

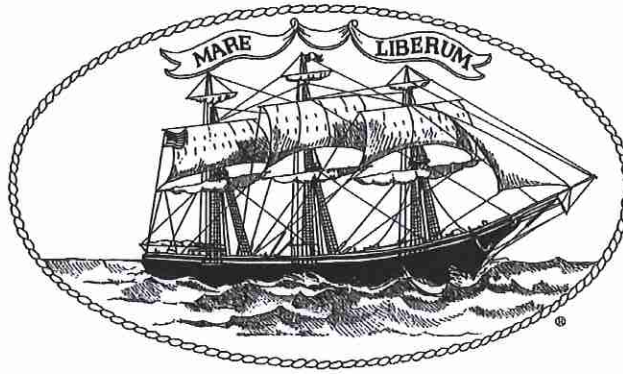
City of New London

# PLAN OF CONSERVATION & DEVELOPMENT



Prepared by the New London  
Planning and Zoning Commission

Adopted: October 19, 2017  
Effective: October 26, 2017



## City of New London

To New London Residents, Business and Property Owners:

The City of New London's Planning & Zoning Commission is pleased to present the "Strategic Element" of the 2017 Plan of Conservation & Development (POCD). The City's POCD outlines the vision for the City for the next ten years.

This plan brings together the thoughts, ideas, and vision of City residents, business owners, stakeholders, and government staff. Although the Planning & Zoning Commission is responsible for the Plan, their effort is made possible only by the contributions from these involved individuals.

The 2017 POCD, has two parts: the Strategic Element and the Implementation Element. The Strategic Element outlines the overall ten (10) year plan for the City; the Implementation Element provides details for making the plan happen.

On behalf of the entire Commission, I thank everyone who contributed and will contribute to these documents.

Sincerely,

Barry M. Levine  
Chairman  
New London Planning & Zoning Commission

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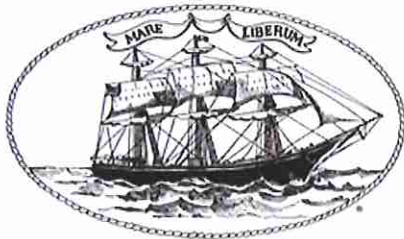
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City of New London

# INTRODUCTION

## OVERVIEW

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The Plan of Conservation and Development is the official public document adopted by the Planning and Zoning Commission as the statement for the physical and economic development of the City. The Plan contains the goals, policies and strategies for the City's future growth and development while conserving the abundant historic and natural resources with which the City is blessed.

The Plan is a general, dynamic, long-range policy guide to be used as a benchmark with decisions concerning the comprehensive growth and development of the City.

The plan is general because the scope of the recommendations is usually broad; however, it contains narrowly defining recommendations for specific sites. The vision contained within the plan can only be achieved over the long range; however, considerations and solutions are provided for present day problems.

The plan is dynamic and subject to future amendments to adapt to new opportunities and challenges which are likely to occur in the next 10 -15 years.

Additionally, the plan is comprehensive in that the recommendations include the development of privately owned land, the provision of public services and facilities and covers the entire range of development issues that can be influenced by the Planning and Zoning Commission and the City's various governing authorities.

State Statute Chapter 126, 8-23 mandates that the City prepare and adopt a Plan of Conservation and Development and must review, and if necessary, update the document every ten years. The Statute establishes the general components of the Plan and includes recommendations for several optional components that may be included in the Plan.

This Plan differs from past plans in that it is broken out into two documents: the Strategic Element of the Plan and the Implementation Element of the Plan. The Strategic Plan has been condensed to be more reader friendly and engaging. The Implementation Plan outlines how the tasks, programs, projects will be completed, by whom, and percentage completed, and the status of the item. This companion document to the Strategic Plan would be reviewed annually and updated to reflect the accomplishments made since the adoption of the Plan.

## ORGANIZATION OF THE PLAN

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The 2017 Plan of Conservation and Development for New London reflects a new vision of planning for the City. This plan outlines a strategic plan that is accompanied by a companion document outlining the “who”, “what”, “when” and “why” the strategies will be implemented.

The companion document will be reviewed and updated annually to ascertain what has been completed to date and to ensure that the goals and vision outlined in this document are implemented and accomplished between the time that this document is adopted and when the City prepares the next Plan of Conservation and Development in ten years.

The companion document, that is the implementation plan, is the compilation of tasks and programs that will help accomplish the overall strategies. It identifies specific tasks to be completed, the entity responsible for completing the task and the anticipated timeframe for completion. As tasks and programs are implemented and results are evaluated, it is envisioned and intended that the Implementation Element will be updated to acknowledge completed tasks and to add new tasks.

The Plan of Conservation and Development recommends that the Implementation Element be maintained and administered by the City’s Planning & Zoning Commission. The Commission will review the Implementation Element every year to ensure that the work program and tasks for the coming year (and beyond) reflect fiscal and operational capabilities.

The intent of the Strategic Plan, once it is created and adopted, is to be updated infrequently as it sets out the plan created by the Commission for the City for the next ten years. The Commission does intend to create a policy where the Strategic Plan is reviewed to ensure that the vision created in the 2017 document is progressing and that the trends and policies anticipated when the 2017 plan was created are moving forward. The Commission recognizes that there may be new trends or concepts that develop after the plan is created and the plan can be modified to address these new changes. The Commission intends to review and update the Implementation portion of the plan annually.

## PREPARATION OF THE PLAN

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The City's Plan of Conservation and Development is a document created and spearheaded by the City's Planning & Zoning Commission. The Commission is a body consisting of seven (7) full members and three (3) alternates who are City residents. The Commission kicked off this process with a public meeting on July 14, 2016 outlining how they anticipated they would approach this project.

The public, including representatives from various City organizations, City Land Use Commissions, business owners, residents and property owners, were encouraged to be a part of the process, that follows an aggressive timeline, and attending Special Workshop Meetings of the Commission to review each part of the plan.



This Plan was adopted at the 10/19/2017 meeting of the Planning & Zoning Commission with an effective date of 10/26/2017.

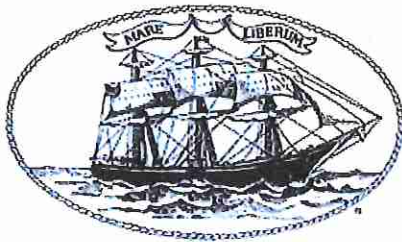
**EXCERPT FROM CONNECTICUT GENERAL STATUTE  
SECTION §8-23 – PLAN OF CONSERVATION & DEVELOPMENT:**

The POCD shall:

- Be a statement of policies, goals, and standards for the physical and economic development of the municipality;
- Show the Commission's recommendation for the most desirable use of land within the municipality and the most desirable density of population;
- Be designed to promote with the greatest , efficacy, efficiency and economy the coordinated development of the municipality and the general welfare and prosperity of its people;
- Be consistent with the municipal coastal program requirements of sections 22a-101 to 22a-104, inclusive, made with reasonable consideration for restoration and protection of the ecosystem and habitat of Long Island Sound, and designed to reduce hypoxia, pathogens, toxic contaminants and floatable debris in Long Island Sound;

The POCD may:

- Show the Commission's recommendation for a system of principal thoroughfares, parkways, bridges and other public ways; for airports, parks, playgrounds, and other public grounds; for general location, relocation and extent of public utilities and terminals, whether publically or privately owned for water, sewerage, light, power, transit and other purposes; and for the extent and location of public housing projects;
- Include recommended programs for the implementation of the plan;
- Include other recommendations in the plans which are beneficial to the community;



City of New London

# CONDITIONS & TRENDS

## OVERVIEW

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An overview of conditions and trends affecting New London provides some context to the Plan and the planning process.

## NEW LONDON'S PAST

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The City of New London occupies 5.5 square miles of land area situated along the Thames River Long Island Sound and deep water port, New London Harbor. The City also abuts the towns of Groton and Waterford.

New London was settled as a part of the original Jamestown Settlement in 1646 by John Winthrop and incorporated in 1794.

New London is one of the smallest cities in the State of Connecticut based on land size and as of the April 1, 2010 census, had a population of 27,179 residents.

The history of planning in New London can be divided into five (5) distinct plans:

## THE CITY'S FIRST COMPREHENSIVE PLAN – THE 1920'S

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During the 1920s the City created a planning board, a zoning ordinance and adopted the City's first comprehensive plan. In 1925, the State of Connecticut passed an enabling act that made zoning powers available to Connecticut Cities and Towns. In 1926, the City Planning Board retained the services of New York City consulting planner Herbert S. Swan to prepare a comprehensive plan and zoning law for the City for a sum of \$11,000. In 1928 the City Council adopted the City's first Building Zone Ordinance and Zoning Map. In 1929, the Planning Board accepted Mr. Swan's Comprehensive Plan for the City which consisted of



seven elements: major thoroughfares, land subdivisions, transit, schools and playgrounds, parks, railroads and the harbor.

This plan that has since been referred to as the "Swan Plan" was remarkably visionary and included a series of comprehensive strategies to plan for the orderly growth of the City. Among the more important recommendations were the implementation of a series of road widenings and extensions, the establishment of controls and regulations over the subdivision of land, improvements to trolley and bus service, recommendations for the acquisition of specific parcels of land throughout the City for schools and playgrounds, a series of park improvements and site acquisitions as well as the development of an expanded Ocean Beach Park, a series of waterfront recommendations for a mixture of industrial and recreational purposes, improved utilization of rail services and taking advantage of the potential of the port to spur industrial development.

## CITY'S SECOND PLAN AND URBAN RENEWAL ERA 1960'S AND 1970'S

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In the 1960s and 1970s, the city created several urban renewal plans and the City's second plan the "Master Plan". Faced with a leveling out of its population growth and a realization that the City's future physical and population growth was seriously restricted by the lack of developable land, the City Council decided that a new Plan was necessary to establish a framework to guide the City with decisions concerning its future development.

The "Master Plan", as it was referred to, contained eleven individual planning studies performed over a two year period: Area of Influence, Economic Base, Population, Existing Land Use, Neighborhood Analysis, Community Facilities, Future Land Use, Major Thoroughfare, Major Public Improvements, Subdivision and Zoning. This Plan was the catalyst for a series of additional plans that started the City's Urban Renewal program.

In the late sixties and early seventies, in an effort to regain the City's once unchallenged role as the center for business and commerce in the region the New London Redevelopment Agency retained James P. Purcell Associates, Inc. to prepare the Urban Renewal Plans for the Winthrop Cove and Shaw's Cove areas of the City. These plans recommended a series of projects to realign and improve roadways and utilities, rehabilitate and modernize buildings and make way for the creation of land for private development. These Redevelopment Plans resulted in a series of projects that changed the face, landscape and character of the City. Some of the major planning milestones for this period included the preparation and implementation of a new Plan of Conservation and Development for the City, as well as the adoption of a new Master Plan Program for the City (1968) (this plan revised the City's Subdivision Regulations, Housing Code and Zoning Ordinance/Map).

The major recommendation of the Plan advocated the need to clear deteriorating areas to create developable land for new construction. The plan included recommendations for the improvements to the City's water supply, sewer system, parks system, consolidation of the fire protection facilities, relocation of police headquarters, replacement, relocation and construction of a series of new school sites; an expanded library and the construction of a new complex to consolidate government functions. A new street thoroughfare plan with a street hierarchy was proposed.

The major land use recommendations focused upon:

- removing blighted conditions in residential areas;
- minimizing conflicts between residential and commercial areas;
- the concentration of higher density development in the Central Business District;
- the expansion of land area available for industrial purposes;

In 1968 the City Council voted to approve the amended Winthrop Urban Renewal Plan, "Downtown New London - A Concept Plan and Design Study For The Winthrop Urban Renewal Area" as prepared by Purcell Associates established a series of land use priorities for the Downtown area north of State Street.

In 1973, the City Council approved the Urban Renewal Plan for the Shaw's Cove Area. The "Shaw's Cove Design Study" contained recommendations on the future use of the Downtown area south of State Street, Bank Street and into the area which is now referred to as Shaw's Cove on Howard Street.

## THE THIRD PLAN AND DOWNTOWN REVITALIZATION 1980's & 1990's

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The early 1980s saw the creation of a master plan for the City's parks, the City's third plan and a complete overhaul specific to the City's administration of zoning regulations. In the late 1980s and early 1990s a great deal of the City's planning efforts focused upon revitalizing the City's downtown area.

The City's third citywide planning effort was based on a three phase planning process:

- Preparation and adoption of the City's Municipal Coastal Program which provided a detailed study of the City's coastal areas;

- Performing several studies designed to update data on a variety of existing City conditions. The documents, "Preface to Planning - Technical Appendices", and "Market Place Feasibility Study" were used to describe issues and establish City policies;
- Create the revised Plan of Development;

In 1980, the City Council approved the "Urban Park and Recreation Recovery Action Program" identifying City Parks and Recreation needs. In 1981 the City undertook the task updating the third comprehensive Master Plan, Zoning Ordinance, Zoning Map and Coastal Management Program.

In 1981, a public referendum established the New London Planning and Zoning Commission to replace the Planning Board and to assume Zoning authority from the City Council. Then the newly formed Planning & Zoning Commission voted to adopt the City's third Plan of Development for the City (1982) and the New London Zoning Regulation and Map (1983). In 1985, the City Council approved the "Downtown and Waterfront Development Program" for the City Council's Economic Development Advisory Group (EDAG). This group prepared a comprehensive, long range plan and program for development of the New London Downtown area and the immediately adjacent waterfront.

In 1989, after the City successfully petitioned the American Institute of Architects' Urban Planning and Design Committee to send a Regional/Urban Design Assistance Team to the City to study and recommend improvements to the Downtown and Waterfront, area the New London R/UDAT 1989 was prepared. This study has been characterized by many as the best strategic planning program in the City's history. The R/UDAT team made approximately sixty specific recommendations and provided the principal impetus for the present Downtown/Waterfront Revitalization Program.

