize this importance with the following recommendations:

- Increase restoration of natural wetland and tidal habitat areas
- Increase preservation of natural wetland and tidal habitat areas
- Direct special attention to conditions at Morris Creek and Quinnipiac Meadows
- Continue restoration of the salt marshes along the West River
- Pursue restoration of the

Typical tidal wetlands in Connecticut





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salt marsh at the Fire Training Academy

- Remove dikes and dams where they are no longer needed for flood protection
- Monitor loss of wetlands
- Consider monitoring of wetland/water encroachment
- Encourage habitat trading as mitigation where impacts are unavoidable

Existing Non-conforming Uses

Although existing "non-conforming" land uses such as scrap yards, lay down areas, and other industrial uses are already present in the Coastal Management District, and sometimes on the waterfront, they must meet current environmental standards and comply with the City's permit process. In addition, they are encouraged to provide buffers between these sites and other properties, and between these sites and tidal wetlands and water. If and when these properties are sold, the City should pursue acquisition.

New "Coastal Benefits Program"

Many of the above policy issues and recommendations collectively call for a new initiative that could be established within the Coastal Program, known herein as the "Coastal Benefits Program." In practice, this would be a fresh application process under the Coastal Management District ordinance which would require detailed narratives and specific proposals and arguments supporting the project in terms of public access, aesthetics, and environmental protection. The Coastal Benefits Program would ask applicants "what will be done to enhance the environment?" in addition to "what are the impacts of the project?"



Enhanced access to the waterfront

5.2 Zoning Issues

Another important issue relative to land use in the Coastal Management District is the underlying zoning. Although the Coastal Management District provides a layer of review for proposed projects, the underlying zoning is responsible for setting the basic parameters for proposed land uses.

Open Space

Throughout the study that was conducted toward completion of this Coastal Program, and during other planning studies in the past few years, one common theme has been the recommendation from City officials and the public to establish an Open Space zoning classification for the City. As one member of the public articulated, open



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space should be officially supported "to validate the importance of the New Haven Land Trust conservation efforts." But on a more basic level, an aggressive open space acquisition program could protect certain environmentally-sensitive coastal zones. In addition, the Comprehensive Plan of Development lists numerous parcels that should be considered for open space acquisitions.

[Opportunities for the Heavy Industrial Zone](#)

The Industrial H (IH) zone, which permits an extensive list of heavy industrial activities, relates to the time of an industrial waterfront, with manufacturers such as U.S. Steel, Sargent's, and Bigelow Boilers producing large products and using the waterfront for transportation. There is no discernable market for these IH uses, particularly in need of water access, in the near future. Instead, the IH zone has and will continue to attract mainly transportation and recycling uses. The IL and IM zones, on the other hand, remain viable districts that could play important roles in coastal development, and can be expanded to former IH areas along with open space and port districts.

[Port District](#)

Land use in the port district is not regulated differently than in the traditional IH and IL zones, except as required by the Coastal Management District. As the port has grown in recent years, the terminals are seeking more space outside of the core port district. This might be acceptable if the port district was fully developed, but it is not. Indeed, there is a substantial amount of port space that is underdeveloped or used for non port-related activity. It is believed that modified zoning in this area will help achieve port use optimization.

[BC Zone](#)

Recent proposed text amendments to the BC zone will benefit properties along the Quinnipiac River in Fair Haven and in the Quinnipiac River neighborhood, ensuring that proposed land uses are more appropriate for the coastal setting and character of the neighborhoods.



Port district



COASTAL MANAGEMENT ISSUES

5.3 Coastal Hazard Mitigation and Sea Level Planning Issues

Another important issue relative to land use in the Coastal Management District is the mitigation of coastal hazards that are traditionally addressed in flood prevention ordinances. Coupled with the projected increase in sea level and possible increased incidence of coastal storms, the coastal hazard issues must be addressed by the Coastal Program.

Flooding vs. High Hazard Standards

One method of coastal storm hazard mitigation that is beginning to be used in the United States is the application of "V" Zone building standards in coastal "A" floodplain zones. In other words, building codes for V zones, which require additional measures to handle wave action, would be applied in A zones where inundation is the main problem. Communities have adopted these standards through their flood damage prevention ordinance.

Freeboard and Set-Back Standards

Another method of coastal storm and sea level rise hazard mitigation is to begin implementing the so-called "freeboard standards" (addition of two feet elevation to existing standards) and erosion setbacks. Examples from the State of Maryland are as follows:



Home in Fairfield elevated above flood level

- Amend the (Maryland) Flood Hazard Management Act of 1976 mandating that all counties adopt standards requiring two or more feet of freeboard in tidally influenced floodplains.
- Work with all coastal counties to amend existing floodplain ordinances, zoning ordinances, and development codes to require new and rebuilt structures in the tidal floodplain to be elevated two or more feet above the 100-year base flood elevation and to adopt erosion-based setbacks based on historic erosion rates in areas experiencing two or more feet of erosion per year.
- Expand the critical area buffer width in areas experiencing greater than two feet of erosion per year. The distance of the buffer should be based either on a specific fixed distance (e.g. 150 feet) or on the position the shoreline is estimated to be in 50 years (erosion rate x 50 years), whichever is greater.



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- Establish a directive and means to review all new State-funded coastal projects to determine the cost-effectiveness of minor alterations in the setback and/or design standards based on life expectancy of proposed structures in relation to projected levels of sea level rise. Potential changes include: increasing building setbacks to accommodate a change in the shoreline position due to erosion or inundation; designing structures to accommodate a more frequent storm event (25 year vs. 100 year flood); and elevating structures in tidal floodplains two or more feet above the 100 year base flood elevation.

Although they may be very proactive and protective, it is impractical for a developed, urban community such as New Haven to implement the types of erosion set-backs proposed in other states. Nevertheless, freeboard standards, and application of V zone standards to A zones, are not impractical because they can be applied where redevelopment will occur in New Haven.

5.4 Program Administration Issues and Coastal Benefits

A number of issues were raised throughout the study related to the workings of the Coastal Program and the CSPR process. For example, comments were received urging the following:

- ✓ Improve application materials and forms
- ✓ Expand public participation in plan review by adding hearings
- ✓ Expedite decisions, whether pro or con relative to a project
- ✓ Conduct five-year reviews of permits and projects
- ✓ Implement a streamlined review for "no impact" (minimal impact or distant) projects

In order to increase the level of review and expedite decisions (two opposite objectives) at the same time, the application process would need to be streamlined according to types of application. One method of streamlining the process is to differentiate between projects that may have potential impacts, which would have a corresponding detailed review, and those that would have a low impact due to their distance from the waterfront or from tidal watercourses, which would have a more rapid review. In order to differentiate, the City Plan Department would need to develop a threshold or dividing line, most likely corresponding to an elevation contour and/or a horizontal distance from the shoreline.

If a project site could then be placed into the "low impact" category, a more rapid review could be conducted, with no hearings and less intensive review by the City Plan Commission. However, a more thorough review of some coastal projects may be necessary, including more hearings and a chance for the public to comment on detailed plans. Thus, if a streamlined CSPR process can be implemented, it may be reasonable to require that more of the "potential-impact" projects (those located



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nearer to the waterfront) be routed through the hearing process with a chance for members of the public to comment on detailed plans.

Staffing is an issue that is closely related to the CSPR process. Existing City Plan Department staff guide the CSPR process, working with the City Plan Commission. However, after approvals are in place, a project may lack attention from City staff. Although many municipalities in Connecticut either do not conduct inspections of coastal zone projects, or conduct inspections using existing staff, at least one municipality employs a dedicated coastal planner to conduct inspections. It is more desirable to have staff available to conduct inspections, for this is the link that the City of New Haven could use to increase compliance with permits. Within the City of New Haven, this role should fall within the City Plan Department, given the close working relationship that the inspector would need to have with the City Plan Commission and the City Plan Commission staff.

Issues related to program administration can be addressed within the Coastal Benefits Program described above. This program would be a new application process under the Coastal Management District ordinance which would require detailed narratives and specific proposals and arguments supporting the project in terms of public access, aesthetics, and environmental protection. The program would include tiers of review and required coastal benefits that are proportional to the project scale. This tiered structure would encompass the streamlining that has been suggested.

The issue of public access is listed first in this section, in part because it is so universally recognized as an important topic to address in the Coastal Program. Closely related to this issue is the lack of design standards available for developers and landowners to provide building set-backs, walkways, boardwalks, parking for people to access the walkways and boardwalks, appropriate and legal signage, and the like. In order to successfully implement a Coastal Benefits Program that requires innovative proposals to benefit the City, design standards for public access should be provided.

The idea of a Coastal Benefits Program will be taken up again in Section 7.0, with specific recommendations for establishing such a program.



Appropriate signage at area of public access

New Haven Coastal Program



6.0 Geographic Analysis and Recommendations



John DeStefano, Jr.
Mayor



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

6.0 Geographic Analysis and Recommendations

The next eight subsections describe *existing conditions*, *coastal management progress in the 20th Century*, *coastal issues in the 21st Century*, *recommendations*, and *proposed land use* for the following eight settings: West River, City Point, Long Wharf, Canal/Belle Dock, Fair Haven, Quinnipiac Meadows, Port District, and East Shore. Each has distinct land use characteristics and a balance of public and private space.

Progress has been made with regard to coastal management since the original Coastal Program was adopted in 1983, and an area-by-area summary is provided. Important issues for the 21st Century were identified through research of existing planning studies and documents, and a through outreach that included interviews with City officials, meetings with members of the public, and outreach to Management Teams and the Port Authority. These issues, when evaluated against the regulatory framework and the planning objectives already in place, yielded sets of goals and recommendations for each of the eight areas. Proposed land uses are specified for the eight areas when the proposed uses involve a change from the Comprehensive Plan of Development.

6.1 West River

Existing Conditions

The West River runs along the westerly side of the City. Commercial, industrial, and institutional land uses characterize the southerly section of the river. Important land uses in the Coastal Management District include a large metal and scrap processing facility, smaller retail uses, commercial uses, and a fire training school between Ella Grasso Boulevard (largely due to the proximity of Interstate 95) and the riverfront, as well as the City Point Yacht Club south of Interstate 95.



View of West River and adjacent commercial properties

North of Orange Avenue, West River Memorial Park and Edgewood Park provide a more environmentally sensitive setting for the West River. The

1999 West River Memorial Park Master Plan outlines areas for salt marsh restoration, improved soccer and other recreation fields, a circuit path, areas or wildlife refuges, and other improvements.



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

The majority of the land in the Coastal Management District in the West River area is zoned as Park, Cemetery and IL (light industrial), with the Park and IL zones adjacent to the river. A number of residential zones are also located in the area, as well as a small number of Planned Development Districts and BA (retail business) zones. Land uses are similar, except that a mix of commercial, industrial, and institutional uses are found in the IL zone along the lower West River.

Coastal Management Progress in the 20th Century

The 1983 Coastal Program listed issues such as potential routing of Route 34 through the West River Memorial Park, siltation of the river, flood mitigation, development of a trail connecting West Rock to the harbor, and intense industrial development.

Although a work in progress, the West River Memorial Park Master Plan is viewed as a success in coastal management. The plan outlines areas for salt marsh restoration, improved soccer and other recreation fields, a circuit path, areas or wildlife refuges, and other improvements. Of note, the salt marsh restoration and modified tide gate operations are meant to repair the ecological damage resulting from *phragmites*, an invasive species in the park which reduces the productivity of the flood plain.



Tide gate

Coastal Issues in the 21st Century

The West River area faces numerous issues. Views of the West River are limited to major intersections (Kimberly Avenue Bridge

and at Orange Avenue). Active use of the riverfront for water-dependent purposes is constrained by water depth and by bridge clearance, although canoeing and fishing are among the more common in-water activities. Combined sewer overflows are believed to impact water quality.

The commercial, industrial, and institutional land uses that characterize the southerly section of the river may be appropriate for this section of the Boulevard. However, the relationship to the riverfront can be improved substantially. The Bixon scrap yard, for example, is not water-dependent and is not conducive to a riverfront location. In other areas, the City retains several coastal access easements, which coupled with land use controls, could produce a linear, attractive greenway along the riverfront.



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

The West River Memorial Park Master Plan outlines areas for salt marsh restoration, improved soccer and other recreation fields, a circuit path, areas or wildlife refuges, and other improvements. As such, its continued implementation is paramount. Finally, as part of a planned replacement of the Interstate 95 bridge over the West River, opportunities exist to connect the Harborside Trail to City Point and to restore certain salt marshes near the Fire Training Academy.

Recommendations

The following specific actions are recommended for West River:

- Continue to look for opportunities to revitalize the industrial and commercial corridor and change the relationship between land use and the river in waterfront portions of the coastal zone. In particular, this recommendation applies to the Fire Training Academy, New Haven Education Center, and the Boulevard's IL district.
- When redeveloping waterfront properties, provide for public access at the edge of the water and also provide a buffer to accommodate sea level rise and mitigate coastal hazards.
- Complete sections of the West River trail using easements or acquired property.
- Pursue development of a public boat launch at the fire training academy, where water depths are suitable for such use. Encourage participation of the Sound School and linkage to the nearby residential area. Stabilize the shoreline in conjunction with the project to control and reduce erosion.



Example of boat launch

Proposed Land Use

The Coastal Program does not propose changes in land use classifications in the West River. The desired mix of land uses can be pursued with existing classifications.

However, a strip of open space between the river and the industrial properties along the boulevard has been depicted on the Proposed Land Use Map, highlighting the desire to dedicate land to the trail system while providing a buffer between commercial activity and the water.



6.2 City Point

Existing Conditions

City Point is the section of the Hill neighborhood located near and south of Interstate 95. City Point is emerging as one of the City's premier waterfront residential neighborhoods. The mix of land uses is conducive to its coastal environment. Important land uses in the Coastal Management District include the Harbor Landing Condominiums, Oyster Point Marina, Sage American Grill Restaurant, public access and public piers, the Sound School (a public vocational technical school), and Bayview Park.



Sound School

Zoning in the relatively small City Point area includes residential, planned development district, park, and BC (marine commercial business). Land uses are similar, with the exception of the Sound School in the BC zone.

Coastal Management Progress in the 20th Century

The 1983 Coastal Program listed issues such as increasing public access, preserving water views, managing storm water overflows, reuse of a phased-out treatment plant site, and redevelopment of City-owned property.

City Point has seen moderate success in coastal management. Harbor Landing is viewed as a partial success. Although condominiums are not a water-dependent use, a public walkway was constructed along the waterfront of the complex. Unfortunately, the walkway is not always accessible to the public, and additional work needs to be done to ensure that it is usable. Future build-out of the condominium complex must present an opportunity to improve and enforce public access.

Coastal Issues in the 21st Century

General efforts within City Point should concentrate on public access, traffic calming, and neighborhood scale public improvements. The local historic district provides protection against inappropriate architectural design. Improved public access can be achieved both at Howard Avenue and at Bayview Park, depending on final design of Interstate 95 improvements.



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

The Interstate 95 design, coupled with the West River improvements, will have long-term impacts on the quality of life within this neighborhood. The future of Long Wharf Drive is, in particular, an important issue for the City Point neighborhood. Many residents are opposed to potential plans to close Long Wharf Drive, while some are in favor of potential plans to close the road to vehicle traffic. Opposed individuals cite the potential for more crime at Long Wharf and more traffic at City Point. Those in favor of the closing cite the potential for more park land, improved safety, and more public access by foot or bicycle.

Recommendations

The following specific actions are recommended for City Point:

- Ensure that any future phases of the Harbor Landing Condominium development provide public access, and that it is connected to the existing walkway. Work with the existing Harbor Landing Condominium Association to ensure that the walkway is open to public access.
- Implement improvements to Bayview Park.
- Complete Harborside Trail connections, including a connection to the West River trail system.
- Designate the “Proctor” parcels as open space and pursue acquisition.
- Limited boat access and a small beach are located at the end of Howard Avenue. Pursue funding for signage and beach restoration/improvement.



Incomplete public access at Harbor Landing



View of Harbor Landing from Proctor parcels



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

Proposed Land Use

The Coastal Program proposes a designated land use of *open space* for the “Proctor” parcels, located west of the Harbor Landing Condominium Complex.

6.3 Long Wharf

Existing Conditions

Long Wharf is the most visible of the City's coastal areas. Along the southeast side of Interstate 95, all of the land is publicly-controlled and/or dedicated open space. Important land uses in the Coastal Management District include the Long Wharf Nature Preserve, the Vietnam Veterans Memorial Long Wharf Park, and Long Wharf Pier. Here, the at-grade portion of Interstate 95 and the park provide views of the Harbor and the East Shore.

Properties on the northwest side of Interstate 95 within the Coastal Management District include a mix of commercial, railroad, and institutional land uses. Development of this area may be spurred by the new IKEA store, as several other parcels may become available for purchase over the next few years.

Southeast of Interstate 95, zoning in the Long Wharf area includes BC, park, and planned development district land. Land uses are similar, with the exception of the nature preserve in the BC zone.

Northwest of Interstate 95, zoning is mainly divided into IL and BE (wholesale and distribution business) zones, although a few small areas of planned development, BA, BD (central business district), and BD1 (central business district with residential), lie within the Coastal Management District. Land uses are similar, with the notable exception of the rail yards lying in IL and BE zones, and several institutional uses located in the IL zone.



Long Wharf Pier

Coastal Management Progress in the 20th Century

The 1983 Coastal Program listed issues such as expansion of Long Wharf Pier, eliminating odors from the waterfront, protecting mud flats, completion of Long Wharf Park, more intense development of parcels inland of I-95, and improved connection between downtown and the harbor.



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

Many of these issues have been addressed and many successes can be found in the Long Wharf area. The park has been improved, redevelopment of parcels inland of I-95 has commenced, and connections to downtown have improved with the Church Street Extension project.

Coastal Issues in the 21st Century

Long Wharf remains a sensitive environmental area, at risk from coastal erosion and highway-related air pollution. Long Wharf Park is long and narrow, constrained by geography. The park is used for occasional waterfront festivals and celebrations, but is generally underused for such a significant public space. Near-term proposals have included interpretative signage, landscaping, benches and picnic shelters.



Public use of Long Wharf Park

For the park to function well over the longer term, the relationship with the highway must change substantially. The highway presents three main problems: 1) The right-of-way severs the city from a long stretch of public waterfront; 2) The highway and associated Long Wharf Drive limit the width of the park; and 3) Highway noise and associated air pollution impair passive recreation and cultural affairs at the park. Proposals to expand the highway present an opportunity to change this relationship.

As with City Point, the future of Long Wharf Drive is an important issue for the Long Wharf area. Many residents are opposed to potential plans to close Long Wharf Drive, while some are in favor of potential plans to close the road to vehicle traffic. Opposed individuals cite the potential for more crime at Long Wharf and more traffic at City Point. Those in favor of the closing cite the potential for more park land, improved safety, and more public access by foot or



Area of anticipated redevelopment



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

bicycle. One potential outcome is construction of a scenic one-way road with curves and nice views, instead of the existing Long Wharf Drive. A related theme was the desire to prevent widening of Interstate 95.

From a land use perspective, the City is faced with the first substantial turnover in land use since implementation of the Long Wharf Redevelopment Plan. The City's approach must rely heavily on the redevelopment plan's principles and insist on a high-quality design that stunts the marketing/advertising temptations of Interstate 95. Furthermore, the IKEA home furnishings store may trigger a re-orientation of Long Wharf as a retail strip. Such a change threatens both the aesthetics and the commercial/industrial job environment at Long Wharf and is, therefore, discouraged. Rather, the City should pursue zoning and development of a mixed-use neighborhood or "urban village" with a mix of retail, housing, and commerce for the Sargent Drive area.

Recommendations

The following specific actions are recommended for Long Wharf:

- The value of the park and the possibility of developing an appealing park drive must be considered during the debate about whether Long Wharf Drive should be closed or maintained for vehicle access in its current form. However, regardless of the outcome, parking and other improvements for continued public access must be available. Access to the nature preserve and integration of the Harborside Trail are also necessary.



Existing erosion controls at Long Wharf Park

- Pursue development of a mixed-use neighborhood or "urban village" with retail, housing, and commerce for the Sargent Drive area. Ensure that zoning is suitable for spurring desired redevelopment of parcels in this area.
- Ensure linkage of the Farmington Canal and Harborside Trail systems.



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

- Utilize a mixture of hard and soft solutions, such as beach armor with beach nourishment and salt marsh restoration, to combat erosion in the Long Wharf area.

Proposed Land Use

The Coastal Program does not propose changes in land use classifications in the Long Wharf area. The desired mix of land uses can be pursued within the existing framework of the comprehensive plan.

6.4 Canal / Belle Dock

Existing Conditions

The Canal / Belle Dock area extends from the area of the historical entrance to the Farmington Canal (at Canal Dock Road) to the Belle Dock area at the Tomlinson Bridge. Important land uses in the Coastal Management District include the Rusty Scupper Restaurant, the Maritime Center, and the Magellan Terminal Slip and Tank Farm.

Only three zoning classifications lie in the Canal / Belle Dock area – IH (heavy industrial), planned development, and IL. The Maritime Center and Rusty Scupper Restaurant are located in the planned development district and the Magellan Terminal is located in the IH zone.



Maritime Center

Coastal Management Progress in the 20th Century

The 1983 Coastal Program listed issues such as completion of the "Gateway Landing" development and improved connection between downtown and the harbor.

These issues have been partly addressed, and the Canal / Belle Dock area is viewed as partial success with regard to coastal management. Office Building One, Office Building Two, and a parking garage at the Maritime Center have been completed. Although offices are not a water-dependent use, a public walkway was constructed along the waterfront of the complex, and more water-dependent uses are forthcoming. Building Three and the long-term reuse of the SBC/SNET facility provide opportunities for mixed use development and more intense commercial



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

activity. The nearby Magellan site is viewed as an important redevelopment opportunity. From a planning perspective, the deep water slip provides opportunities for waterborne passenger transportation and, potentially, compatible mixed use development.

Coastal Issues in the 21st Century

Much of the future for this area hinges on completion of the Maritime Center, a planned development district. As stated above, Office Building One, Building Two and a parking garage have been completed. Building Three and the long-term reuse of the SBC/SNET facility provide opportunities for mixed use development and more intense commercial activity.



A potential use of the Canal Dock area

The location of Canal Dock, in particular, is ideal for water-related, people-oriented development. The City's proposed Boathouse and festival spaces will provide the space and facilities necessary for a more active waterfront environment. But for Canal Dock to succeed, a critical mass of waterfront activity must be developed.

Connections north and west to Sargent Drive will be adversely impacted by several years of highway construction. Moreover, the walking distance to downtown suggests a need for a full range of activities on the waterfront side of the highway.



Magellan site boat slip

On the opposite side of the Maritime Center from Canal Dock, the Magellan site is viewed as an important redevelopment opportunity. From a planning perspective, the deep water slip provides opportunities for waterborne passenger transportation and, potentially, compatible mixed use development within an intermodal transit center.

[Recommendations](#)



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

The following specific actions are recommended for Canal / Belle Dock:

- Implement the "Harbor Access" strategy described in the Comprehensive Plan of Development. Ensure that future development at the Maritime Center provides for public access and includes water-dependent land uses.
- Encourage development of ferry services at a new intermodal transit center and related harbor development. Note that provision of ferry service is specified in the State Plan of Conservation & Development. The State Plan calls for priority to be given to harbor locations that have the potential to accommodate intermodal connections and generate complementary landside development; Canal/Belle Dock area meets these criteria at the Magellan Terminal site.



A potential use of the Belle Dock area

Proposed Land Use

The Coastal Program does not propose changes in land use classifications in the Canal / Belle Dock area. The desired mix of land uses can be pursued within the existing framework of the comprehensive plan.