Through the 1990's the City focused on:

- Addressing transportation, housing, economic growth, etc. with the Downtown Transportation Plan to address broad range of transportation needs and services for the Downtown;
- The City's Overall Economic Development Plan (OEDP) to serve as a basis for applying for funding from the U. S. Department of Commerce, Economic Development Administration, Public Works and Infrastructure Fund;

The Consolidated Housing and Community Development Strategy and Plan that describes the City's housing and community development needs and goals and priorities to address these needs;

- The Downtown New London Development Strategy that identified a series of over forty projects and programs to improve the downtown;

## THE FOURTH PLAN CONTINUED CITYWIDE REVITALIZATION & SMART GROWTH - LATE 1990'S AND EARLY 2000'S

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Efforts initiated in the early 2000's took advantage of smart growth trends, changes in how the City is redeveloped, and infrastructure and stormwater management, etc. improvements.



Investment by the State of Connecticut's Department of Economic & Community Development (DECD) invigorated the City. The former New London Mills property located in Fort Trumbull, a brownfield site, was restored along with many surrounding properties. On this site, Pfizer Inc. constructed a multimillion dollar complex consisting of office buildings, and plans were made for residential, conference facilities, a health club, etc. development Challenges accompanied the renewal and financial reinvigoration by the State of Connecticut. The adoption of a Municipal Development Plan to redevelop the Fort Trumbull peninsula and use of eminent domain to acquire properties for this redevelopment effort mired the City mired in legal battles that were litigated at the US Supreme Court. The City prevailed (*Kelo vs. New London* - 2005), and the Fort Trumbull area presents many opportunities.

The City's fourth Plan of Conservation & Development was adopted in September 2007 and took a much more modest approach in how the document was created. The prior edition of the City's POCD (1997) was a comprehensive updated created by Planimetrics, a consultant for the City. The 2007 version was created without the assistance of a consultant and only updated some policies and statistics outlined in the 1997 POCD.

The Commission recognized in preparing for the 2017 POCD that they would need to take a more comprehensive approach in the updating of the document.

# NEW LONDON'S PRESENT & FUTURE

## DEMOGRAPHICS

In 2000 the City of New London had 25,671 residents. By 2010 this number increased to 27,179 residents, a 5.9% increase in the population.

## POPULATION

As of 2013, the population of the City was 27,588. This is a 7.4 percent increase from 2000 census. This growth lags the Nation's figure of approximately 12 percent over the same period.

Compared to the State and Nation, New London's population is:

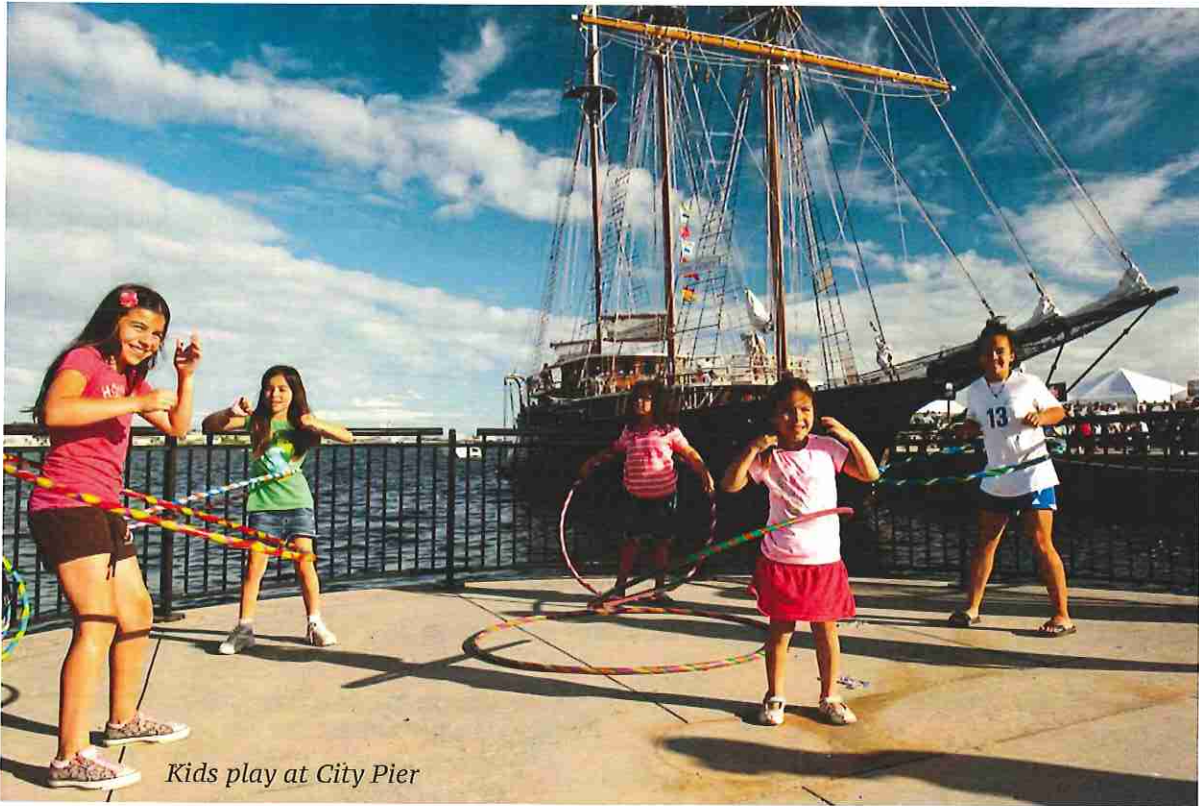
- Relatively young with more teenagers and young adults
- Has fewer senior citizens
- Has more people of color and Hispanic people
- Has more non-traditional households and single-person households

|                                    | New London% | Connecticut% | US%  |
|------------------------------------|-------------|--------------|------|
| White                              | 62.3        | 77.9         | 74.0 |
| Black or African American          | 17.1        | 10.1         | 12.6 |
| American Indian & Alaska Natives   | 0.1         | 0.2          | 0.8  |
| Asian                              | 3.3         | 4.0          | 4.9  |
| Native Hawaiian & Pacific Islander | 0.1         | 0.0          | 0.2  |
| Some Other Race                    | 12.5        | 5.1          | 4.7  |
| Two or More Races                  | 4.6         | 2.6          | 2.8  |
| Hispanic                           | 29.4        | 13.9         | 16.6 |

Source: 2013 ACS

|                             | New London % | Connecticut % | US%  |
|-----------------------------|--------------|---------------|------|
| Family households           | 51.1         | 66.6          | 66.4 |
| Families w/ Children <18    | 25.8         | 30.0          | 29.6 |
| Female Head of Household    | 17.0         | 13.0          | 13.0 |
| Female Head w/ Children <18 | 10.5         | 7.4           | 7.3  |
| Nonfamily households        | 48.9         | 33.4          | 33.6 |
| Householder Living Alone    | 37.5         | 27.6          | 27.5 |
| 65 years and older          | 9.5          | 10.8          | 9.8  |
| Average household size      | 2.28         | 2.55          | 2.63 |

Source: 2013 ACS



## PERSONS WITH DISABILITIES AND SPECIAL NEEDS POPULATIONS

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### THE ELDERLY AND FRAIL ELDERLY

Elderly people (65 and over), especially those with very low-income, face housing difficulties because they need smaller units with special fixtures and amenities.<sup>1</sup>

Elderly people who are frail may need additional assistance to live independently and have additional housing requirements, such as elevators, bathroom grab bars, and specialized kitchen and bathroom fixtures.

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<sup>1</sup> In 2013, there were 2,608 people age 65 and over. ACS.

## PERSONS WITH DISABILITIES

The City is home to 4,131 people with disabilities, about 16 percent of the population (nationally, there were about 12% of Americans with disabilities).<sup>2</sup>

## THE DEVELOPMENTALLY DISABLED

The Association for Retarded Citizens (ARC) defines being developmentally disabled as having an IQ score less than 70. An estimated 690 developmentally disabled persons call New London home. Supervised apartments, supported living, skilled development homes, and family care homes are preferred housing options for many developmentally disabled people.

## THE PHYSICALLY DISABLED<sup>3</sup>

- o In New London, there are 394 persons under the age of 18 with disabilities;
- o The number of persons aged 18 to 64 with disabilities is 2,788, or 15.4 percent of the persons in that age group;
- o The number of persons 65 and over with disabilities is 949 or 39.3 percent of that age group. Adjusting for developmentally disabled persons, there are approximately 3,411 people who are physically disabled.

Persons with physical disabilities may require assistance with daily living, and additional requirements for their housing for example, special types of kitchen and bathroom fixtures and special fire alarms.

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<sup>2</sup> US Census

<sup>3</sup> These figures, based upon the Census Bureau definition of disability, include a wide range of disabilities and a precise figure for persons with physical disabilities is difficult to determine.

# HOUSING

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## HOUSING STOCK AND CONDITION

- New London has 11,591 housing units of which 1,255 units or 10.8 percent, are vacant according to the ACS figures. This figure is lower than the US 12.5 percent and the State figure of 11.8 percent.
- The New London homeowner vacancy rate (1.8%) is below the national percentage and slightly above the State percentage. The rental vacancy rate (7.7%) is lower than that of the State (9.2%) but higher than that of the nation (7.3%). Please note that these are Census Bureau figures, not current data from local sources.
- New London has more multifamily unit housing than single family unit housing. This is typical of urban environments and its vacancy rates are lower.

| <b>Housing Units by Type NEW LONDON, CONNECTICUT, and the US, 2013</b> |                                  |                                   |                                 |                        |
|--|----------------------------------|-----------------------------------|---------------------------------|------------------------|
| Type of Structure  | New London<br>Number of<br>Units | New London<br>Percent of<br>Units | Connecticut<br>Percent of Units | US Percent<br>of Units |
| One unit, detached   | 3,895                            | 33.6%                             | 59.3%                           | 61.7%                  |
| One unit, attached   | 424                              | 3.7%                              | 5.4%                            | 5.8%                   |
| Two units  | 1,575                            | 13.6%                             | 8.0%                            | 3.8%                   |
| 3 or 4 units   | 1,730                            | 14.9%                             | 8.9%                            | 4.4%                   |
| 5 to 9 units   | 1,148                            | 9.9%                              | 5.4%                            | 4.8%                   |
| 10 to 19 units   | 934                              | 8.1%                              | 3.7%                            | 4.5%                   |
| 20 or more units   | 1,856                            | 16.0%                             | 8.4%                            | 8.5%                   |
| Mobile home  | 29                               | 0.3%                              | 0.8%                            | 6.5%                   |
| Boat, RV or van  | 0                                | 0.0%                              | 0.0%                            | 0.1%                   |
| <b>Total # of Units</b>  | <b>11,591</b>                    |                                   |                                 |                        |
| <i>Source: 2013 ACS</i>  |                                  |                                   |                                 |                        |

The percentage of one-unit structures is well below the national figure, the percentage of multi-unit structures is higher than those of either the State or the Nation.

A survey of number of bedrooms in residential units provided the following:

- 27.5 percent of units are 3 bedrooms;
- There are 3,476 small units (no bedroom or one bedroom) – 30.0 percent of housing units, which compares to 13.2 percent for the US;



- At the same time, there are 1,315 units of four or five bed rooms (11.4% of the total) for large households, compared to 20.2 percent nationally;
- New London has a high percentage of persons living alone, and the high percentage of smaller units indicates a good match in finding appropriate housing for smaller families;

The housing stock in New London is old, with more than half of the housing stock 77 years or older. The following table shows the number of units built by decade in the City:

| <b>Year Housing Structure Built – New London</b> |                                 |
|--|---------------------------------|
| <b>Period Structure Built</b>                    | <b>% of Units in New London</b> |
| Built 2010 or later                              | 0.7                             |
| Built 2000 to 2009                               | 2.1                             |
| Built 1990 to 1999                               | 2.0                             |
| Built 1980 to 1989                               | 4.8                             |
| Built 1970 to 1979                               | 8.6                             |
| Built 1960 to 1969                               | 14.6                            |
| Built 1950 to 1959                               | 9.6                             |
| Built 1940 to 1949                               | 5.3                             |
| Built 1939 or earlier                            | 52.3                            |

*Source: 2013 ACS*

A vast majority (90.4%) of the City’s housing stock is more than thirty-five years old. This threshold is important because at 35 years the need for major housing repairs becomes evident. Utility and maintenance costs are typically higher with older homes and major rehabilitation projects are more common. Recent construction, both owner and rental, has been modest.

Based on information gathered through observation and consultation with local officials, a large portion of the troubled housing stock is in substandard condition, yet suitable for rehabilitation.

## TENURE

In New London, owners occupy 36.5 percent of units and renters occupy the remaining 63.5 percent. Nationally, the percentages are nearly the opposite at 64.9 and 35.1 percent respectively

### HOUSING COST, COST BURDEN, AND AFFORDABILITY

The median rent in New London, according to the ACS data, was \$897 in 2013, the national median rent of \$904. Because income is so below normal, 51.9 percent of renter households spent 30.0 percent or more of their income for rent. A similar pattern hold true for home ownership.

In contrast, homeownership in New London does not create a high level of cost burden in New London. While the median New London home was worth \$188,700 in 2013 compared to \$176,500 for the United States, the median mortgage payment for a home in New London was \$1,686 in 2013 compared to \$1,540 for the nation, per the ACS data. Thus, though New London homeowner costs were only modestly above national figures, 45.1 percent of New London homeowners were paying 30.0 percent or more for housing (cost burdened or severely cost burdened), compared to 35.6 percent nationally.