6.5 Fair Haven and Mill River

Existing Conditions

The Fair Haven neighborhood is framed by the lower sections of the Mill River and the Quinnipiac River. Important land uses in the Coastal Management District include Criscuolo Park, the English Station facility, Dover Beach, marinas and yacht clubs along Front Street, Quinnipiac River Park, and various industrial and commercial facilities along River Street. Several large manufacturers are located in the Mill River area. These include Simkins Industries (a paper recycler) and Ives Corporation (a hardware manufacturer). The area benefits from active freight rail and excellent highway connections.



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

The lower Quinnipiac River area also is home the City's aquaculture industry. New Haven is home to high quality and quantity oyster beds. Dockside facilities are located on the rivers, with bed locations mainly to the south of the bridge.

The Fair Haven and Mill River areas contain a greater diversity of zoning districts than any other coastal neighborhood or area, and this is reflective of the large variety of land uses. In general, the inland boundaries of the Coastal Management District are characterized by residential zones. Areas adjacent to the upper Mill River are zoned as park land and areas



Mill River at Criscuolo Park

adjacent to the lower Mill River as zoned IH and IL. The shoreline of Fair Haven has a variety of zones ranging from park to BC and IM (light/marine industry). Five separate planned development districts are also located in the coastal zone of Fair Haven.

Land uses along the Mill River are generally similar to the current zoning, although the abundance of properties that can be redeveloped presents an opportunity to further refine the zoning. Land uses in Fair Haven are more varied than the zoning would imply, but the prevalence of the planned development districts shows that a great amount of foreword planning has occurred with regard to steering redevelopment and future land uses in this area.

[Coastal Management Progress in the 20th Century](#)

The 1983 Coastal Program listed issues such as preservation and rehabilitation of housing, development of a park at Front Street, the presence of scattered industrial sites in residential areas, development of marinas, maintenance of channel depths, reuse of vacant and underutilized land, and poor water quality.

Successes in Fair Haven have been many, although much work needs to be done along the Mill River. The creation of linear open spaces has been a great success in Fair Haven. Quinnipiac River Park, which was formerly a scrap yard, supports a large, relatively new residential area at Front Street. Along River Street and John Murphy Drive, the Fair Haven waterfront remains a viable commercial / industrial district. As such, the Mill River and River Street Municipal Development Plans propose new land uses and new linear parks along the waterfront.



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

River Street is currently viewed as a success in progress. The River Street MDP advances a comprehensive revitalization program for the River Street section of the Fair Haven neighborhood. Core initiatives include redevelopment of vacant land and buildings; restoration and reuse of a historical industrial property; development of a waterfront park; improvement of public infrastructure; and implementation of new design controls to create a more appealing and sustainable environment. The mixed-use approach includes opportunities for commercial development, as well as upper floor residential loft spaces. Residential use along the waterfront will improve the trail system by providing a core base of users and property stewards.



A potential “before and after” scenario for River Street

[Coastal Issues in the 21st Century](#)

The River Street project continues, with the recent purchase of a former industrial parcel midway along the length of River Street. The presence of a Coastal Program facilitated the City's acquisition of the parcel, and underscores the importance of updating the Coastal Program. It should be noted that the IL and IM zoning on the south side of River Street may not be directly conducive to the goals of the River Street MDP. Thus, this Coastal Program must steer the desired development into the area.

As the plan for River Street moves toward implementation, the Chapel Street / Grand Avenue area must be considered. This area includes English Station, the former Brewery Building, and certain properties on Chapel Street. Although only the Brewery site is completely vacant, there is considerable underutilization and incompatible use of property in this area. Moreover, public access to the waterfront is limited. Taken as a whole, these properties are architecturally significant and are promising redevelopment opportunities.

Even as progress continues in Fair Haven, much of the focus in the next 20 years must be turned to parcels along the Mill River. Zoning along the Mill River must be changed to attract development that is desired. Water-dependent uses should be pursued along the Mill River, especially as there are currently very few. The Mill River trails should be completed and tied to the other trail systems.



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

With regard to public land uses, bridges to Fair Haven must be repaired and maintained in good condition; the prohibition of barge traffic upstream of the Ferry Street bridge should be considered; and parks in the Fair Haven area must be maintained and protected from erosion, coastal hazards, and sea-level rise. For example, Quinnipiac River Park and Criscuolo Park are both showing signs of soil erosion, and the high tide level is already at the top of riprap, without any freeboard available for sea level rise.



High tide at Quinnipiac River Park

Recommendations

The following specific actions are recommended for Fair Haven and the Mill River area:

- Pursue light industrial and mixed-use developments along the Mill River.
- Modify zoning along the Mill River to attract the development that is desired.
- Encourage development of water-dependent uses along the Mill River. When redeveloping the waterfront properties, provide for public access at the edge of the water and also provide a buffer to accommodate sea level rise and mitigate coastal hazards.
- Carry out the plans set forth in the River Street MDP. When redeveloping the waterfront properties, provide for public access at the edge of the water and also provide a buffer to accommodate sea level rise and mitigate coastal hazards.



Area of potential redevelopment along Mill River at low tide



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

- Maintain connections to the edge of the water at the ends of the north-south streets that intersect River Street, rather than allowing these streets to fall within the footprint of development.
- Complete sections of the Fair Haven trail system and connect to the Harborside trail system.
- Increase erosion controls at Criscuolo Park and Quinnipiac River Park to decrease sedimentation of the harbor and conserve park land. Use creative erosion controls that are consistent with existing controls (riprap and bulkheads).
- Implement improvements to Dover Beach Park, with a priority for shoreline stabilization using creative hard and soft controls.
- Ensure adoption of the text amendments for the BC zone.



Existing bulkheads at Quinnipiac River Park

Proposed Land Use

The Coastal Program does not propose changes in land use classifications in the Fair Haven and Mill River areas. The desired mix of land uses can be pursued within the existing framework of the comprehensive plan. However, a strip of open space between the river and the industrial properties along the Mill River has been depicted on the Proposed Land Use Map, highlighting the desire to dedicate land to the trail system while providing a buffer between commercial activity and the water.

6.6 Quinnipiac River and Quinnipiac Meadows

Existing Conditions

This area extends from Ferry Street in the south, to the Quinnipiac Meadows in the north, along the east side of the river. Properties in the Coastal Management District include commercial, industrial, and residential land uses. The Quinnipiac Meadows is a smaller area within this region that consists of environmentally-sensitive tidal wetlands that fragmented by railroads, Interstate 91, and abutting industrial land uses.

On the west side of the highway, rail yards are home to Amtrak garage facilities, storage, and lay-down areas. On the Hamden side of the border, a large petroleum tank farm is located in the area. Low-intensity transportation and warehouse uses characterize parcels with Middletown Avenue frontage.



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

IH and IL zones are located in the Quinnipiac Meadows area. BA, BC, and IH zones are located along the lower portion of the river. Additionally, residentially zoned areas are located throughout the Coastal Management District. Finally, a large tract of BA land is located in the middle portion of the area, on the south side of Route 80. Land uses are generally consistent with zoning, especially in the BA and residential areas. A mix of different types of commercial and industrial uses are located in the IH and IL zones, although some undeveloped land is located in these zones.

Coastal Management Progress in the 20th Century

The 1983 Coastal Program listed issues such as preservation of tidal wetlands, preservation and rehabilitation of housing, the presence of scattered industrial sites in residential areas, development of marinas, maintenance of channel depths, reuse of vacant and underutilized land, lack of landfill space and reuse of the landfill site, and poor water quality.



View of Quinnipiac River facing upstream

Fortunately, industrial uses have not expanded and increased along the Quinnipiac River, such that much of this area is still available for preservation or a different type of use. Issues surrounding the landfill are no longer relevant, as this area will likely be left as open space.

Coastal Issues in the 21st Century

Issues in the upper part of this area are mainly related to the industrial land uses that are incompatible with the Quinnipiac Meadows. Through the efforts of the Regional Growth Partnership's Quinnipiac River Conservation and Development Corridor and other local citizen associations and partnerships, the Quinnipiac Meadows area (in New Haven, Hamden, and North Haven) is a focal point for both ecological restoration and economic development. Although reduced in size, the meadows and tidal marsh areas are regaining habitat. However, there is a limited amount of protected open space in the area. The risk of incompatible development continues to threaten the ecological balance and long-term restoration of the Quinnipiac Meadows, especially as sea level rise will cause the marshes to advance inland.

In the central and upper part of the Quinnipiac River area, transportation and warehouse uses characterize parcels with Middletown Avenue frontage. As an Industrial H district, the area is well-suited to light industry rather than transportation. Improved design will help to create a light industrial park environment.



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

Issues in the lower part of the Quinnipiac River area are related to incompatible land uses in the neighborhood located east of the river. For example, industrial/residential conflicts between Grand Avenue and Ferry Street are increasing. Many believe that industrial land use in this area should be reduced in favor of commercial businesses such as fishing and lobsters. The public is uneasy with a lack of information about plans for vacant parcels. And finally, completion of the Quinnipiac trail is desired.



View of neighborhood east of the Quinnipiac River

Recommendations

The following specific actions are recommended for the Quinnipiac River area:

- In the upper portion of the estuary, rezone or acquire industrial-zoned marsh land to allow for marsh advancement and coastal hazard mitigation, and accommodate sea level rise.
- Discourage expansion of scrap yards, recycling, and transfer stations in this area.
- Commence a dialog with the railroad companies to learn about opportunities to acquire, lease, or take railway lines or easements.
- In the lower portion of the estuary, conflicts between industrial and residential land owners are increasing between Grand Avenue and Ferry Street on the east side of the river. Where feasible, discourage expansion of industrial land uses in this area in favor of commercial land uses including fishing and lobster industry.
- Ensure adoption of the text amendments for the BC zone (refer also to Section 8.5).
- Consider the objectives and value of the Historic District designation when reviewing coastal management district projects in this area.

Proposed Land Use

The Coastal Program does not propose changes in land use classifications in the Quinnipiac River area. The desired mix of land uses can be pursued with existing classifications.



6.7 Port District

Existing Conditions

New Haven Harbor has a long association with waterborne freight transportation, first connected to the rail system in and around Canal Dock and currently connected to the interstate highway system in and around Stiles Street. New Haven is among the largest ports in the Northeast, handling approximately 9.0 million short tons annually. Approximately half of this freight is liquid petrochemical product.

The Port of New Haven is located on the eastern side of the harbor, generally south of Ferry Street, and north of East Shore Park. Important land uses in the Coastal Management District include the North Yard, Logistec / New Haven Terminal, Gulf Oil, Gateway Terminal, Magellan Terminal, a United Illuminating substation, the Cross-Sound Cable substation, PSEG, a power plant, and a wastewater treatment plant. The New Haven Port Authority, totaling 366 acres, represents the core port district and the area most appropriate for port-related uses. The port district is proximate to the highway interchange and minimizes adverse impacts, to the extent practicable, on the surrounding residential neighborhoods.



Port District

The Port area is zoned entirely IH. Land use varies from industrial and commercial to small areas of residential.

Coastal Management Progress in the 20th Century

The 1983 Coastal Program listed issues such as encroachment of non-water dependent uses, lack of land for expansion, channel maintenance, and constraints to barge movement posed by the Tomlinson Bridge. Until recently, the City has not worked closely with the land owners in the Port area, such that measures of progress have not been evident. However, as described below, the City has commenced a new partnership with the Port land owners to more closely affect coastal management in the Port area.

Coastal Issues in the 21st Century

In recent years, port terminals have handled a wider diversity of product that is more broadly reflective of the global economy. Port terminals now handle large amounts



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of imported steel, aggregate products, lumber, and manufactured goods. The shift has created intense demand for vacant land suitable for lay down and storage space. However, the proposed configuration of Interstate 95, the dominance of petroleum tanks, and the proximity of residential areas all complicate an efficient land use strategy for the Port District. The issue of available land has only increased, as demand for vacant land has been realized in recent years.