According to data from Trulia, a respected source of real estate data, the average closing price for a home in the New London area in November 2014 (the most recent data) was \$135,000. Using the rule of thumb that a house should cost no more than two and one-half times one's income, a family would need an income of \$54,000 to afford an average priced home. The HUD median income in New London \$84,600, indicating a surplus of \$30,600 for a median income household if acquiring the average-priced home. However, an analysis of the income ranges reveals that approximately 64.3 percent of households in New London have incomes below the \$84,600 figure.

According to the National Low Income Housing Coalition's 2014 "Out of Reach" report, the Fair Market Rent (FMR) for a two-bedroom apartment in Connecticut is \$1,197. However, the FMR for a two-bedroom unit in New London is slightly lower, \$1,035, but a renter household must earn \$19.90 an hour to rent this apartment without spending more than 30% of household income. At the minimum wage, a worker would need to work 2.3 full time jobs to afford the apartment.



*New London Neighborhood*

# ECONOMICS & EMPLOYMENT

## LABOR FORCE AND EMPLOYMENT

The labor force (persons 16 years and over) in New London was 22,809 in 2013. These persons represented 66.4 percent of the working age population, which is comparable to the national figure of 64.3 percent and Connecticut's figure of 65.2 percent.

The following table compares the employment by industry of New London's workers with those at the state and national level.

| PERCENTAGE OF WORKERS BY INDUSTRY - NEW LONDON, CONNECTICUT, AND THE UNITED STATES - 2013 ACS |                      |              |               |      |
|---|----------------------|--------------|---------------|------|
|   | New London<br>Number | New London % | Connecticut % | US%  |
| Agriculture, forestry,<br>fishing and hunting, and<br>mining                                  | 10                   | 0.1          | 0.4           | 1.9  |
| Construction  | 525                  | 4.5          | 5.7           | 6.2  |
| Manufacturing   | 1,345                | 11.7         | 11.0          | 10.5 |
| Wholesale trade   | 104                  | 0.9          | 2.5           | 2.8  |
| Retail trade  | 1,404                | 12.2         | 10.9          | 11.6 |
| Transportation and<br>warehousing, and utilities  | 577                  | 5.0          | 3.7           | 4.9  |
| Information   | 197                  | 1.7          | 2.4           | 2.2  |
| Finance and insurance, real<br>estate, rental and leasing                                     | 361                  | 3.1          | 9.1           | 6.7  |
| Professional, scientific, man<br>agement  | 712                  | 6.2          | 11.1          | 10.8 |
| Educational services,<br>health care and social   | 2,891                | 25.0         | 26.4          | 23.2 |
| Arts, entertainment, and<br>recreation  | 2,517                | 21.8         | 8.4           | 9.3  |
| Other services, except<br>public administration   | 397                  | 3.4          | 4.6           | 5.0  |
| Public administration   | 505                  | 4.4          | 3.8           | 5.0  |
| <i>Source: 2013, ACS</i>  |                      |              |               |      |

## EMPLOYMENT/UNEMPLOYMENT

The size of the City's labor force has declined slightly but steadily between 2010 and 2014<sup>4</sup>, from 14,667 to 13,624. The average number of unemployed persons also declined over the period, going from 10.5 percent in 2013 to 7.7 percent in November 2014 (1,048 persons).

## INCOME AND POVERTY

The following table compares key income and poverty figures for the city, the State, and the United States.

| <b>SELECTED INCOME AND POVERTY STATISTICS-NEW<br/>LONDON, CONNECTICUT, AND THE UNITED STATES – 2013<br/>ACS</b> |                       |                    |                          |
|---|-----------------------|--------------------|--------------------------|
|   | <b>New<br/>London</b> | <b>Connecticut</b> | <b>United<br/>States</b> |
| Median HH Income (\$)   | \$43,307              | \$69,461           | \$53,046                 |
| Per Capita Income (\$)  | \$21,668              | \$37,892           | \$28,155                 |
| Persons in Poverty (%)  | 24.9                  | 10.2               | 15.4                     |
| <i>Source: 2013 ACS</i>   |                       |                    |                          |

At the median, New London's population is less well off, and more likely to be living in poverty than their fellow citizens. When compared to the State, this contrast is worse.

As might be expected given the relatively lower percentage of seniors in New London, the City does have a lower percentage of households with retirement income

than the nation (11.3 percent vs. 17.7 percent) and a lower percentage of households with Social Security income (22.9 percent vs. 28.9 percent). At the same time, the percentage of persons with Supplemental Security Income is 3.0 percent compared to the national figure of 4.9 percent. The

percentage of persons receiving Food Stamp/SNAP benefits is 30.9 percent, which is two and one-half times the national percentage, 12.4 percent.

The following table shows the number and percentage of households at various income levels, amplifying the data above.

| <b>NEW LONDON AND US FAMILY INCOMES, 2013</b> |                                    |                                  |                          |
|---|------------------------------------|----------------------------------|--------------------------|
| <b>Income</b>                                 | <b>New London<br/>Number of HH</b> | <b>New London<br/>Percentage</b> | <b>US<br/>Percentage</b> |
| Less than \$10,000                            | 691                                | 13.1                             | 4.7                      |
| \$10,001 to \$14,999                          | 149                                | 2.8                              | 3.2                      |
| \$15,000 to \$24,999                          | 723                                | 13.7                             | 8.1                      |
| \$25,000 to \$34,999                          | 401                                | 7.6                              | 9.0                      |
| \$35,000 to \$49,999                          | 779                                | 14.8                             | 13.1                     |
| \$50,000 to \$74,999                          | 955                                | 18.1                             | 19.0                     |
| \$75,000 to \$99,999                          | 599                                | 11.4                             | 14.3                     |
| \$100,000 to 149,999                          | 607                                | 11.5                             | 16.0                     |
| \$150,000 to \$199,999                        | 264                                | 5.0                              | 6.3                      |
| \$200,000 or more                             | 109                                | 2.1                              | 6.2                      |
| <i>Source: 2013 ACS</i>                       |                                    |                                  |                          |

<sup>4</sup> BLS Statistics

The City has 29.6 percent of its households with income less than \$25,000, nearly twice the national rate of 16 percent.

HUD has provided detailed data as part of its Comprehensive Housing Affordability Strategy materials to assist in preparing the Consolidated Plan and implementing HUD programs.

HUD established five income categories for its analysis of incomes. The five income ranges are:

- Extremely Low (0-30% of the median income),
- Very Low-income (31-50% of the median income),
- Low-income (51-80% of the median),
- Moderate-income (81-100% of the median), and
- Upper-income (100% and above of the median).

The following table shows the income distribution of households in the City based upon these categories.

| <b>HUD AREA MEDIAN FAMILY INCOME - NEW LONDON, 2014</b> |                                       |                 |                 |
|---|---------------------------------------|-----------------|-----------------|
| Income Category   | 2014 HUD Median HH Income<br>\$84,600 | Approx. # of HH | Approx. % of HH |
| <30% AMI  | \$25,380                              | 1,563           | 29.6%           |
| 31-50% AMI  | \$42,300                              | 774             | 14.7%           |
| 51-80% AMI  | \$67,680                              | 1,055           | 20.0%           |
| 81-100% AMI   | \$84,600                              | 526             | 10.0%           |
| 101-120% AMI  | \$101,520                             | 387             | 7.3%            |
| >121% AMI   | \$102,366                             | 972             | 18.4%           |

*Source: HUD Income Limits Documentation System*

The 2014 Median Income figure for a family of four in New London, calculated by HUD, is \$84,600, but it should be noted that this figure is for the Norwich-New London Metropolitan Fair Market Rent (FMR) Area which includes other more affluent areas that inflate this figure. Because this is a regional economy, using this number is appropriate.

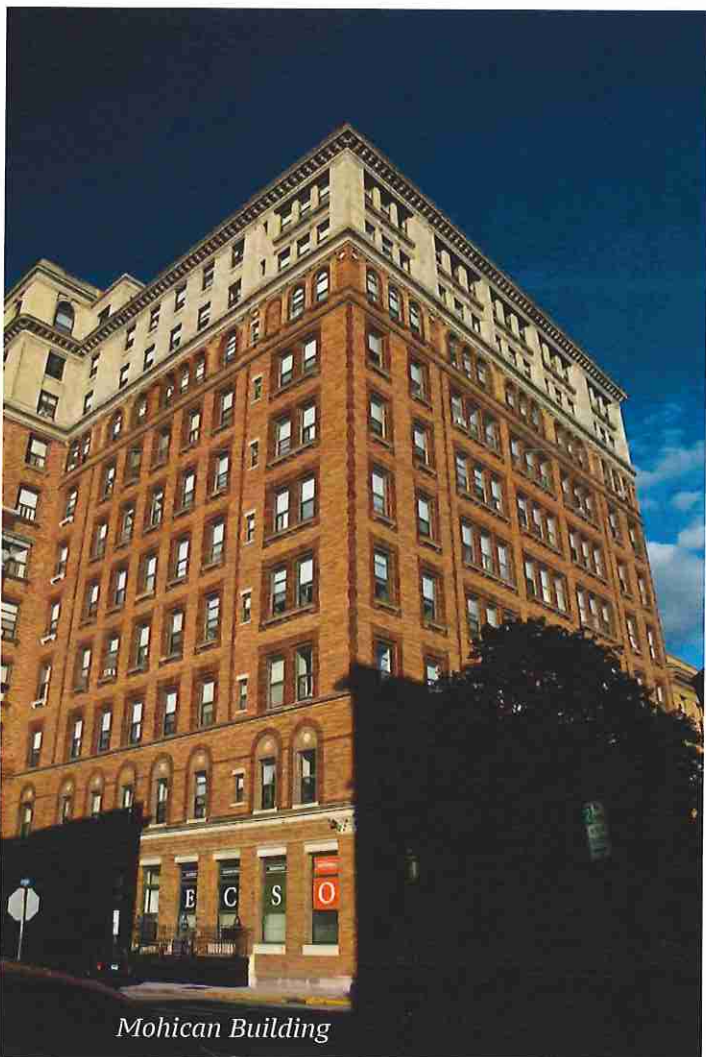
By HUD definitions, 3,392 (64.3 %) of New London households are in the low-income categories.

## HOUSING DATA

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### HOUSING STOCK AND CONDITION

- As of 2013, New London has 11,591 housing units with 1,255 units (10.8 percent vacant). This figure is lower than the national 12.5 percent and the State figure of 11.8 percent.



- The New London homeowner vacancy rate (1.8%) is below the national percentage and slightly above the State percentage. The rental vacancy rate (7.7%) is lower than that of the State (9.2%) but higher than that of the nation (7.3%). Please note that these are Census Bureau figures, not current data from local sources.

- Housing in New London differs from the national norm in terms of the types of structures. Nationally, slightly over 60.0 percent of structures are one-unit structures and the percentage of multi-unit structures is around 40.0 percent. In New London 37.3 percent of structures are one-unit structures and only 63.7 percent are multi-unit structures. The table below shows the number and percent of each type of unit in New London and compares this to State and national percentages.



City of New London

# FUNDAMENTAL PLANNING PRINCIPLES

## OVERVIEW

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In charting the course for the 2017 Plan of Conservation and Development, the Planning & Zoning Commission determined that a revised format, consisting of two separate elements, would create a more concise and effective plan for the future of New London. The "Strategic Element" will address policy issues specific to four major "Planning Elements": Community Structure, Economic Development, Housing Development and Infrastructure. A separate "Implementation Element" will provide a road map that specifies direct tasks and action items to assist the various City departments and agencies in achieving their policy goals, the desired result being positive outcomes.

In June of 2016, the Commission met to discuss and plan the approach they would take to formulate and create the 2017 Plan of Conservation and Development. An aggressive schedule was set for the next fifteen (15) months. The Commission decided to meet one hour before the regular Planning & Zoning Commission meeting and hold special workshop meetings open to the public.

A schedule of workshop topics was adopted by the Commission for discussion. At each meeting the Commission, general public and staff would discuss the working draft of the specific topic, editing the scope of the content for the section into a final draft. This timetable would move the Plan towards the goal of final presentation to the public and adoption by August 17, 2017.

The schedule was provided to residents, property owners, business owners, stakeholders, etc. and they were encouraged to attend the workshop meetings as active participants.

The Commission provided staff with their comments and vision for New London and tasks for how the Plan would reflect the community's plan for New London.

In formulating the topics that would be included in the Plan, the Commission used the following fundamental principles as the foundation of the Plan of Conservation and Development:

## GROW STRATEGICALLY

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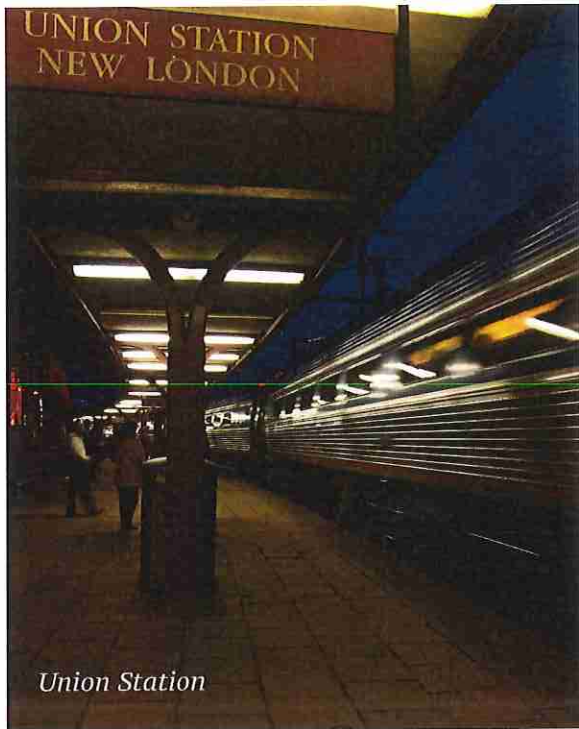
New London has a landscape that includes two colleges, a military service academy, a sprawling waterfront park, historic sites and buildings, diverse neighborhoods, a culturally enriched and thriving downtown, a beautiful park system, etc.