Aside from the land use considerations, long-term planning must focus on creating a more environmentally-friendly port environment. Proposals to run the Harborside Trail through the port must finally be addressed. The most direct route is to run the trail from East Shore Park along East Shore Parkway. However, East Shore Parkway is used for additional port lay down areas, possibly necessitating a relocation of the trail. Options include a trail along Connecticut Avenue or, potentially, a trail at the eastern end of the district and to the rear of the Greater New Haven Water Pollution Control Authority and Motiva tank farm.

The public is concerned with truck traffic. Truck routes need to be improved and residential neighborhoods should be avoided. The presence of petroleum tanks is another important issue. Ideally, tanks should eventually be relocated inland, because they are not water-dependent land uses.

Recommendations

The following specific actions are recommended for the Port area:

- The original Coastal Program did not separate the port district from traditional IH or IL zones. As the port has grown in recent years, the terminals are seeking more space outside of the core port district. This might be acceptable if the port district was fully developed, but it is not, and a substantial amount of port space is underdeveloped or used for non port-related activity. The City Plan Department should work closely with the Port Authority on the port optimization plan and establishment of a new "Port" zoning district.
- Establish buffers between non-water-dependent uses and water. For example, the south bank of the Quinnipiac River, south of Fair Haven, should be buffered from activities taking place at the north end of Port area.
- Continue to look for opportunities to consolidate or remove petroleum tanks and move tanks inland, away from the waterfront.
- Construct the portion of the Harborside trail through the port.
- Improve truck routes so that residential neighborhoods can be avoided.
- Ensure that dredge depths are suitable for future vitality of the Port District.



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

Proposed Land Use

The Coastal Program proposes development of a new “Port” district consistent with future land use planning work by the New Haven Port Authority so that a more efficient use of space within the area can be achieved.

6.8 East Shore

Existing Conditions

The East Shore, including Morris Cove and Lighthouse Park, is among the City's most desirable residential neighborhoods. East Shore is distinctive both for the quality of the housing stock and for its relationship with the waterfront. Important land uses in the Coastal Management District include East Shore Park, a U.S. Coast Guard facility, Fort Hale Park, Black Rock Fort, Pardee Seawall Park, marinas and yacht clubs, a public boat launch, public fishing piers, and Lighthouse Point Park. New Haven's largest public beach, its only carousel, and an historic lighthouse are all located at Lighthouse Point Park.



Lighthouse Park

The East Shore is also home to Tweed Airport. Historically underutilized, the airport plans to expand and attract more business. Permits for the expansion are pending at DEP.

The East Shore area, despite its size, is zoned mainly as residential, park, and airport, with very small areas of BA and planned development. Land uses are similar, except that a variety of individual parcels in the residential zones have marine and commercial uses.

Coastal Management Progress in the 20th Century



GEOGRAPHIC ANALYSIS & RECOMMENDATIONS

The 1983 Coastal Program listed issues such as poor water quality, preservation of tidal marshes, erosion at Pardee Seawall, flooding of the Morris Cove neighborhood, and the condition of Lighthouse Point Park.

Unfortunately, this area of the City still struggles with many of these issues. However, Pardee Seawall has been improved and maintained since 1983, helping to reduce erosion, and water quality has improved. The City is evaluating options for flood mitigation and plans to move forward with additional improvements to Lighthouse Point Park. These are recommendations of this Coastal Program.

Coastal Issues in the 21st Century

Issues such as coastal flooding, coastal erosion, poor drainage in the Morris Cove neighborhood, and activity at the airport continue to be important in the East Shore area. Other issues include the need to implement the DEP-approved plan to restore tidal marshes at Lighthouse Park, without removing material from the site. It is the public's desire to increase restoration of natural wetland and tidal habitat areas, including Morris Creek.



Shoreline at East Shore Park

Some residents and many commercial leaders in the community believe that the airport needs to be expanded, and that the coastal management act is meant to balance environmental concerns with economic development. Although DEP cites the CCMA as a reason why the airport can not be expanded, it is meant to only prohibit "substantial" expansion. However, many residents of East Shore do not wish to see the airport expanded, and view the CCMA as a set of policies that are meant to protect coastal resources and prevent expansion of the airport.

Recommendations

The following specific actions are recommended for the East Shore:

- Support the current Tweed Airport Master Plan (as approved by the City Plan Commission), ensuring that coastal policies and objectives are considered.
- Implement the DEP-approved plan to restore tidal marshes at Lighthouse Park. Increase restoration of natural wetland and tidal habitat areas along Morris Creek.



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- Ensure that development and redevelopment in the Morris Cove neighborhood proceeds cautiously such that drainage problems are not exacerbated.
- Maintain and upgrade tide gates on Morris Creek to reduce flooding as recommended in the *Natural Hazard Mitigation Plan*.
- Use beach nourishment to mitigate for erosion at East Shore Park and in front of the Pardee Seawall.



Area of poor drainage in Morris Cove neighborhood

Proposed Land Use

The Coastal Program does not propose changes in land use classifications in the East Shore area. The desired mix of land uses can be pursued with existing classifications.



Pardee seawall and privately-owned seawalls at low tide with very little beach material

New Haven Coastal Program



7.0 General Recommendations



John DeStefano, Jr.
Mayor



GENERAL RECOMMENDATIONS

7.1 Themes and Policy Recommendations

Individual issues were compiled based on the extensive outreach and research process and grouped into "themes," as explained in Section 5.0. Whereas each issue listed in Section 6.0 had a corollary area-specific recommendation, each theme has one or more policy recommendations listed within the following discussions.

Theme #1 – Public Access to the Waterfront

Public access to the waterfront must be improved and strengthened throughout the Coastal Management District. To accomplish this goal, the following actions can be taken:

- Develop design standards and guidelines for public access trails.
- Encourage coastal benefits, beyond simple public access, in the initial stages when projects are constructed.
- Collect a bond from developers for completing public access.
- Take legal measures to give public access a higher priority with stronger enforcement and higher civil or financial penalties.
- Do not allow developers to provide payment in lieu of providing public access.
- Record public access ways on land records.
- Formally adopt trail locations.
- Purchase easements and development rights.
- Build sections of trails piece-by-piece when projects come forward.
- Complete greenway and waterfront park linkages.
- Utilize the ends of terminal roadways at the shoreline to provide public access.



Example of public access in an urban setting

Policy Recommendation: Acquire property or easements for providing public access, and where this is not possible, require development of well-designed public



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access at waterfront properties and enforce the construction and maintenance of such access.

The Coastal Program also recommends creative methods to achieve public access in areas where many parcels are potentially affected, similar to the Quonset Park development in Rhode Island. For example, in an area such as Mill River where redevelopment is desired, a plan for public access through several parcels may be planned at one time, maximizing redevelopment potential for the whole site or area.

Policy Recommendation: Consider master planning for public access where many properties are slated for redevelopment at the same time.



Long Wharf Park

Theme #2 – Park Maintenance and Connectivity

Inherently related to two coastal issues (public access and erosion control), maintenance of parks is an important issue for the Coastal Management District. Several signature parks are located on the waterfront. However, funds for park maintenance are lower than the Parks Department desires. One option for increasing park maintenance funding is to establish a fee-in-lieu of coastal benefits policy for non water-dependent activity, although such a policy should be used only when necessary.

In addition to erosion and funding issues, other aspects of park maintenance must be considered in the Coastal Management District. For example, maintenance personnel are encouraged to avoid using pesticides and fertilizers in parks that are located in the

Coastal Management District.

Connection of parks to the Harborside, West River, and Fair Haven trail systems is necessary for successful implementation of the Plan for Greenways & Cycling Systems. Most of these connections will occur in the Coastal Management District.

Policy Recommendation: Aggressively pursue funding for coastal parks that are connected to development of coastal zone properties. Avoid chemical applications in parks.



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Theme #3 – Green Engineering and Sustainability

Where development occurs in the Coastal Management District, it can be "greener" or "better" with regard to sustainability. For example, green roofs, state-of-the-art stormwater controls, and alternative power sources should all be considered. Chemical uses in the coastal zone should be managed. Developers and land owners should avoid using pesticides and certain fertilizers. Furthermore, citizens in the coastal zone should be educated about the benefits of avoiding chemical use, whether organic or synthetic.



Existing stormwater runoff and collection along Middletown Avenue

The City is taking proactive measures to educate residents and businesses through a new grant from the Environmental Protection Agency. This grant – called the Community Action for a Renewed Environment (CARE) program – is administered by the City Plan Department with assistance from a community partnership. The program goal is to broaden the work of the partnership; to continue toxin-reduction programs; and to improve toxic-related land use decision making. Furthermore, the City is looking at ways to best implement EPA Stormwater Phase II regulations as appropriate.

Policy Recommendation: Begin implementing green engineering at new developments in the Coastal Management District to reduce pollutant runoff and maintain or improve water quality.

Theme #4 – Buffers

The word "buffer" has many meanings in engineering and land use planning, especially with regard to development near wetlands. A different meaning is implied herein.

Two types of buffers are recommended for the coastal zone. First, undeveloped vegetated buffers should be



An area that could benefit from a buffer as redevelopment occurs



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provided on commercial, industrial, and residential sites between the shoreline or tidal wetlands and adjacent buildings or other structures. These buffers will help maintain water quality by slowing stormwater runoff, and serve as the necessary space for accommodation of rising sea level. It is important to provide for a buffer between the shoreline and a development that is sufficiently wide to accommodate sea level change without losing the public access that has been provided near the waterfront. In other words, public spaces should not be the buffer between water and development, although they can (and should) sometimes be located within the buffer.

Second, vegetated buffers should be provided between incompatible land uses, where possible, such as between abutting residential and redeveloping industrial properties. Although this policy may be applicable throughout the City, the number of industrial parcels in the Coastal Management District is quite large and many of these will be available for redevelopment, making the buffer policy an important coastal recommendation.

Policy Recommendation: Provide buffers between water and developments to accommodate sea level rise, mitigate for coastal hazards, and protect water quality, without sacrificing the space needed for adequate public access. A minimum width of 50 feet is recommended.

[Theme #5 – Waterfront Neighborhoods and View Sheds](#)



Waterfront neighborhood at Morris Cove

As indicated above in the context of public access, water is important to a broader neighborhood character. This Coastal Program promotes land uses that are compatible within a neighborhood context, but not a nuisance. Public access must be provided on residential and other non water-dependent properties. The Coastal Program also notes the cultural value of use of the water for fishing, boating, etc. This policy applies to areas such as City Point, the East Shore, the Upper West River, and the Quinnipiac estuary.



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Policy Recommendation: Promote public access at waterfront properties and development of land uses that are compatible on a neighborhood scale.

Protection of views and view sheds is an important issue as redevelopment increases in urban areas. Preservation of views is especially important where developers may increase building heights during redevelopment of existing waterfront properties.

Policy Recommendation: Require preservation of views by regulating building heights and density in the coastal management district.



Bulkhead

[Theme #6 – Shoreline Stabilization, Coastal Hazard Mitigation, Tide Gate Maintenance & Sea Level Response](#)

Numerous areas of the City's waterfront are in need of improved erosion control. Some of these have been specifically listed in Section 6.0, including Long Wharf Park and East Shore Park. Overall, the City must begin to adopt a policy of soft erosion controls such as beach nourishment and tidal wetland restoration. Certainly, bulkheads and seawalls must be repaired where they are already located, but construction of new hard structures should also be considered in appropriate locations where they are necessary for stabilization and public access. A combination of "creative" hard and soft solutions will be most appropriate for the City. Work closely with federal and state officials as well as private parties to maintain and upgrade tide gate systems on the West River and in Morris Creek to optimize flood control.

Policy Recommendation: Pursue a creative combination of hard and soft erosion controls in the City and maintain existing hard structures in good condition. Provide buffers to accommodate sea level rise and promote freeboard and coastal hazard zone standards for new development.



GENERAL RECOMMENDATIONS

Theme #7 – Tidal Wetlands

Despite its urban character, protection and restoration of tidal wetlands and other marine habitats is important to the City of New Haven. The Coastal Program continues to emphasize this importance with the following recommendations:

- Increase restoration of natural wetland and tidal habitat areas.
- Increase preservation of natural wetland and tidal habitat areas.
- Direct special attention to conditions at Morris Creek and Quinnipiac Meadows.
- Continue restoration of the salt marshes along the West River.
- Pursue restoration of the salt marsh at the Fire Training Academy
- Remove dikes and dams where they are no longer needed for flood protection.
- Monitor loss of wetlands.
- Consider monitoring of wetland/water encroachment.
- Encourage habitat trading as mitigation where impacts are unavoidable.

Policy Recommendation:
Continue to pursue projects that allow for restoration and protection of tidal wetlands and marine habitats.



Tuttle Brook tidal wetland near airport

Theme #8 – Existing Non-conforming Uses

Although existing "non-conforming" land uses such as scrap yards, lay down areas, and other industrial uses are already present in the Coastal Management District, and sometimes on the waterfront, they must meet current environmental standards and comply with the City's permit process. In addition, they are encouraged to provide buffers between these sites and other properties, and between these sites and tidal wetlands and water. If and when these properties are sold, the City should pursue acquisition.

Policy Recommendation: Phase in coastal environmental improvements at existing non-conforming land uses and work with property owners to establish buffers and other protective measures.



GENERAL RECOMMENDATIONS

Theme #9 – Economic Development

As shown in recent approvals, there is at times a limited relationship between a business development project and the abutting waterfront. Recent examples include the Waste Management facility at the North Yard and MacVac facility at Grand Avenue. In these instances, the use is not water-dependent, nor is public access provided. While there always will be difficult decisions, particularly when no water-dependent user has shown interest in a coastal property, additional efforts should be made to recruit aquaculture business and commercial waterfront uses to New Haven. In a meeting held specifically to discuss aquaculture, there are indications that New Haven is well-positioned to further develop the marine and aquaculture support service sector (even beyond deepwater port services).

Policy Recommendation: Phase-in training for city staff and commercial realtors about aquaculture and commercial waterfront planning to include commercial fishing / support, marinas, waterfront parks and similar coastal planning opportunities.

New "Coastal Benefits Program"

Themes 1-5 will be folded into a new initiative that will be established within the Coastal Program, known herein as the "Coastal Benefits Program." In practice, this will be an application process under the Coastal Management District which will require detailed narratives and specific proposals and arguments supporting the project in terms of public access, aesthetics, and environmental protection. The Coastal Benefits Program will ask applicants "what will be done to enhance the environment?" in addition to "what are the impacts of the project?"

Components of the Coastal Benefits Program will include:

- ✓ *Provision of Public Access to the Waterfront*
- ✓ *Utilization of Public Access Design Standards*
- ✓ *Promotion of Park Maintenance and Trail Connections*
- ✓ *Practice of Green Engineering and Promotion of Sustainability*
- ✓ *Improvement of Water Quality*
- ✓ *Provision of Buffers*

Policy Recommendation: Establish a Coastal Benefits Program to guide future development, link environmental policy issues, provide for well-designed public access, and mitigate potential adverse impacts. The Coastal Benefits Program should be linked to the CSPR process and should incorporate components of the above policy recommendations regarding public access, parks, trails, buffers, green engineering, pollution control, views, and neighborhood integrity.



GENERAL RECOMMENDATIONS



A potential use of the River Street shoreline

7.2 Proposed Changes to Program Administration

These recommendations are proposed to result in changes to the "nuts and bolts" of coastal zone management, including the type and extent of zoning districts, the requirements within coastal management district and flood damage prevention ordinances, the CSPR process, and project inspections. It is further proposed that the first two recommendations in Section 7.2 be incorporated into the Coastal Benefits Program.

[Streamlined Coastal Site Plan Review](#)

The CSPR process must be streamlined to allocate an appropriate amount of resources, time, and attention to larger projects and smaller projects alike. One method of streamlining the process is to differentiate between projects that may have potential impacts, which would have a corresponding detailed review, and those that would have a low impact due to their distance from the waterfront or from tidal watercourses, which would have a more rapid review. In order to differentiate, the City Plan Department would need to develop a threshold or dividing line, most likely corresponding to an elevation contour and/or a horizontal distance from the shoreline. If a project site could then be placed into the "low impact" category, a more rapid review could be conducted, with no hearings and less intensive review by the City Plan Commission.

At the same time, a more thorough review of some coastal projects is necessary, including more hearings and a chance for the public to comment on detailed plans and proposed coastal benefits. Thus, if a streamlined CSPR process can be implemented, it may be reasonable to require that more of the "potential-impact" projects (those located nearer to the waterfront) be routed through the hearing process with a chance for members of the public to comment on detailed plans and ensure that coastal benefits are proposed.

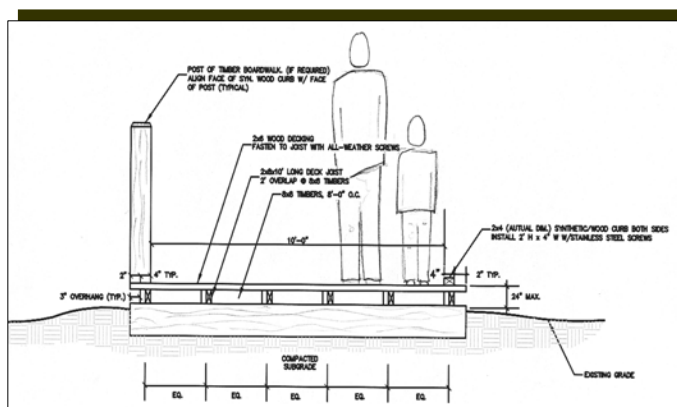


GENERAL RECOMMENDATIONS

Recommendation: *Develop a streamlined CSPR process with tiers of review and required coastal benefits that are proportional to project scale and potential impacts. Incorporate the streamlined review process into the Coastal Benefits Program.*

Design Standards for Non Water-Dependent Uses

Although they may be discouraged, it is possible that non water-dependent uses such as residential complexes and office buildings will continue to be developed in New Haven's Coastal Management District, and specifically on the waterfront. Thus, it will be necessary to provide developers with public access design standards for building set-backs, walkways, boardwalks, parking, appropriate and legal signage, and the like. A number of examples of design standards for public access are available and should be provided.



Design standard for a walkway

Recommendation: *Adopt and provide design standards for public access and its ancillary requirements. Incorporate into the Coastal Benefits Program.*

Inspection Staff and Inspections

Although many municipalities in Connecticut either do not conduct inspections of coastal zone projects, or conduct inspections using existing staff, at least one municipality employs a dedicated coastal planner to conduct inspections. Clearly, it is more desirable to have staff available to conduct inspections, for this is the link that the City of New Haven could use to increase compliance with development permits. Within the City of New Haven, this role should fall within the City Plan Department, given the close working relationship that the inspector would need to have with the City Plan Commission staff.

Recommendation: *Dedicate a new or existing staff person in the City Plan Department for conducting coastal zone inspections and follow-up reviews.*



GENERAL RECOMMENDATIONS

7.3 Proposed Changes to Zoning Map and Ordinance

[Establish an Open Space Zoning District](#)

Throughout this study, and during other planning studies in the past few years, one common theme has been the recommendation from City Officials and the public to establish an open space zoning classification. An aggressive open space acquisition program should be proposed for the City to protect certain environmentally-sensitive coastal zones. The Comprehensive Plan of Development lists numerous parcels that should be considered for open space acquisitions.

Recommendation: *Add an Open Space zone to the map and zoning ordinance, and pursue open space acquisitions in the Coastal Management District.*

[Establish Port Zoning District](#)

The original Coastal Program failed to delineate the port district from traditional IH or IL zones. As the port has grown in recent years, the terminals are seeking more space outside of the core port district. A substantial amount of port space is underdeveloped or used for non port-related activity. It is believed that modified zoning in this area will help achieve port use optimization.

Recommendation: *Work with the Port Authority to establish a new Port zoning district.*

[Reconstruct the Heavy Industrial Zone](#)

The IH zone permits an extensive list of heavy industrial activities relates. There is no discernable market for these IH uses, particularly in need of water access in the near future. Rather, the IH zone will continue to attract transportation and recycling uses. The IL and IM zones, on the other hand, remain viable districts, may play important roles in coastal development, and should be expanded to former IH areas along with the proposed open space and port districts.

Recommendation: *Replace IH areas with IL, IM, Port, and Open Space, especially with regard to land in the Mill River and Quinnipiac River areas.*

[Adopt Text Amendments to BC Zone](#)

Recent proposed text amendments to the BC zone will benefit properties along the Quinnipiac River in Fair Haven and in the Quinnipiac River neighborhood, ensuring that proposed land uses are more appropriate for the coastal setting and character of the neighborhoods.



GENERAL RECOMMENDATIONS

Recommendation: *Ensure that text amendments are adopted to better define appropriate uses in the BC zone.*

Development of Subdivision Regulations

The City of New Haven currently does not have subdivision regulations. Development of subdivision regulations may be helpful for protecting areas from inappropriate over-development, such as the Fort Hale residential area and other neighborhoods where excessive infill may lead to additional stormwater generation and urban drainage problems.

Recommendation: *Consider implementing subdivision or similar regulations to provide better evaluation of environmental issues and design of projects.*

Coastal Hazard Mitigation and Sea Level Rise

Although the flood damage prevention ordinance is an appropriate means to address sea level rise and the potential for increased frequency of coastal storms, Section 55 can also be used to encourage developers and land owners to plan for coastal hazards.

One method of coastal storm hazard mitigation that is beginning to be used in the United States is the application of V Zone building standards in coastal A Zones. In other words, building codes for V zones, which require additional measures to handle wave action, would be applied in A zones where inundation is typically the main problem. Communities have adopted these standards through their flood damage prevention ordinance.

Another method of coastal storm and sea level rise hazard mitigation is to begin implementing the so-called "freeboard standards" (addition of two feet elevation to existing standards) and erosion setbacks.

Recommendation: *Consider adding freeboard standards to the Coastal Management and/or Flood Damage Prevention ordinances, and consider mandating V zone building standards in coastal A flood zones.*



GENERAL RECOMMENDATIONS



Area south of River Street at high tide that could benefit from freeboard standards as redevelopment occurs.

Exemptions and Allowances in the Existing Coastal Management District Ordinance

A line-by-line review of Section 55 indicates that the ordinance is fairly rigorous with regard to environmental protection while allowing a variety of uses, but that some conditions could be strengthened.

First, Section 55(b)(3)d.2., "Degree of water dependency," should be strengthened to clarify which uses that are not water-dependent "may be acceptable." As it is currently written, this clause conflicts with State policy and may leave too much leeway for interpretation. While it is understood that non water-dependent uses may still be approved when public access is provided, the ordinance should be strengthened to make denials defensible.

Recommendation: Eliminate the specific allowance of non water-dependent uses in the Coastal Management District ordinance

Second, the exemptions in Section 55 currently allow a number of activities that are neither reviewed from the perspective of flood mitigation, nor from the perspective of coastal impacts. For example, current exemptions include minor additions and detached accessory buildings; construction of new of modification of



Example of water-dependent use



GENERAL RECOMMENDATIONS

existing structures incidental to maintenance or enjoyment of a property; construction of new of modification of fences, walls, walks, terraces, etc.; and construction of individual conforming single-family homes. Meanwhile, the existing flood damage prevention ordinance speaks mainly to elevating and flood-proofing "new construction" or "substantial improvements" in coastal hazard areas. Thus, given the need to increase coastal hazard mitigation, it may be desirable to review the activities that are exempted. Without a review of the minor activities, potential impacts to coastal hazard damage and stormwater quality may not be mitigated.

Recommendation: Consider eliminating some of the exemptions in the Coastal Management District ordinance, but only insofar as a streamlined review process is available for the affected activities.