Visitors to New London can readily see how the City has grown and modernized over time yet still recognizes the need to maintain and appreciate the historic structures and sections of the City.

New London has seen a resurgence of growth since the adoption of the last Plan (2007). New London will best be able to take advantage of future growth opportunities by aiming at growing strategically:

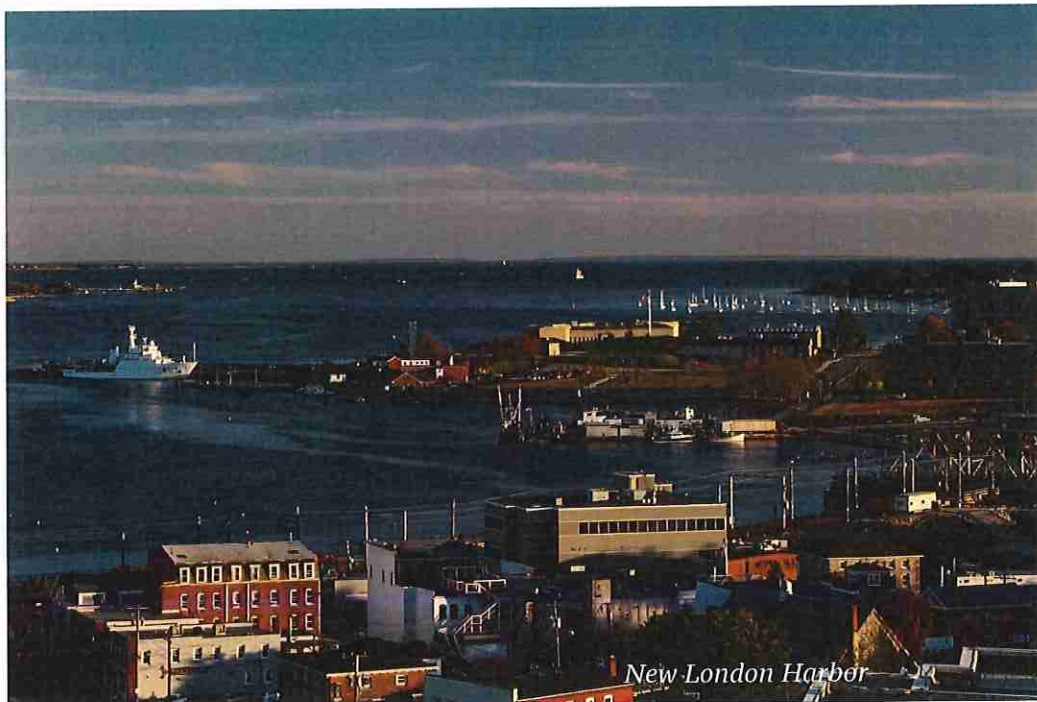
- Create a cohesive vision for economic development;
- Streamline the economic development and zoning/planning review process;
- Amend zoning regulations to encourage the types of land uses desired to expand, stabilize and revitalize the City;
- Continue to leverage state and federal funds to assess and clean up brownfield sites in order to return them to productive use;
- Support the rehabilitation and adaptive reuse of older buildings;
- Aggressively implement the recommendations of economic development plans;
- Support the role of tourism as a major component of economic development plans;





*Union Station*

- Capitalize on the City's multi-modal transportation systems/infrastructure;
- Remove or relocate uses on the waterfront that do not support effective utilization of coastal or water dependent resources;
- Reposition Fort Trumbull to capitalize on mixed-use markets that reflect current and future Connecticut economies and provide for regional employment or residential solutions;
- Create "Overlay" zoning districts that permit specific uses in designated areas, in combination with underlying zoning districts, in order to examine alternative development options;
- Expand the "Waterfront Development" zone in order to encompass more riverfront areas.



*New London Harbor*

## PROMOTE LIVABILITY

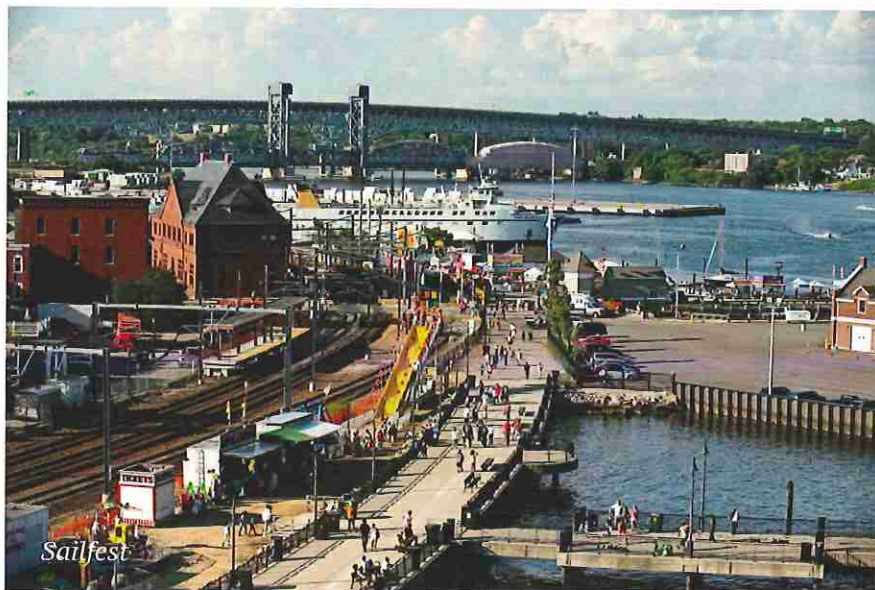
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New London has made great strides since the adoption of the 2007 POCD in creating an environment that offers a wide variety of amenities and opportunities to the residents and visitors in New London. The continued effort ensures that impacts to residential properties are minimized to the greatest extent possible while allowing successful nonresidential growth, achieving a healthy balance of residential and nonresidential growth.z

**NEW LONDON CAN CONTINUE THE POSITIVE PATH IT IS CURRENTLY ON TO PROMOTE CONTINUED LIVABILITY BY:**



- Support of the personal pride of the community in the City of New London;
- Provide an environment that encourages both visitors and residents of New London to feel safe and welcomed;
- Promote the City's multi-modal transportation hub, located in the City's downtown (including the ferry system, SEAT bus, Amtrak, Greyhound, Heritage Park Water Taxi, etc.);





- Citywide preservation and access to existing open space, parks the waterfront;

- Encourage investment in New London's youth by providing improved youth services, community centered services, improved sidewalks and improvements and investment in the school system;

- Promote events that bring visitors to the City (i.e. Sailfest, farmers markets, Flock Theatre, Hygienic Art Park, Celebration of Lights & Song, etc.);



## LEVERAGE ASSETS

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NEW LONDON IS A COMMUNITY DISTINGUISHED BY NUMEROUS ASSETS:



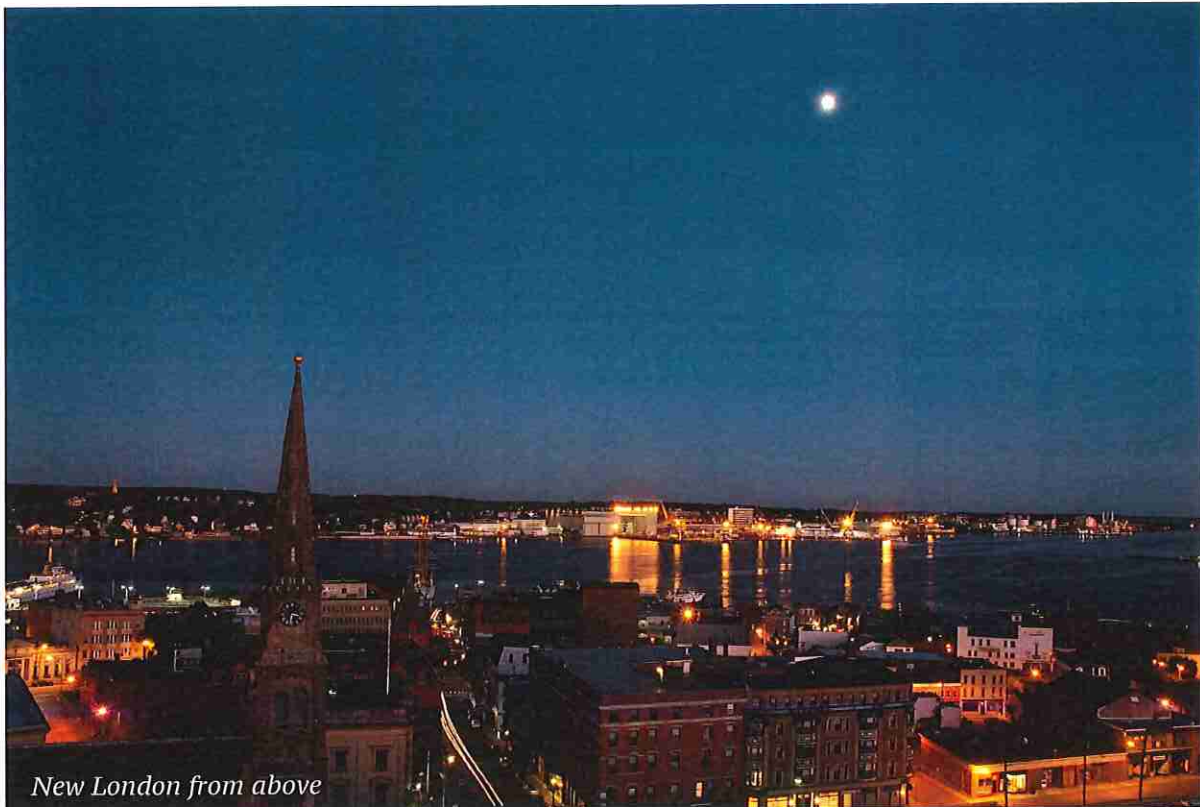
- Direct waterfront access for both industry and the general public;
- Regional employment center (defense and health care industries);
- Easy access to multi-modal transportation options with a regional transportation center (Amtrak, Shoreline East Commuter Rail, SEAT bus service, Greyhound, ferry service to Long Island, Fishers Island, and Block Island), taxi service;
- Deep Water Port (State Pier, City Pier, State Port Authority, Logistec Stevedoring);
- Walkable downtown area offering a variety of entertainment, shopping, and restaurant choices;
- A diverse population;

- A significant cultural and historic landscape;
- Varying opportunities for education and employment;
- Diverse housing stock (e.g. single family homes, condominiums, affordable housing, adult residential communities, etc.);
- Magnet schools that offer a variety of educational opportunities;
- Beaches and marinas with direct access to Long Island Sound and the Atlantic Ocean;



**THE CITY SHOULD CONTINUE TO LEVERAGE AND ENCOURAGE THE GROWTH OF NEW ASSETS BY:**

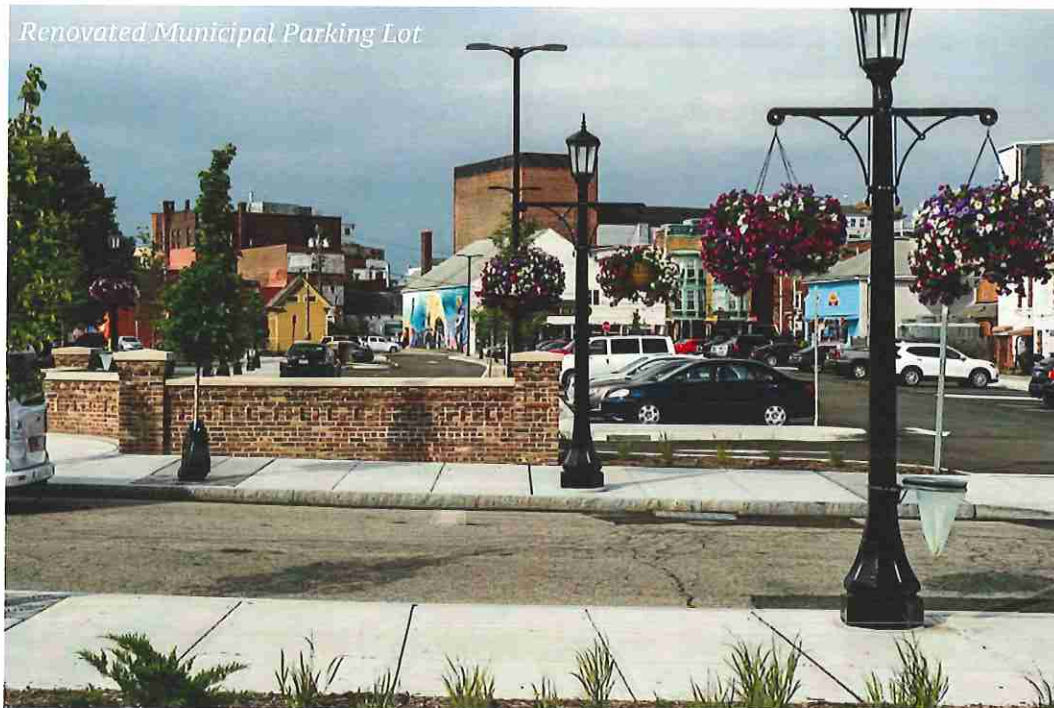
- Encouraging those individuals working in New London to move to the City by continued improvement in the school system, providing access to a variety goods and services, the continued support of development of varieties of housing; lower taxes etc.;
- Further preservation of historical resources as well as enhancement;
- Promotion of cultural opportunities;
- Restoration and conservation of open space, wetlands and parks;
- Encourage safer structures, energy efficiency for residents and businesses;
- Restoration and conservation of the City's waterfront;



## IMPLEMENT PLANS

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New London in the past decade has had plans but not always a strategy to implement them. The 2017 Plan provides for an action timeline, accountability, shows progress, and highlights areas where the City will need to look in the future improvement.



For the Plan to be successful it must be the result of a collaborative effort between New London, the residents, business owners, property owners, etc. This effort will successfully be accomplished by:

- Continued community teamwork with the City, its residents, City organizations, businesses and others who take pride in the City and its continued successful growth;
- Ensuring that the City has human resources who ensure that the goals and policies of the Plan are being implemented;
- Encouraging new businesses to move to New London by streamlining permit processes;
- Prioritize parts of the Plan based on the fiscal constraints of the City and ensures that future budgets address various City improvements (i.e. infrastructure);
- Take advantage of emerging land use trends, streamlining the process for applicants to obtain permits;



City of New London

# REINFORCING COMMUNITY STRUCTURE

## OVERVIEW

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Community structure is an important component of the Plan identifying the physical characteristics and predominant features of the community. It is how people of a community identify themselves as members of that community.

Despite its relatively compact size New London offers wide neighborhood diversity including mixed uses, single family homes, multifamily homes, older established neighborhoods (Shaw Street, Hodges Square), newly formed communities (Harbor Towers, Easy Street, Shaw's Landing) and the vision of future residential development (Fort Trumbull).

New London's variety includes modest single family homes, historic mansions, beach front vacation homes, apartment complexes, age-restricted (55+) communities, multi-family homes, mixed use, etc. As a result the City as a whole is made up of broad and diverse communities of residents across the full socio-economic spectrum.

An important part of the Plan for creating community structure is the use of zoning. The dominant features, uses, density etc. of a part of the City determined the prevailing zoning designation and allowed uses in the zone. Zoning has played an integral part in creating the existing landscape of current-day New London through the establishment of commercial zones, low density residential zones, medium and high density residential, industrial, waterfront based and mixed use. Residential zones are supported in many places by Neighborhood Business districts.

## RECOGNIZING NEIGHBORHOOD PLANNING DISTRICTS

The City of New London has been characterized as a community comprised of eclectic and distinct neighborhoods that range from the quiet, affluent areas surrounding the beaches of the southern part of the City to the changing, bustling, working-class neighborhoods that anchor the central core of the City.



These neighborhoods are one of the City's greatest assets and play a critical role in the way the City is perceived as an exciting place to live. The stability and vitality of these neighborhoods is a measure of the condition of the entire City and the quality of life for all of the City's residents. The importance of the City's housing stock and its residential tax base is of vital importance to the overall economy of the City.

The wide variety of multi-generational housing options available attract homebuyers, renters, and developers. The Plan advocates increased efforts to preserve and improve all of the City's neighborhoods.

Urban decline impacts the City. The Plan recognizes the trend in "Transit Oriented Development" (TOD) and Smart Growth as a way of promoting existing Community Structure and using the implementation plan to enhance and create Community facilities driven by TOD and Smart Growth:

- Create a more walkable/"bike-able" downtown and City;
- Improve neighborhood infrastructure and streetscapes that create a safe and inviting environment;
- Improve waterfront access along the shoreline of New London from the Downtown to Ocean Beach;
- Enhance existing City parks and create new greenspace;
- Support and promote the arts and entertainment;

Provide better public awareness of outdoor recreation areas available in the City (such as the Arboretum, Mitchell Woods, Riverside Park, Bates Woods, Veterans Field);

The City will identify focal points to inform strategies and polices to be included in the Implementation Plan;

### STRATEGIC PLAN

1. Inventory of infrastructure improvements prioritized by the condition and replacement timetable (including sewer, water, sidewalks, streetscapes, etc.);
2. Promote a variety of housing options to homebuyers, renters, and developers;
3. Promote public awareness of recreational options available to residents and visitors;
4. Enhance existing characteristics of, and create new opportunities for green space, pedestrian and bike trails and similar amenities;



## NEIGHBORHOOD DISTRICTS

Within clusters of zoning districts there exist "Neighborhood Districts" created by mutual physical characteristics, appearance, economic strength and other influences.

These "Neighborhood Districts" allow the Plan to identify the community structure and strategic plan of each district. These prominent Neighborhood Districts include:

- Hodges Square & Riverside Park Neighborhood District
- Historic Downtown & Waterfront District
- Waterfront District-Pequot Avenue Beach District
- Fort Trumbull Maritime & Mixed Use District
- Colman-Broad Street/Central Commercial District
- Hospital-Office-Residential Neighborhood District
- State Pier Industrial District

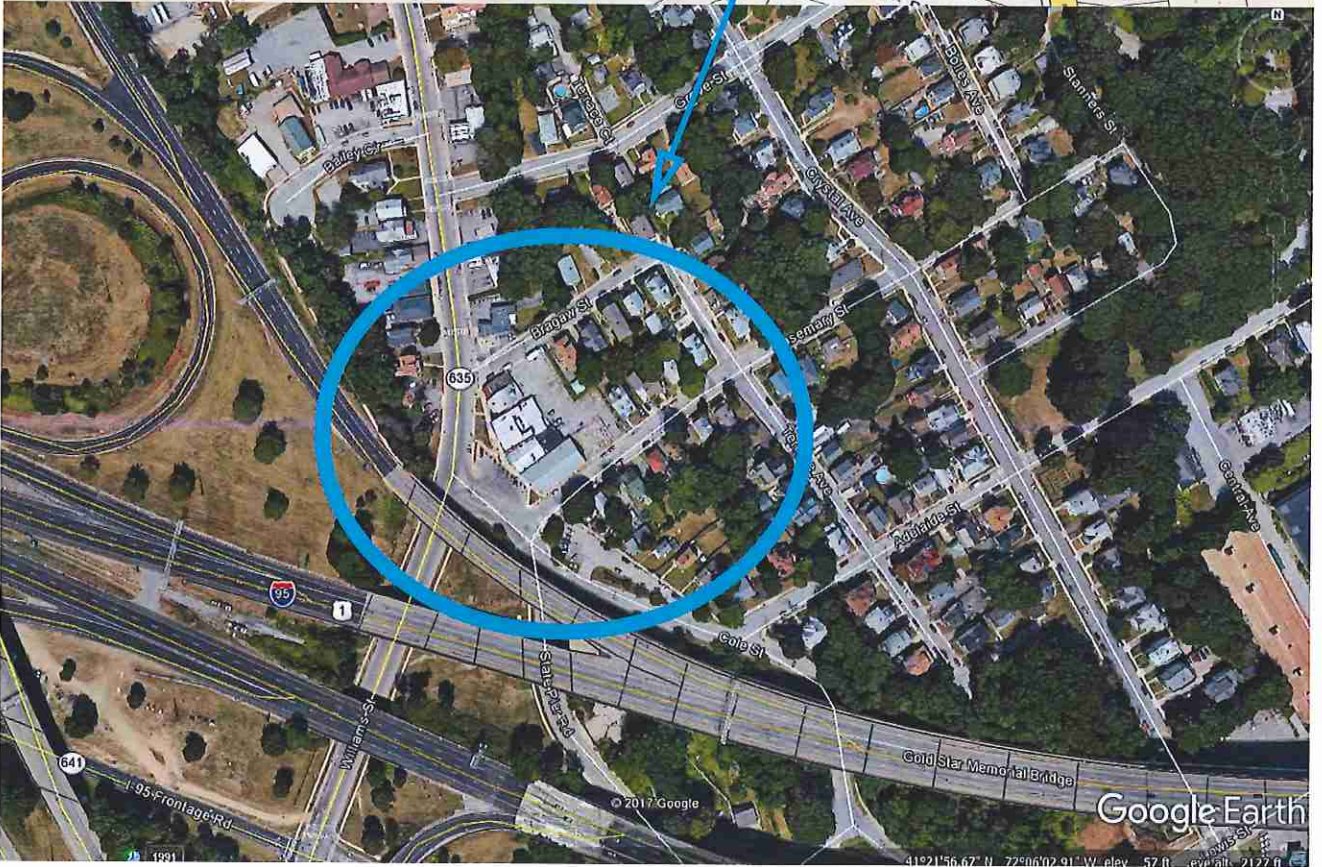
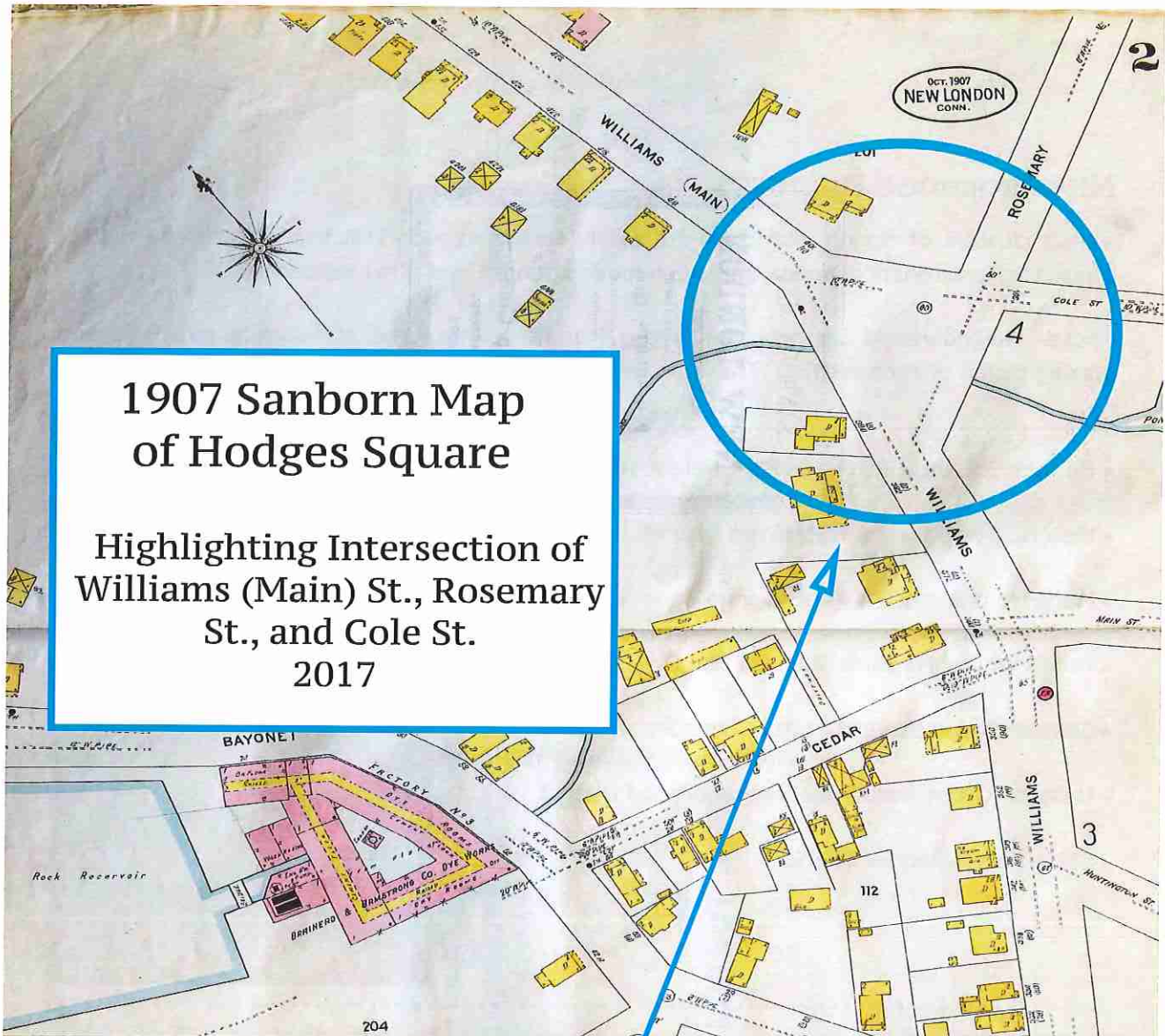


### STRATEGIC PLAN

1. Recognize individual "Neighborhood Districts" and the Community Structure of each;
2. Encourage those districts with a predominately residential character by the organization (or reorganization) of neighborhood groups;
3. Strive to lessen the number of social service delivery facilities in the downtown;
4. Develop strategies to minimize the impact of drug, alcohol, and other transitional residential uses on community character (indiscriminate placement, undue concentration, inadequate management and oversight);
5. Promote development in those districts that await development such as the Fort Trumbull Maritime & Mixed Use District;
6. Promote the key characteristic of each district, e.g. Historic Preservation and adaptive reuse of buildings in the Historic Downtown & Waterfront District; adaptive reuse of existing doctor offices in the Hospital-Office-Residential Neighborhood District;