7.4 Proposed Changes to the Comprehensive Plan of Development

In order to make consistent the Comprehensive Plan of Development and the Coastal Program, the following amendments are proposed:

1. Change from Low Density Residential to Parks and Open Space, the proposed land use of MBPs 270 0005 00200; 270 0005 00100; 270 0005 00400 and 270 0005 00300.
2. Change from Industrial to Parks and Open Space a 10' strip of land running along the west bank of the West River from the southerly street line of Orange Avenue to the northerly street of Kimberly Avenue.
3. Change from Industrial to Parks and Open Space a 10' strip of land running along both banks of the Mill River from the mouth of the river to the railroad overpass.

New Haven Coastal Program

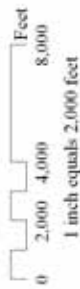


8.0 Appendix



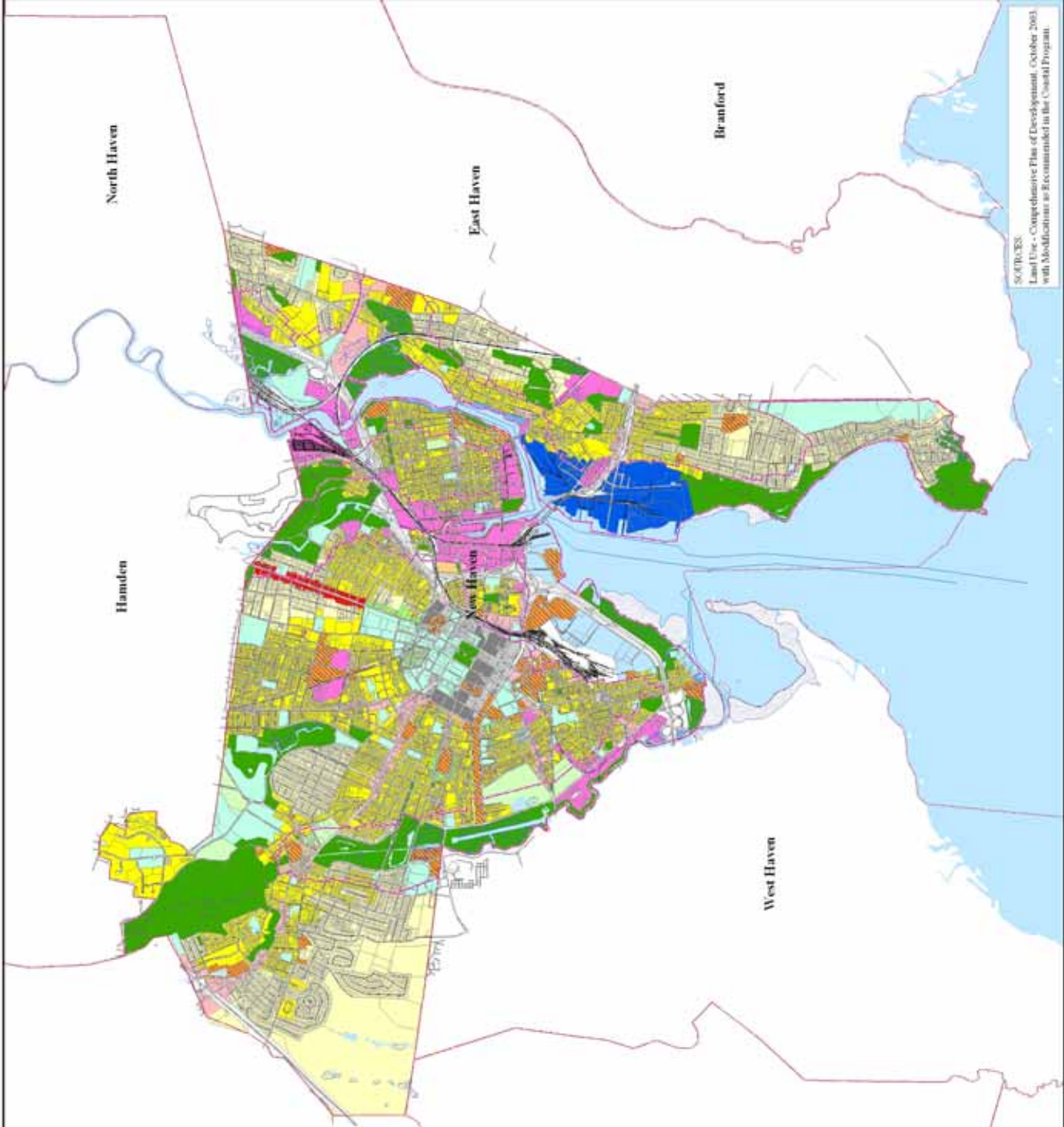
John DeStefano, Jr.
Mayor

FIGURE 1: PROPOSED LAND USE



Legend

| | | | |
|--|-----------------------------|--|----------------------------------|
| | Town Boundary | | Proposed Land Use |
| | Coastal Management District | | Dormitories - General |
| | Portland Boundary | | Dormitories - Historic |
| | Railroad | | Special High Density Residential |
| | Roads | | High Density Residential |
| | Waterbody | | Medium Density Residential |
| | Marsh/Wetlands | | Low Density Residential |
| | | | Industrial |
| | | | Commercial Mixed Use |
| | | | Marine Mixed Use |
| | | | Neighborhood Mixed Use |
| | | | Office Mixed Use |
| | | | Public and Open Space |
| | | | Country |
| | | | Pier |
| | | | Harbor Access |
| | | | Planned Development |



SOURCES
 Land Use - Comprehensive Plan of Development - October 2003
 with Modifications as Recommended in the Coastal Program.

PROPOSED LAND USE
 CITY OF NEW HAVEN
 COASTAL PROGRAM
 Draft for Public Comment - January 30, 2006
 NEW HAVEN, CONNECTICUT

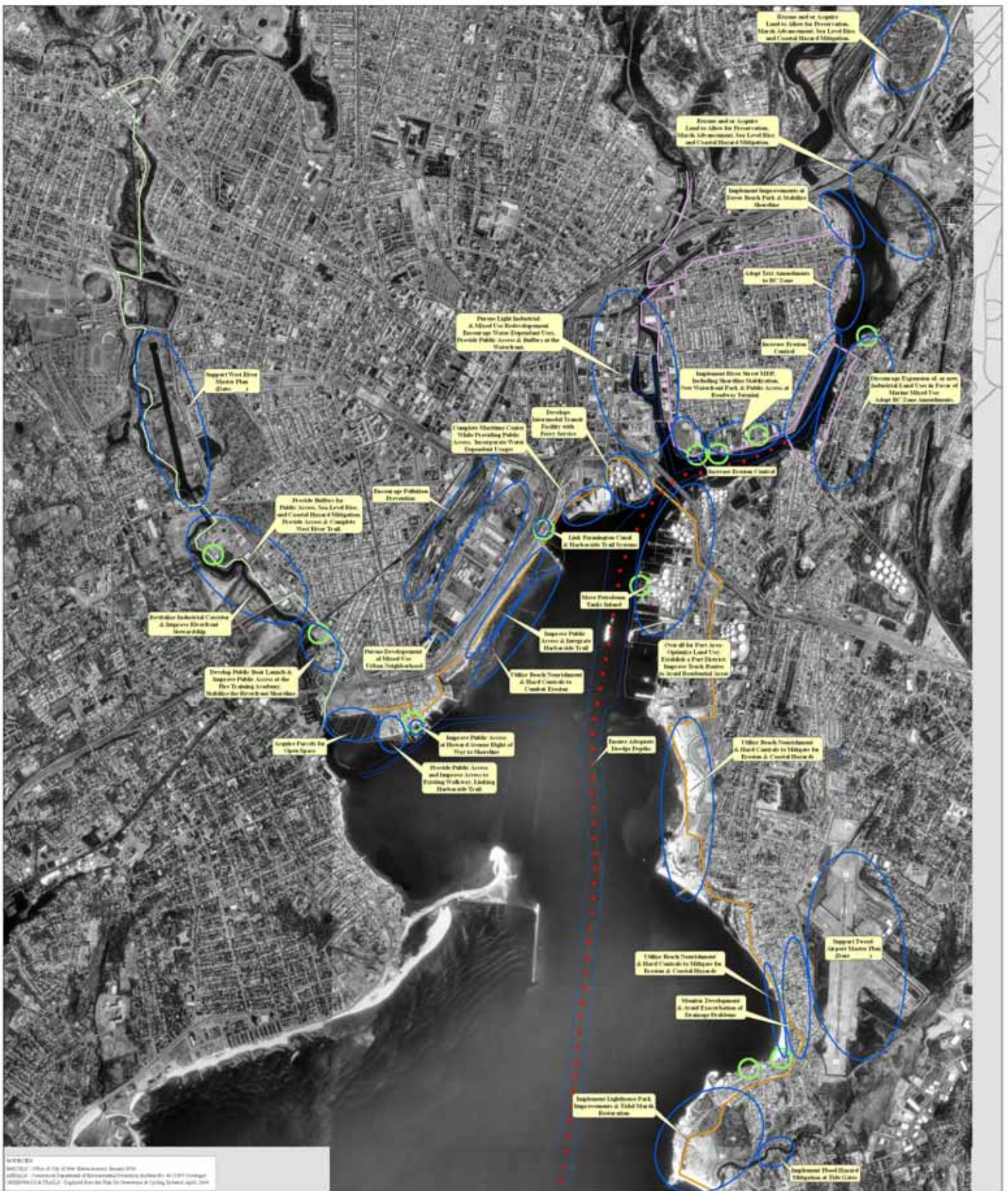
| | |
|-------------|------|
| DATE | DATE |
| DESIGNED BY | DATE |
| DRAWN BY | DATE |
| CHECKED BY | DATE |
| SCALE | DATE |

FIGURE 1

MILONE & MACBROOM
 Planning
 Architecture
 and Environmental Design
 28 Sandy Street
 Storrs, Connecticut 06268
 (860) 271-8773 Fax: (860) 273-8733
 www.miloneandmacbroom.com

| |
|----------|
| REVISION |
| |
| |
| |
| |
| |

FIGURE 2: PROPOSED PROJECTS



WFB: ES
 06/27/02 - Office of the City Planner, New Haven, CT
 08/15/02 - Connecticut Department of Environmental Protection, Danbury, CT
 08/29/02 - Connecticut Department of Transportation, Hartford, CT
 09/20/02 - Connecticut Department of Public Safety, Hartford, CT
 10/23/02 - Connecticut Department of Public Safety, Hartford, CT

Project Legend

- Coastal Management District
- Proposed Projects
- Avoid Closure of Roadway Termini and Maintain Public Access

Support the Following Trail Systems:

- Fair Haven
- Harborside
- West River



**FIGURE 2
PROPOSED PROJECTS
Draft for Public Comment - January 30, 2006
CITY OF NEW HAVEN
COASTAL PROGRAM**

0 800 1,600 3,200 Feet
 1 inch equals 800 feet

Engineering,
 Landscape Architectural
 and Environmental Science
MILONE & MACBROOM

NEW HAVEN CITY PLAN COMMISSION ACTION

RE: NEW HAVEN COASTAL PROGRAM (City Plan Commission). Public hearing to review the draft plan and adoption.
REPORT: 1391-01
ADVICE: Approve by Resolution; Refer to Board of Aldermen

BACKGROUND

The City Plan Commission has prepared this New Haven Coastal Program, which is proposed to replace the 1983 Coastal Program. The new Coastal Program provides a foundation for the Commission's responsibilities to administer Section 55 of the New Haven Zoning Ordinance (coastal consistency and site plan review) and the Connecticut Coastal Area Management Act (CCMA). The Commission traditionally has committed itself to CCMA objectives and has advocated for water-dependent uses, environmental stewardship and public access. This document in part reconciles many of the inconsistencies between the 1983 Coastal Program, the Comprehensive Plan of Development and the Zoning Ordinance and provides a clear set of policies and objectives for coastal area management.

The project was initiated in 2005 with a Coastal Planning Grant from the Connecticut Department of Environmental Protection. To prepare the update, City Plan engaged consultant Milone & MacBroom, Inc. The consultant's project manager is David Murphy, PE.