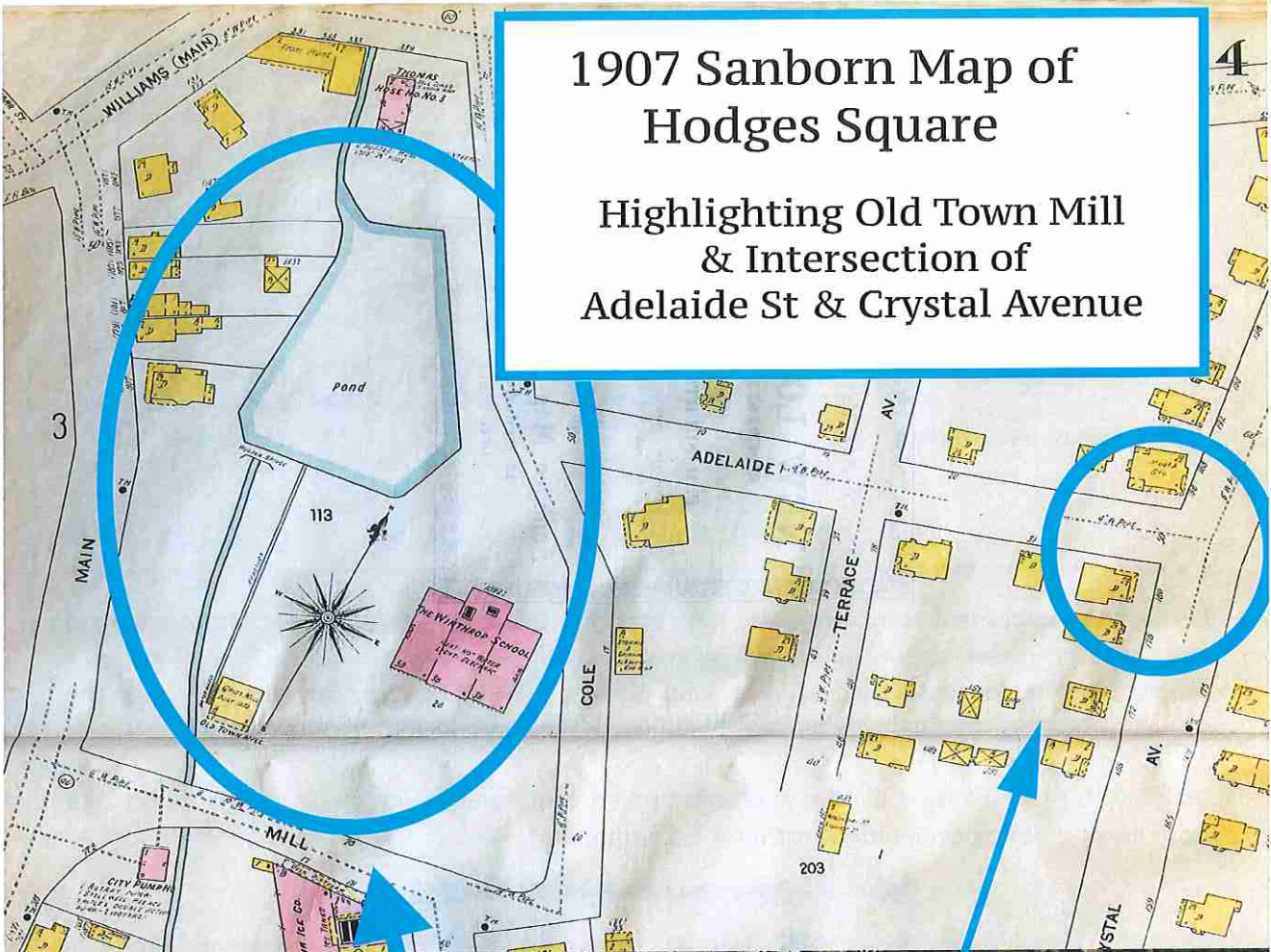
1907 Sanborn Map  
of Hodges Square

Highlighting Intersection of  
Williams (Main) St., Rosemary  
St., and Cole St.  
2017



# 1907 Sanborn Map of Hodges Square

Highlighting Old Town Mill & Intersection of Adelaide St & Crystal Avenue



Old Town Mill

Intersection of Adelaide St and Crystal Avenue



City of New London

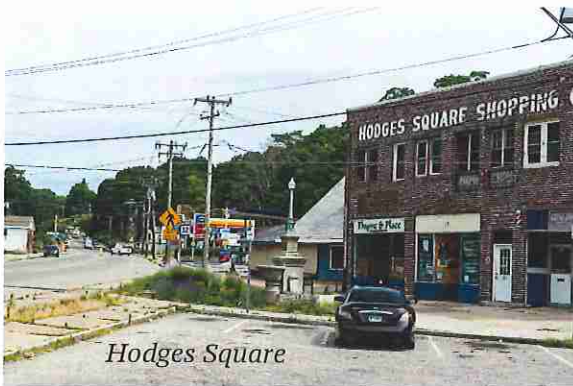
# ECONOMIC DEVELOPMENT

## OVERVIEW

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Economic development is a priority for New London. Expanded development offers new and diverse employment opportunities for residents. It does this by offering a more attractive variety of products and services, improving quality of life. Economic growth increases the tax base, secures the City's ability to provide necessary and desired services for all.

Recently the City of New London has undertaken a number of initiatives that support and promote economic development within the Community:



- Encouraged businesses located in the Foreign Trade Zone to take advantage of the benefit of their location;
- Created and implemented rental assistance and façade improvement programs for businesses in the Central Business District;
- Supported the rehabilitation and adaptive reuse of older commercial buildings;
- Encouraged the development of mixed use (residential and commercial) in the City;
- Promoted the Downtown Waterfront Park through seasonal events, festivals, and local entertainment;

- Received Brownfield Remediation Grants from the Environmental Protection Agency to that open parcels for redevelopment;
- Formalized the relationship of the City and the Renaissance City Development Association, to coordinate efforts towards economic development and growth of the tax base;

## SUPPORT ECONOMIC DEVELOPMENT

This Plan's principal economic development goal is to support and enhance employment opportunities and diversify and expand the City's tax base. In part, Strategic Elements of the Plan include retaining existing businesses and programs to support their growth while creating opportunities and incentives to attract new and diverse businesses and residential development.

### STRATEGIC PLAN

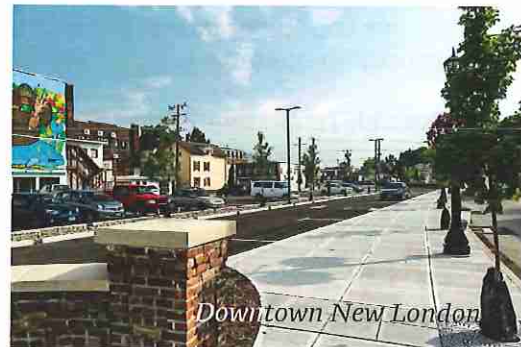
1. Promote the continued revitalization of the City's Downtown by encouraging property owners to upgrade their buildings;
2. Streamline the approval process by amending the zoning regulations. Consider increasing opportunities for administrative approvals;
3. Expand, retain and attract new retail, office and service businesses that provide the goods and services for residents and visitors to the City;
4. Continue to emphasize and support the creation of new tourist destinations in the City; improve and expand the use of existing destinations, attractions and support services within New London;
5. Showcase New London with civic events and activities;
6. Coordinate with the historic agencies (e.g. New London Landmarks, the Custom House Maritime Museum, the Shaw Mansion, and others) to market New London's history and promote tourism;
7. Review the Zoning Regulations and amend as necessary to support emerging local and regional markets. Consider "Form Based Zoning Principles and Practices";
8. Expand the use of the Downtown Waterfront Park for year round events;
9. Address the development and revitalization of the Interstate 95 corridor;
10. Encourage property owners to maintain and improve their property;

## SUPPORT COMMUNITY STRUCTURE

Economic activity consistent with the desired overall physical structure of the City shall enhance the overall quality of life in New London and support long term goals.

### STRATEGIC PLAN

1. Develop a detailed master plan and capital improvement program that establishes a vision and policies to guide the City's physical development over the next decade;
2. Encourage business development that complements current businesses;
3. Continue to support development and redevelopment of parcels in the Fort Trumbull area;
4. Encourage infill development in targeted development areas;
5. Support redevelopment and adaptive reuse of the City's existing historic structures;
6. Continue current efforts to remediate the City's brownfields; apply for grants, assign funding, provide support staff, and implement the area-wide plan, etc.;
7. When and where appropriate, offer incentives, including financial (e.g. tax abatements), to support expansion and improvement of existing businesses and to attract new businesses to targeted development areas;
8. Promote development opportunities of New London's waterfront that are compatible with the planned United States Coast Guard Museum;



## FACILITATE NEW ECONOMIC DEVELOPMENT

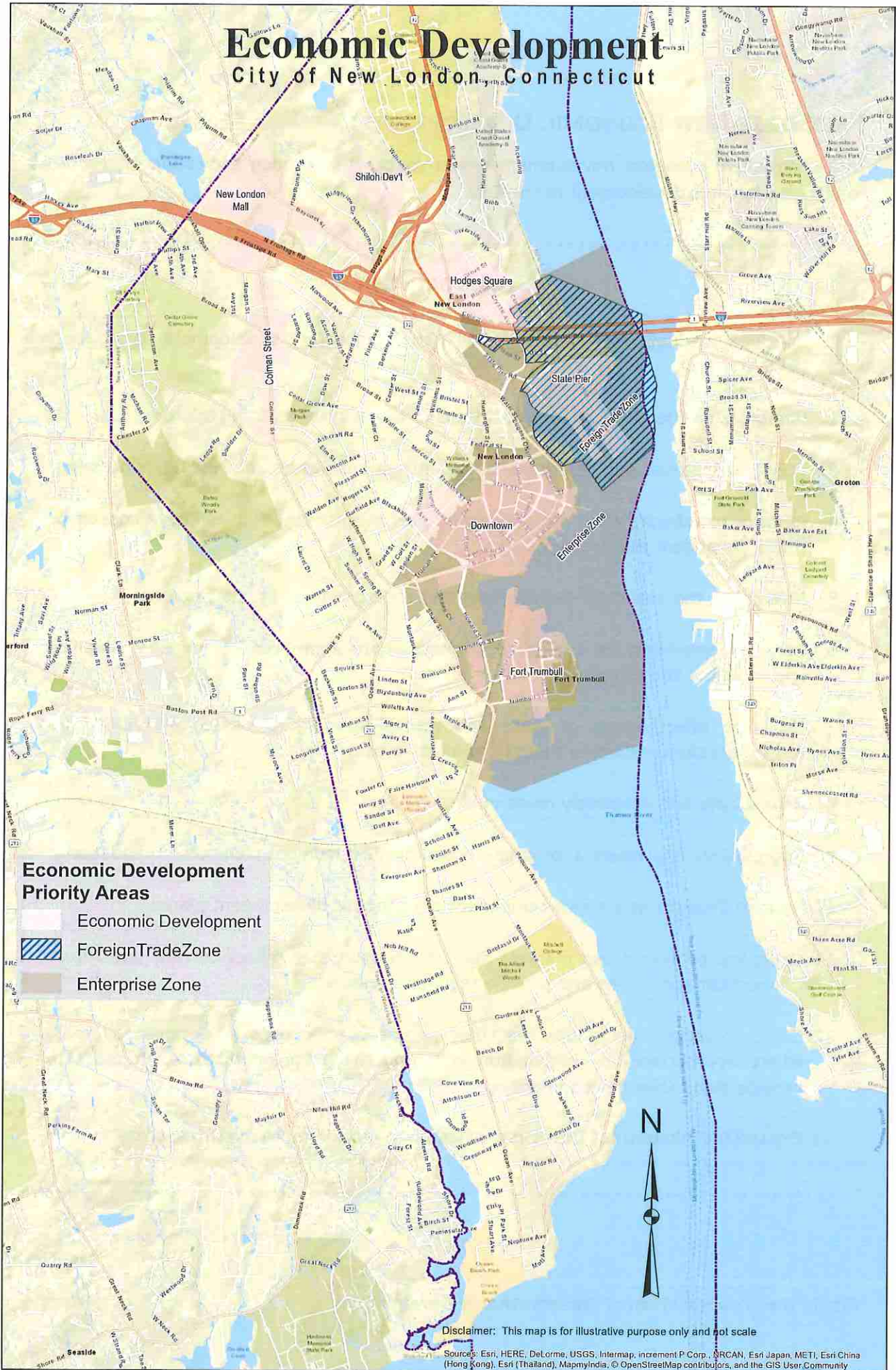
In a competitive economic development environment, New London dedication of resources to attract economic development to the City.

### STRATEGIC PLAN

1. Continue working effectively with the Renaissance City Development Association (RCDA);
2. Capitalize on the City's multi-modal transportation systems/infrastructure;
3. Utilize all methods and resources to help attract businesses and retain businesses;
4. Remove or relocate from the waterfront uses inconsistent with effective coastal or water dependent resource utilization;
5. Streamline the economic development and zoning/planning review process;
6. Consider amending the zoning regulations where appropriate to expand, stabilize and revitalize the City;
7. Maximize effectiveness of state and federal funding to assess and clean up brownfield sites, returning them to productive use;
8. Rehabilitate and adaptively reuse older buildings;
9. Aggressively implement appropriate economic development plan recommendations;
10. Support Tourism as a major component of economic development plans;
11. Capitalize on mixed-use markets at Fort Trumbull that reflect current and future Connecticut economies and provide regional solutions.
12. Create "overlay zoning districts" that permit specific uses in designated areas, where appropriate, in combination with underlying zoning districts, in order to provide alternative development options;
13. Expand the "Waterfront Development" zone to include more riverfront areas;

# Economic Development

## City of New London, Connecticut



Disclaimer: This map is for illustrative purpose only and not scale

Sources: Esri, HERE, DeLorme, USGS, Intermap, increment P Corp., SRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand), Mapnyndia, © OpenStreetMap contributors, and the GIS User Community





City of New London

# GUIDE HOUSING DEVELOPMENT

## OVERVIEW

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New London historically has welcomed people from a variety of cultures and backgrounds. This is reflected in the City's very diverse inventory of housing opportunities.

Previous plans view housing as an important factor in attractiveness of the City as a quality residential community.

- Support programs that maintain and enhance the quality and character of residential neighborhoods;
- Encourage the preservation and rehabilitation of existing housing stock;
- Support a variety of housing;
- Support additional market rate housing.

## PROMOTE NEIGHBORHOOD STABILITY

Many factors contribute to neighborhood stability. Some of the key components are:

- design elements that present safe/walkable, pedestrian oriented streets and sidewalks;
- properly maintained properties;
- public spaces
- reasonable taxes ;
- home ownership.

New developments such as Harbour Towers, City Flats, and the rehabilitation of Belden Street by H.O.P.E. are examples of previously blighted and under-performing residential neighborhoods that have been transformed through homeownership and private investment.

Aggressive support of recent public and private investment in the downtown must also be sustained. The renovation of our valuable inventory of historic buildings into high end apartments with neighboring mixed use amenities will continue to make an attractive and thriving downtown. This creation of a “live/work/play” environment is attractive to millennials and empty-nesters who desire housing opportunities within a short distance of employment centers, multimodal transportation options, restaurants and shops.