Historical Context and Legal Standing

In the late 1970's, the City worked closely with DEP and the legislative delegation on adoption of the Connecticut Coastal Management Act (CCMA). The CCMA is now codified in Chapter 444, Sections 22a-90 – 22a-113j of the Connecticut General Statutes. The Board of Aldermen affirmed the goals and objectives of coastal area management in adopting Section 55 of the New Haven Zoning Ordinance in 1980. Section 55 states in relevant part,

“the coastal management district exists to ensure that the development, preservation or use of the land and water resources of the coastal area proceeds in a manner consistent with the capability of the land and water resources to support development, preservation or use without disrupting either the natural environment or sound economic growth and to ensure public access along the city's waterfront and the preservation of a natural viewpoints and vistas. These values are not readily classified within existing district regulations and are accordingly given a distinct classification in addition to existing district classifications so as to best serve the interest of the city and the region.”

Consistent with the CCMA, Section 55 regulates most development activity within 1,000 feet of the mean high water mark. In addition to coastal site plan review and coastal consistency responsibilities, state law encourages municipalities to prepare a municipal coastal program. In February, 1983, the New Haven Municipal Coastal Program was established. Until now, that plan was amended modestly from time to time and remains largely as it was in the early 1980s.

Community Participation

The planning process was designed in a transparent manner, affording concerned citizens and interested parties with numerous opportunities to participate. First, the department reached out to the authors of the original coastal program and held a reunion meeting on October 14, 2005. Attendees not only provided us with an historical context for coastal zone management, but also shared their experience and guidance for future initiatives. Second, community meetings were held on October 25, 2005 and November 2, 2005.¹ Invitations were sent to all of the management teams, various organizations, interested citizens and government officials. The *New Haven Register* kindly prepared an article announcing the meetings as well. Approximately 50 people attended the meetings and shared a variety of concerns and ideas. Consistent with recent experience, the department was pleased to host citywide discussions that promote an exchange of ideas from different neighborhoods.

¹ The November 2, 2005 meeting was hosted by the New Haven Environmental Advisory Council.

Of note, we heard extensively about the need to support public access and coastal buffers with specific emphasis on enforcement and the quality of new development. From a geographic perspective, a considerable amount of time was spent on the future of Long Wharf and the relationship between City Point, Long Wharf and Interstate 95 improvements. A summary of comments is provided in the document. Following the citywide meetings, City Plan reached out to the city's management teams and offered to attend an upcoming management team meeting to discuss the project. City Plan staff attended the Hill North meeting on December 13, 2005, the Fair Haven meeting on January 5, 2006 and the Hill South Management Team on January 18, 2006. City Plan also met with the New Haven Port Authority on December 1, 2005. On March 14, 2006, City Plan invited the aquaculture community to discuss business opportunities. In total, approximately 100 people contributed to this program and provided many valuable contributions.

PUBLIC HEARING

Michael Piscitelli of the City Plan Department and David Murphy of Milone and MacBroom presented the matter on behalf of the City Plan Department. Mr. Piscitelli provided a general overview of the planning process and noted that the document truly is a program, rather than a traditional plan in that the program addresses not only the Commission's policies, but also makes recommendations concerning an administrative approach. Mr. Piscitelli noted that, since the draft was released, numerous changes were suggested and many are included in the advisory report errata section. Of note, the aquaculture meeting produced a recommendation concerning economic development policy for water-related businesses. Also, there is a more specific reference to the new EPA CARE program which encourages toxin reductions. Mr. Piscitelli entered into the record the comments of the Connecticut DEP. CTDEP requested that the recommendations concerning "fee-in-lieu" of programs be deleted as there is no statutory authority for that type of initiative.

Mr. Murphy provided a more detailed overview of the program and the new land use map, which closely follows the comprehensive plan's proposed land use map with the addition of green belts along the West River and Mill River and the addition of proposed Open Space at the Proctor parcels in City Point.

Commissioner Miller recommended changes / additional notes concerning the tide gates on the West River and Morris Creek and noted a general concern about flooding (Dean Street) and the need to implement the Phase II stormwater standards. Commissioner Miller also noted that the terminus of Alabama Street has been abandoned and should be deleted from Figure 1.

Paul Larrivee of the Hill City Point Association and Republican of Ward 5 noted that the document does not adequately address Bixon's (need for jobs), development standards and Howard Avenue (end of Howard Avenue where there is public access). He also noted that Long Wharf Drive should remain open.

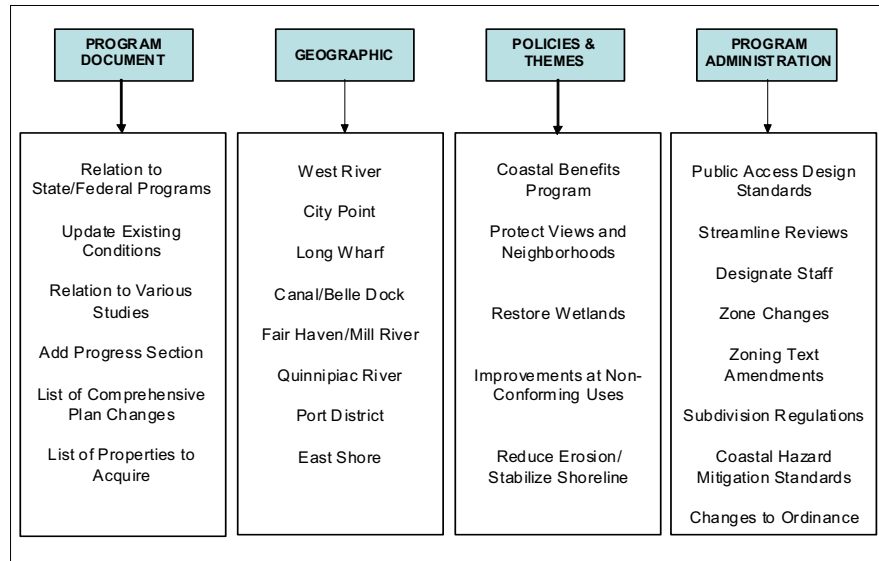
PLANNING CONSIDERATIONS

The planning process revealed a number of strengths, weaknesses and opportunities for coastal zone management. Notably, New Haven is among the state's most active communities for coastal planning. The city has an active program and looks closely at coastal site plans for consistency with the program, state and federal law. Public access is available not only in public parks, but also at the terminus of some streets and on private property. Agreements for future coastal access on private property have been secured from property owners / developers throughout the city. The City has integrated coastal management into the economic development programs at Long Wharf, Belle Dock and River Street. The new port district establishes one of the state's largest water-dependent deepwater shipping zones in the state and region.

At the same time, there is a prevailing concern among city officials and the general public about the future of coastal zone management. While many easements have been secured, few have resulted in functional public access. Moreover, the overall condition of the shoreline is deteriorating in many locations. Along the Mill River, in particular, vacant buildings and blighting riparian and tidal zones are commonplace. At one community meeting, a resident noted that the required coastal improvements are often the last to be built (if at all). This is the case with some of the residential developments along the Quinnipiac River and even at the Maritime Center, where a new marina and renovation of the Long Wharf pier were part of the original plan.

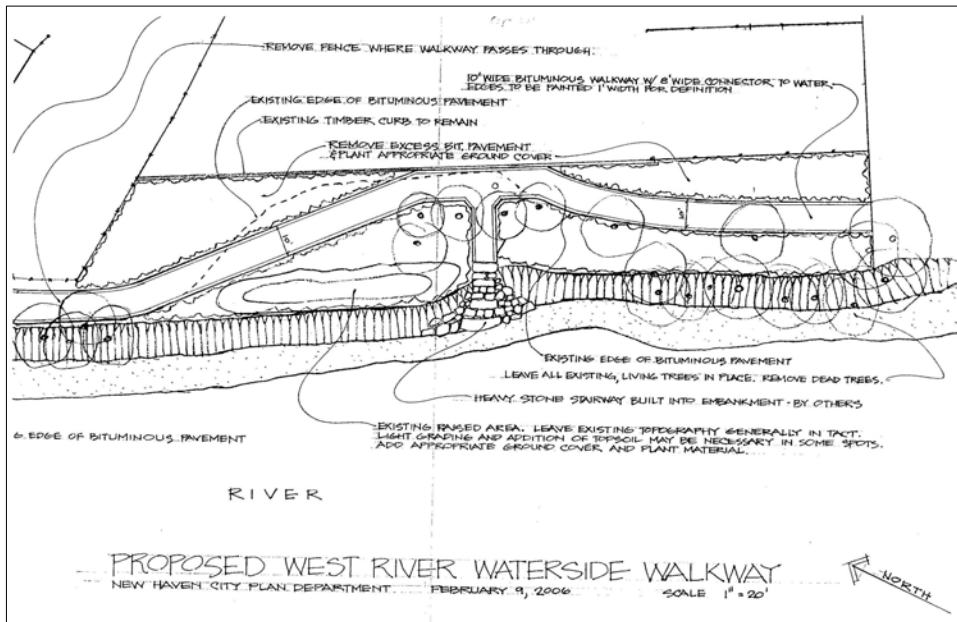
To improve the program's effectiveness, the Commission has made four distinct changes. First, the new Coastal Program provides basic updates to the document (generally to align the plan with other planning

documents pursuant to statute). Second, there are recommendations which pertain to specific parcels or geographic areas (generally consistent with the comprehensive plan of development). Third, policies and themes are established. Last, the program outlines a new approach to program administration (eg. implementation steps).



There are five prevailing and cross-cutting themes in the new Coastal Program. These themes reflect some of the major policy shifts from the 1983 program and are likely to be the first implementation steps under the new program.

1. **Zoning Amendments.** Coastal area management is deeply affected by the underlying zoning. Specific map and text changes are proposed for the IH zone in particular. New PORT and OPEN SPACE zones are proposed as well.
2. **Administration.** The existing administrative process fails to differentiate small from large projects. The Commission proposes amendments to the review process, placing more emphasis (and more performance requirements) on larger developments. Likewise, the Commission proposes to improve the application form and clarify submission requirements.
3. **Development Standards.** There are few coastal-specific development standards in Section 55 of the Zoning Ordinance. Rather, the Commission often reviews the impacts without clear direction for expectations. To clarify this, the Commission proposes to develop a series of standards related to coastal buffers, public access, etc.
4. **Coastal Benefits.** The 1983 program was overly focused on mitigation of project impacts and lacks some of the aspirational qualities of a coastal improvement program. Here, the Commission proposes a “coastal benefits” initiative which seeks to improve the existing condition through extraordinary pollution prevention efforts, functional public access and high quality design. A good example of the Commission’s coastal benefits thinking is a recent site plan review for a building at 30 Orange Avenue. Rather than accepting a coastal easement, City Plan staff prepared a design plan to create a buffer between a sheet flow parking lot and the bank of the river. The plan – shown in concept below - re-introduces native plantings and provides dedicated public access to the river in a cost-effective manner.



5. **Shoreline Stabilization / Sea Level Rise.** The deteriorating quality of our shoreline was noted in the recent *Hazard Mitigation Plan* and is restated herein. Coastal erosion threatens our park land (East Shore, Dover Beach) and our commercial areas (River Street, Mill River). Sea level rise is among the first manifestations of climate change and is noted not only in low lying areas, but also in areas protected by rip rap and bulkhead. To that end, we are proposing new development standards and unique concepts (eg. “freeboarding”) which will better prepare the coastal zone for continuing sea level rise.

Errata & Corrections to the March, 2006 draft

The following edits and corrections reconcile the March, 2006 draft with the plan adopted and referred to the Board of Aldermen –

General

- Correct grammatical errors throughout the report.
- Reference Figures 1 and 2 as necessary, beginning on Page 7
- Add title page for every major section.
- Add cover letter to the Board of Aldermen.
- Table of Contents. Change title of Section 2.0 to read, “Program Overview and Recommendations”.
- Table of Contents. Add Section 9.0 – Appendix to include approval documents, acknowledgements and figures.
- Correct page number errors.
- Correct Figure 2 to delete opportunity to establish public access at the westerly terminus of Alabama Street.
- Delete all references to a “fee-in-lieu” of program per DEP letter of June 20, 2006.

Introduction

- Page 2 –Change “P” in “Coastal Policy” to lower case.
- Page 2 – Add date of adoption at the end of the first paragraph.
- Page 2 –Replace “fit in” with “fit” or a better synonym.

Summary of Recommendations

- Page 3 – “outreach and research program” needs to be briefly defined here (note that the definition is on Page 32 in Section 6.0)
- Page 3 – Add the word “document” at the end of the sentence “Suggested edits and changes to the Coastal Program.”
- Page 3 – The words “On the other hand” should be changed to “As a different example.”
- Page 3 – “steering committee” needs to be briefly defined here.
- Page 3 – Add the word “document” at the end of the sentence “The steering committee determined that the following sections should be modified as noted or added to the Coastal Program.”
- Pages 3-5. Amend 2.0 to read, Program Overview and Recommendations. Delete the first four paragraphs and add text before Document Recommendations, to read, “This New Haven Coastal Program is presented as an update to the 1983 Coastal Program and establish the City Plan Commission’s policies and themes; program administration and zoning recommendations and geographic recommendations for coastal area management. The document is re-organized to better relate with state/federal programs and other municipal plans and programs. Pursuant to state law, the Commission recommends changes to the Comprehensive Plan of Development in order to make consistent these two core planning documents. Change the title of the charts on page 4 to read, “Program Organization”.
- Page 5 – In the second bullet item, add the word “Comprehensive” to “Plan of Development.”
- Page 5 – Ensure that “outreach and research” was previously defined.
- Page 5 – Add comma after “Provide buffers to accommodate sea level rise.”
- Page 5 – In the last bullet item, Change “Phase in” to “Begin implementing.”
- Page 6 – In the first bullet item, add a comma after “Develop a streamlined CSPR process with tiers of review” and change “required” to “require.”
- Page 6 – In the eighth bullet, rearrange the sentence such that it reads “Consider implementing subdivision regulations to provide better design of projects and evaluation of environmental issues.”

Relationship Among Federal, State, and City Regulations

- Page 13 – This should be page 8, so the page numbering needs to be fixed. The remaining items listed below use the incorrect page numbers, in order to match the document at hand.
- Page 13 – In the first paragraph, change “can regulate” to “may regulate.”
- Page 14 – Add a space between 3.2.13 and 3.2.14, and align 3.2.14 [previously, these items were on different pages, but the page numbering appears to have shifted].
- Page 16 – Italicize the end of 3.2.2.
- Page 16 – At the end of the page, the sentence “The Connecticut Stormwater Quality Manual...” should be the beginning of a new paragraph, and it should be the same paragraph as the first sentence on Page 17 [previously, these sentences were on the same page, but the page numbering appears to have shifted and split them].
- Page 17 – Merge the first two numbered items; remaining items will be re-numbered such that there will be nine (not ten).

Relationship to Other Planning Documents

- Page 16 – Define “MDP” (Municipal Department Policy) where it is first used.
- Page 17 – Change “to make them more so” to “to make them more consistent.”
- Page 18 – Delete the space between items 10 and 11 [previously, these items were on different pages, but the page numbering appears to have shifted].
- Page 19 – In the middle paragraph, add “and linkage” after the word “completion.”
- Page 22 – In the bullet list, consider changing “access ways” to “accessways.”
- Page 24 – In the last full paragraph, change “Chemical uses” to “Chemical applications.”
- Page 27 – In the Heavy Industrial discussion, add a comma after “list of heavy industrial activities” and change the comma after “viable districts” to the word “that.”
- Page 27. Move Section 5.3 to start of page 28.
- Page 27 – Fix the page break at the end before section 5.3 [previously, these items were on different pages, but the page numbering appears to have shifted].
- Page 28 – Although it is clear that the discussion is about Maryland, remove the words “of 1976 (Environment Article, Title 5)” from the first bullet item to make it less confusing to the layperson.

- ❑ Page 29 – In the first full paragraph, add the phrase “they can be applied where” between the words “because” and “redevelopment.”
- ❑ Page 30 –Photograph should be shifted downward because it relates to the next paragraph.

Coastal Management Issues

- ❑ Move header on page 27: “Coastal Hazard Mitigation...” to top of page 28.

Geographic Analysis and Recommendations

- ❑ Page 32 – Fix format/indent of the Section 6.0 heading.
- ❑ Page 32 – Near the bottom, remove the “and” in the phrase “as well as and City Point Yacht Club.”
- ❑ Page 33 – Near the middle, remove the “1999” that precedes the “West River Memorial Park Master Plan.”
- ❑ Page 33 – In the last paragraph, change the first semicolon to a period and add the word “However” to the beginning of the next sentence.
- ❑ Page 33 – At the top, remove the “1999” that precedes the “West River Memorial Park Master Plan.”
- ❑ Page 37 – The photograph of the Proctor parcels was formerly near the discussion in the previous section, so move it upward to the previous section.
- ❑ Page 39 – Remove the word “proposed” before “Ikea.”
- ❑ Page 41 – Move the Williams photograph downward two paragraphs to the discussion about the site.
- ❑ Page 41 and throughout document. Correct “Wyatt / Williams ” to “Magellan” , referencing 25-acre site at Belle Dock.
- ❑ Page 46 – In the paragraph under “Proposed Land Use” add the additional sentence that appears on Page 34 for West River, beginning “However, a strip of open space....” In order to match the revised proposed land use map.
- ❑ Page 47 – At the bottom of the page, add a space after the line ending with “advance inland” such that “In the central....” is a new paragraph.
- ❑ Page 50 – Define (spell out) “GNHWPCA.”

General Recommendations

- ❑ Page 56 – At the bottom of the page, change “Avoid chemical usage” to “Avoid chemical applications.”
- ❑ P57. Under Green Engineering and Sustainability. Reference and provide a more detailed description of the City’s EPA CARE program as a method to reducing toxic loading within coastal areas. Add text reference encouraging the City of New Haven to promote and implement EPA Stormwater Phase II regulations.
- ❑ Page 59 – Shift the photograph of the bulkhead downward under Theme #6.
- ❑ Page 59 – Change title and text of Theme #6 to read, “Shoreline Stabilization, Coastal Hazard Mitigation, Tide Gate Maintenance and Sea Level Response” and add additional text at the end of the opening paragraph to read, “Work closely with federal and state officials as well as private parties to maintain and upgrade tide gate systems on the West River and in Morris Creek to optimize flood control.
- ❑ Page 60 – In the last bold item, change “Phase in” to “Begin implementing.”
- ❑ Page 61. Add policy theme #9 Economic Development, to read, “Theme #9 – Economic Development. As shown in recent approvals, there is at times a limited relationship between a business development project and the abutting waterfront. Recent examples include the Waste Management facility at the North Yard and MacVac facility at Grand Avenue. In these instances, the use is not water-dependent, nor is public access provided. While there always will be difficult decisions, particularly when no water-dependent user has shown interest in a coastal property, additional efforts should be made to recruit aquaculture business and commercial waterfront uses to New Haven. In a meeting held specifically to discuss aquaculture, there are indications that New Haven is well-positioned to further develop the marine and aquaculture support service sector (even beyond deepwater port services). Policy Recommendation: Phase-in training for city staff and commercial realtors about aquaculture and commercial waterfront planning to include commercial fishing / support, marinas, waterfront parks and similar coastal planning opportunities.
- ❑ Page 64. Under Development of Subdivision Regulations, edit the policy recommendation read in relevant part, “Considering implementing subdivision or similar regulations...”Page 65 – In the photograph caption, add the words “as redevelopment occurs.”

- ❑ Page 66 – Make the underlined recommendation at the top of the page bold and italicized instead of underlined and blue.
- ❑ Page 66 –Shift the photograph upward to the previous page to match the discussion about water dependency.
- ❑ Page 66. Under Section 7.4 Proposed Changes to the Comprehensive Plan of Development, amend text to read, “In order to make consistent the Comprehensive Plan of Development and the Coastal Program, the following amendments are proposed: 1. Change from Low Density Residential to Parks and Open Space, the proposed land use of MBPs 270 0005 00200; 270 0005 00100; 270 0005 00400 and 270 0005 00300. 2. Change from Industrial to Parks and Open Space a 10’ strip of land running along the west bank of the West River from the southerly street line of Orange Avenue to the northerly street of Kimberly Avenue. 3. Change from Industrial to Parks and Open Space a 10’ strip of land running along both banks of the Mill River from the mouth of the river to the railroad overpass.

ADVICE

Adopt the new New Haven Coastal Program by Resolution (attached).

ADOPTED: June 21, 2006
Patricia King
Chair

ATTEST: 
Karyn M. Gilvarg, AIA
Executive Director



**CITY PLAN COMMISSION
NEW HAVEN, CONNECTICUT**

RESOLUTION

WHEREAS, the City Plan Commission is established under the Charter of the City of New Haven, Section 179 (c) and Connecticut General Statutes (C.G.S.), Section 295-302, An Act Creating a City Plan Commission in the City of New Haven; and

WHEREAS, the City of New Haven adopted a Municipal Coastal Program in 1983 in a manner consistent with the Connecticut Coastal Area Management Act; and

WHEREAS, the Coastal Program addresses the area within the coastal boundary and landward of the mean high water mark as delineated on the official zoning maps of the City of New Haven; and

WHEREAS, the properties in this area are subject to Section 55 of the New Haven Zoning Ordinance; and

WHEREAS, the Connecticut Department of Environmental Protection provided a coastal planning grant to the City of New Haven for the purposes of updating the New Haven Coastal Program; and

WHEREAS, the City Plan Department prepared the new Coastal Program in a manner consistent with C.G.S. Section 22a-101; and

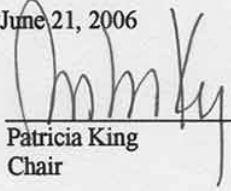
WHEREAS, the City Plan Commission held a public meeting on January 11, 2006 and a public hearing on this matter on June 21, 2006; and

WHEREAS, the new Coastal Program strives not only to achieve consistency with the municipal plan of conservation and development (the comprehensive plan), but also to establish the City's policy objectives for coastal zone management, and articulate the City policies relative to the Connecticut Coastal Management Act; and

WHEREAS, the Coastal Program provides a basis for the City Plan Commission's future Coastal Site Plan Review (CSPR) findings, and will become an essential part of the review of zoning applications, coastal land use decisions, and public investment priorities;

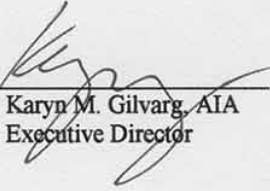
NOW THEREFORE BE IT RESOLVED, by the City Plan Commission of the City of New Haven, that the City Plan Commission does hereby adopt the New Haven Coastal Program.

ADOPTED: June 21, 2006



Patricia King
Chair

ATTEST:



Karyn M. Gilvarg, AIA
Executive Director



GLOSSARY

Glossary

Coastal Boundary – A continuous boundary representing the inland boundary of the 100-year coastal flood, or a line located 1,000 feet from a tidal wetlands boundary, or a line located 1,000 feet from the mean high water line, whichever is farthest inland.

Coastal Management District – Zoning district that includes all parcels within or partly within the Coastal Area Management boundaries. The purpose of the district is to *"ensure that that the development, preservation or use of the land and water resources of the coastal area proceeds in a manner consistent with the capability of the land and water resources to support development, preservation or use without disrupting either the natural environment or sound economic growth and to ensure public access along the city's waterfront and the preservation of a natural viewpoints and vistas."*

Coastal Site Plans – Site plans, applications, and project referrals for projects that are regulated under the Connecticut Coastal Management Act.

Coastal Site Plan Review (CSPR) – Local (and State, if needed) review of Coastal Site Plan applications.

Connecticut Coastal Management Act (CCMA) – Legislation that requires municipalities review certain activities within the coastal boundary for consistency with goals and policies established by the Act. The Act also provides for development of local plans and regulations known as Municipal Coastal Programs; the New Haven Coastal Program is an example.



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