### STRATEGIC PLAN

1. Promote neighborhood stability and quality of life;
2. Encourage and sustain active neighborhood groups;
3. Continue efforts to increase home ownership;
4. Support efforts by developers and property owner to adaptively reuse properties and renovate under-utilized and vacant buildings;
5. Consider thoughtful development of multi-family development, where appropriate;
6. Consider modification of the zoning regulations, particularly where properties are adaptively reused;
7. Assertively support abatement of blighted properties;
8. Apply for grants and other government and private funding for residential improvements;
9. Reactivate the NiPIT program, Neighborhood Interdiction Program Inspection Team, to proactively enforce Building, Fire and Health Code regulations;
10. Create an educational opportunities for homeowners to understand code requirements, improvements, etc.;
11. Consider adaptive residential reuse of larger nonresidential/nonconforming buildings in residential neighborhoods;

*Harbour Towers*



## GUIDE HOUSING DEVELOPMENT

Increased demand for housing in the region necessitates that the City take proactive steps to determine locations within neighborhoods that will support a variety of housing opportunities. It is important to ensure that any future housing does not adversely impact the character or quality of life in the surrounding area.

The Plan should direct housing to areas already served by proper utilities and transportation infrastructure. Location of multi-family housing in these targeted areas will assist in promoting active and vibrant commercial uses.

Positive residential development includes:

- Promotion of single family homes and revitalization of homes in blighted neighborhoods;
- Adaptive reuse of larger historic homes for Bed & Breakfast Inns, where appropriate;
- A mixed-use downtown using concepts such as Smart Growth, In-Fill and live/work/play neighborhoods;

*Mansfield Apartments*



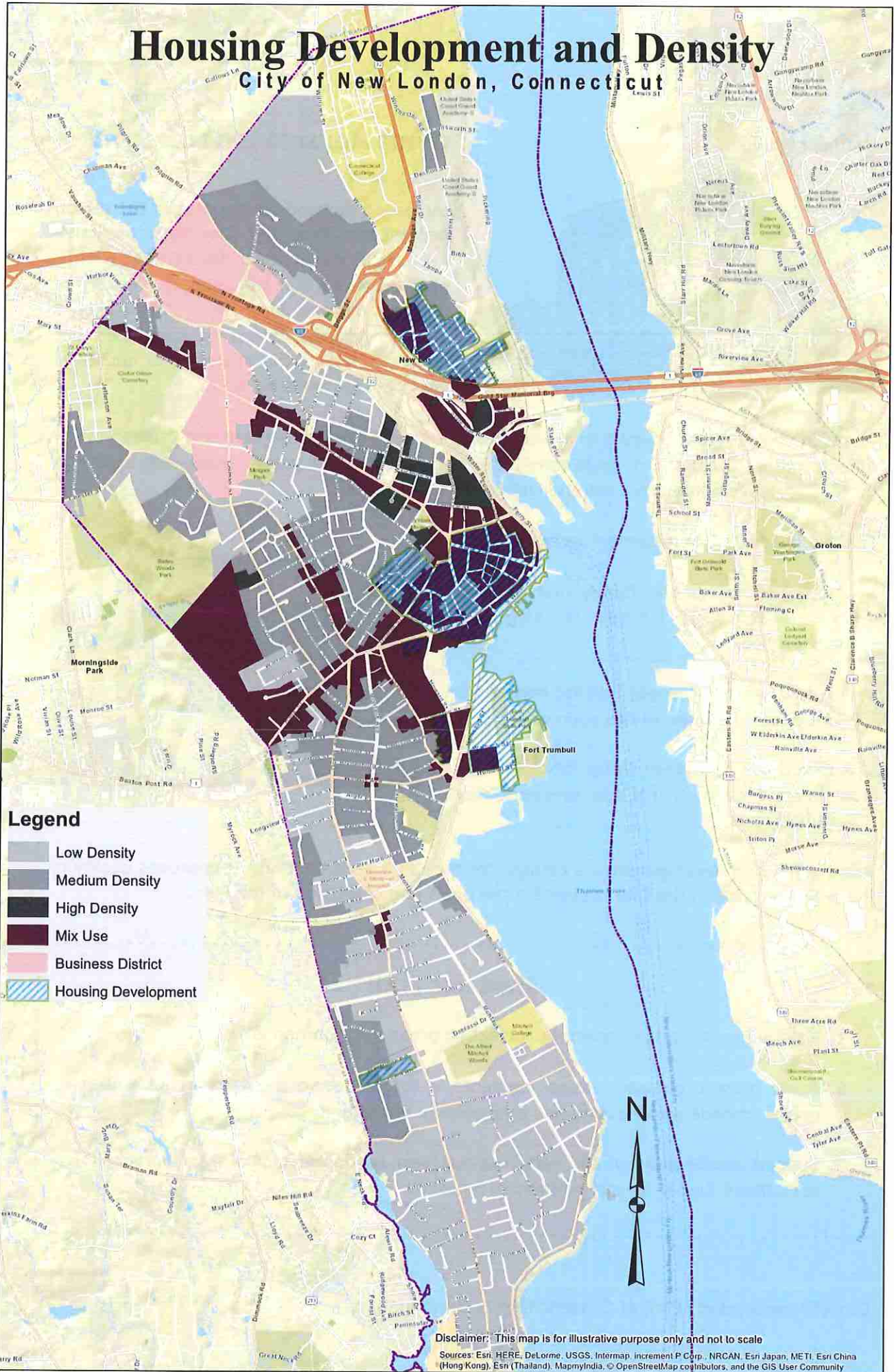
Positive housing development is a catalyst for the City's revitalization. It improves quality of life and civic pride in the City supporting the goals and objectives of the Plan.

### STRATEGIC PLAN

1. Maintain existing open space as recreation areas neighborhoods;
2. Apply "New Urbanism" design elements in future development to create walkable neighborhoods with housing and employment opportunities.
3. Support modification of the Fort Trumbull/New London Municipal Development Plan to facilitate higher density residential housing.

# Housing Development and Density

## City of New London, Connecticut



### Legend

- Low Density
- Medium Density
- High Density
- Mix Use
- Business District
- Housing Development

Disclaimer: This map is for illustrative purpose only and not to scale  
 Sources: Esri, HERE, DeLorme, USGS, Intermap, increment P Corp., NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand), MapmyIndia, © OpenStreetMap contributors, and the GIS User Community



City of New London

# MANAGE UTILITY INFRASTRUCTURE

## OVERVIEW

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The availability of infrastructure, including water, sanitary sewer, stormwater drainage, electric, natural gas, and communications will help support critical reinvestment and economic growth.

### SUPPORT COMMUNITY STRUCTURE

Utility infrastructure should support not only the desired development patterns and objectives for the City, but also improve and upgrade utilities in areas of the City where existing utilities are inadequate.

#### STRATEGIC PLAN

1. Continue to provide proper infrastructure (water, sewer, electric, natural gas, and communications) in support of the City's economic development goals. Seek opportunities to explore alternative sustainable energy resources;
2. Prioritize and phase infrastructure projects in the City with an emphasis on areas with the greatest improvement and upgrade;



## IMPROVE INFRASTRUCTURE SYSTEMS

Reinvestment in existing utility infrastructure must support the desired development patterns and objectives of the City. This policy is consistent with Smart Growth principles and practices. Substandard infrastructure should not dictate development decisions. Rather, the City should ensure where existing infrastructure is not sufficient, that these deficiencies are addressed in a manner to support economic growth.

New London's Zoning Regulations should include the Connecticut Stormwater Quality Manual (200current State storm water "Best Management Practices" and Municipal Separate Storm Sewer System (MS4) Permit Criteria for storm water management.

Improvements in the City's infrastructure should be designed to embrace Transit Oriented Development (TOD). TOD is a high-density, mixed-use and/or residential or commercial area designed to maximize access to public transportation and major employment centers. TODs often incorporate pedestrian design elements that encourage walking and biking to work, thereby reducing traffic congestion, emissions and improving public health.

### STRATEGIC PLAN

1. Implement strategies to conserve water and educate the public about water conservation;
2. Improve the wastewater treatment system to address issues related to water quality, combined sewer/storm overflows, inflow/infiltration and capacity constraints;
3. Continue to improve the stormwater system to comply with water quality requirements;
4. Seek opportunities to implement developmentally appropriate "low impact development" (LID) techniques that promote infiltration into the ground as opposed to using drainage pipes, especially in outlying areas;
5. Support the development of a City-wide high-speed broadband internet system as a communication tool for government, businesses and residents;
6. Embrace wireless communication systems to take advantage of smartphone technology and Wi-Fi systems;
7. Enhance system reliability and the capability to recover from disruptions;
8. Expand the natural gas system. Explore and encourage the use of fossil fuels alternatives;
9. Expand the public water supply system;



City of New London

# ENHANCE COMMUNITY CHARACTER/SPIRIT

## OVERVIEW

Community Character is a reflection of the structure and physical characteristics of a community whereas Community Spirit reflects a community's sense of pride and love of the community.

Both of these qualities are important to the livability of the community, overall quality of life and improved property values.

### ENHANCE PHYSICAL CHARACTER

The physical character, personality, and appearance of the City are important to City residents, visitors, employers and employees. Enhancement of the physical character of the City is of the utmost importance.

#### STRATEGIC PLAN

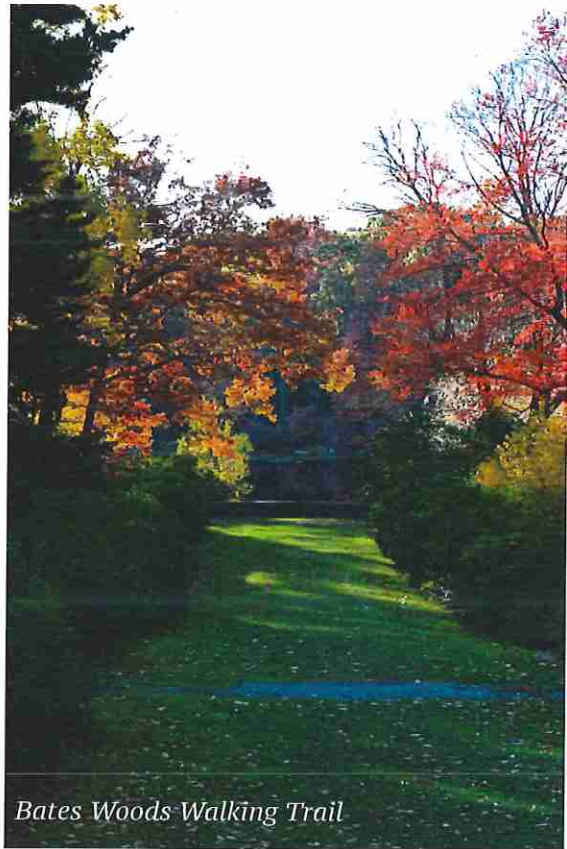
1. Continue support of organizations within the City responsible for beautification efforts;
2. Continue City gateway enhancement;
3. Improve directional and interpretive signage to assist visitors enjoying the City;
4. Enhance the aesthetics of existing parks, streets, parking areas, and municipal buildings;
5. Create a planting and maintenance plan for street trees in areas of the City that lack tree canopy;
6. Create a tree planting program to encourage property owners to enhance their properties;
7. Create a lighting plan standard for City streets and properties, with objectives of reducing light pollution and improving energy efficiency and aesthetics;

## PRESERVE AND ENHANCE SCENIC ROUTES

New London has a number of scenic routes. These scenic routes include areas that are accessed not only by cars but by bikes, pedestrians, mariners and other modes of transportation.

### STRATEGIC PLAN

1. Create an official scenic route plan for the City that would include vistas and access to them;
2. Identify and improve scenic routes by installing directional and interpretive signage (e.g. bike lanes, pedestrian paths, sidewalks);





## EXPAND COMMUNITY EVENTS

Community events in the City are a mechanism to encourage visitors, residents, employers and employees to stay and enjoy the City.

New London has a wide variety of citywide community events throughout the year; every season provides an opportunity to enjoy events. New London hosts many events in addition to its renowned annual Sailfest.

### STRATEGIC PLAN

1. Continue working with various City event organizers;
2. Market to event organizers beyond the City's boundaries;
3. Create bulletin board space at Gateways to identify upcoming City events;
4. Expand the promotion of the City through social media to identify upcoming City events;



## MAINTAIN AND ENHANCE QUALITY OF LIFE

Quality of life for residents and workers in New London is a priority of the City.

Promote a sense of pride to residents, property owners, employers and employees by enhancing the City's appearance, economic opportunities, and access to scenic parts of the City.

### STRATEGIC PLAN

1. Protect residential neighborhoods by limiting commercial sprawl while considering wise use of mixed-use in those districts;
2. Encourage neighborhood groups in the City;
3. Address the homeless issue in the downtown and throughout the City;
4. Provide homeowners with opportunities for home improvements;
5. Use blight ordinance to address properties throughout the City that have a negative impact;
6. Strive to lessen the number of social service delivery facilities in the downtown;
7. Develop strategies to minimize the impact of drug, alcohol, and other transitional residential uses on community character (indiscriminate placement, undue concentration, inadequate management, and oversight);
8. Strengthen community-based policing/code enforcement;





City of New London

# PROVIDE FOR COMMUNITY FACILITIES

## OVERVIEW

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Community Facilities enhance the livability of New London where services are provided for residents, property owners, employees, employers and visitors. Providing an appropriate mixture of Community Facilities that address the community needs will make New London a better place to live and work.



## MAINTAIN ADEQUATE COMMUNITY FACILITIES

Physical buildings and sites for community facilities must adequately meet present and anticipated future needs. Economy and efficiency are important goals for facility planning as they affect New London's ability to maintain and improve community facilities.

### STRATEGIC PLAN

1. Continue to provide and maintain community facilities and programs such as the Martin Center, Senior Center, Boys and Girls Club and New London Recreation Programs;
2. Continue to evaluate and prioritize municipal facility needs;
3. Explore and capture opportunities to consolidate activities between school and municipal operations (facility use, building maintenance, grounds maintenance, and funding);
4. Review and research the use of reserve funds, community development grants and other funding mechanisms to help provide municipal facility lifecycle maintenance and improvement;
5. Prepare and implement a handicapped accessibility plan for all municipal buildings;
6. Provide and support the provision of a full spectrum of quality educational facilities and services to meet the needs of all segments of the City's population;



## IMPLEMENT NEW SERVICE TECHNOLOGIES

Modern technology allows for the use of new tools for providing information and services to residents, businesses, and their employees. These opportunities should continue to be explored, implemented and enhanced.



### STRATEGIC PLAN

1. Expand the use of technology to offer:
  - a. on-line services to inform residents of community news, alerts, requests for service;
  - b. to alert appropriate parties of problems;
  - c. to coordinate activities and management across municipal functions;
2. Maintain and improve the City's Geographic Information System (GIS);
3. Provide online public access to the City's GIS;
4. Provide Citywide wireless internet access for residents, visitors, businesses and their employees;

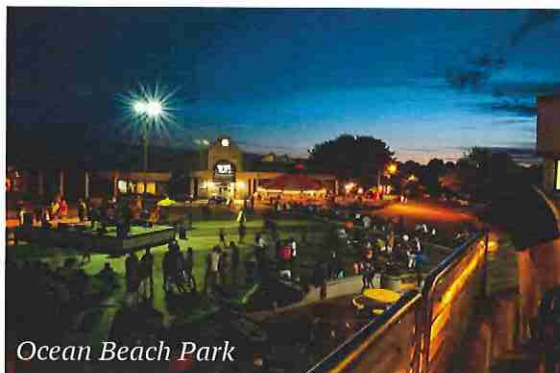
## ENCOURAGE AND SUPPORT OTHER FACILITIES

In addition to municipal facilities, there are a number of other facilities that are maintained by public and private organizations that contribute to the overall livability of the City. These facilities should also be promoted and supported.



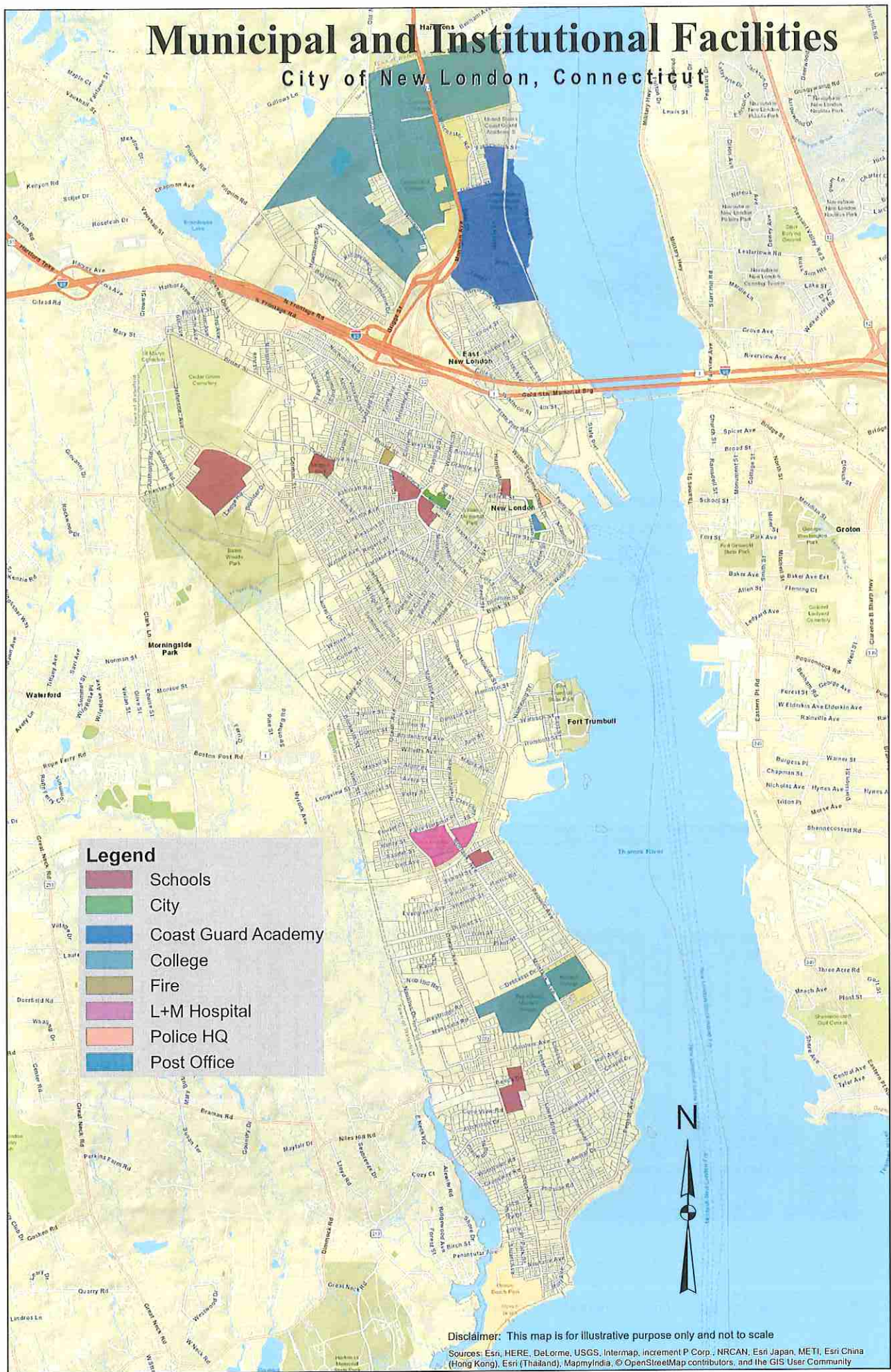
### STRATEGIC PLAN

1. Encourage multipurpose use of facilities and continued cooperation between public and private agencies. The delivery of a wide variety of recreational and community service programs and services to City residents;
2. Support educational organizations such as pre-Kindergarten to twelfth grade schools, adult education and colleges/universities;
3. Continue to support the existing operations and the anticipated improvements to the New London Public Library;
4. Support health and medical organizations;
5. Support the abundant variety of art and cultural organizations;



# Municipal and Institutional Facilities

## City of New London, Connecticut





City of New London

# ENHANCE OPEN SPACE/GREENWAYS

## OVERVIEW

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Open Space and Greenways are an essential element in maintaining the Community Character of New London. New London's compact 5.5 square miles are predominately urban in character. Unlike more spacious communities, New London must maintain and enhance existing open space and explore opportunities to create additional open space. To make the City more walkable and bikeable, opportunities should be explored to link various parts of the City by creating "greenways".





## MAINTAIN EXISTING OPEN SPACES

The variety of existing open spaces in New London contribute to the livability of the City for residents, visitors, employers and employees. Open spaces support both passive and active recreation, education, and outdoor areas for residents who live in parts of the City that have limited access to parks.



### STRATEGIC PLAN

1. Maintain and improve existing open spaces and parks;
2. Expand existing parks and open spaces (such as Bates Woods, Riverside Park) as opportunities arise;
3. Develop a "Master Parks Plan" that inventories parks, open space areas, and amenities. Assess current and future infrastructure needs;
4. Explore grant opportunities in existing parks for:
  - design and construction of walking trails and exercise paths;
  - interpretive signage;
  - educational purposes;
5. Create a neighborhood park program to develop open greenspace and recreational spaces in the downtown and dense/urban parts of the City that presently lack this space;
6. Focusing on City-owned property primarily, the City should also offer tax incentives to property owners to create park space on underdeveloped lots in the City. Identify properties for which such treatment would be appropriate;
7. Create a City plan to address the menace of invasive plants;

## CREATE AN OPEN SPACE SYSTEM

The value of New London's open space system increases dramatically when they are interconnected with greenways.

Plans exist to connect the Downtown Waterfront Park with Fort Trumbull using greenway paths. Additional greenway plans are being considered that would link Connecticut College and the Coast Guard Academy to Hodges Square and the Downtown, as well as Bates Woods with Ocean Beach Park.

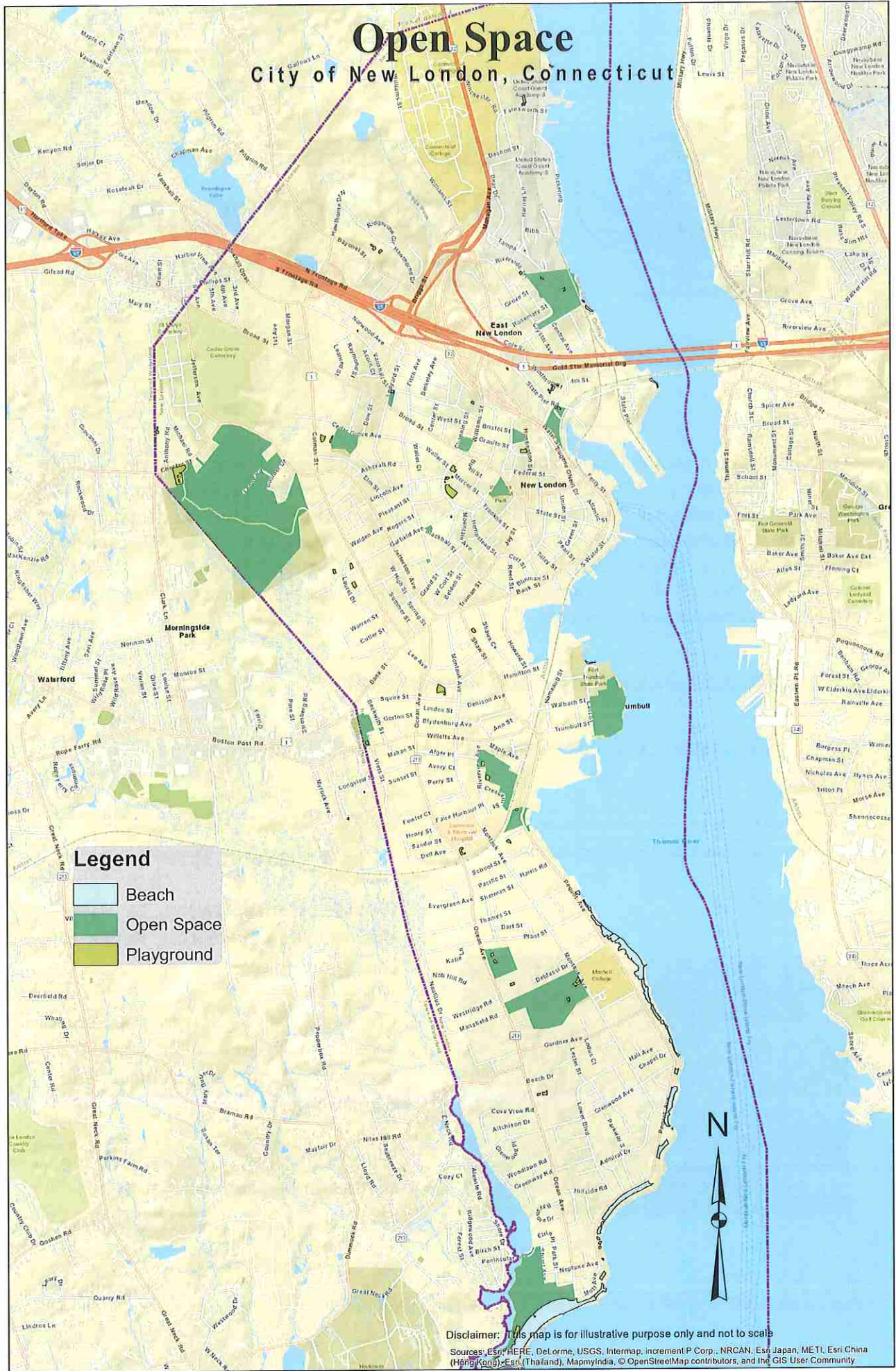
### STRATEGIC PLAN

1. Create an overall interconnected city wide open space/trail network with "greenways" on land and "blueways" on water;
2. Create a municipal land acquisition fund to support future purchase, enhancement or expansion of open spaces;
3. Expand existing parks and open spaces (such as Bates Woods, Riverside Park) as opportunities arise;
4. Seek federal and state programs to assist the City to purchase, enhance or acquire future open space;
5. Partner with other municipalities to create programs that link the communities with open space, greenways or blueways;
6. Encourage neighborhood programs so that residents can adopt a neighborhood park;



# Open Space

## City of New London, Connecticut



**Legend**

- Beach
- Open Space
- Playground



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# ADDRESS TRANSPORTATION / MOBILITY NEEDS

## OVERVIEW

The livability of a community is affected by the transportation options available (walking, bicycle, transit, etc.). The design and maintenance of transportation systems is a key element in providing for the safe and efficient mobility of visitors and residents. In part, people develop their perception and appreciation of a community's values based on what they experience at street level. New London must be pro-active to ensure that the design and maintenance of all transportation systems and services are appropriate for the scale and type of development in the area.

### ESTABLISH AND MAINTAIN A BALANCED TRANSPORTATION SYSTEM

Transportation systems and services within the community are an important factor in it's:

- Growth
- Economic development opportunities
- Sustainability



*Bike Race*

#### STRATEGIC PLAN

1. Provide transportation to meet the mobility and access needs of the community;
2. Create a balanced transportation system that addresses pedestrian, bicycle, vehicle and transit needs;
3. Where possible, enhance existing streets to be "complete streets";

## ADDRESS ROADWAY NEEDS

Substandard transportation infrastructure and services should be identified and addressed on a priority basis.



### STRATEGIC PLAN

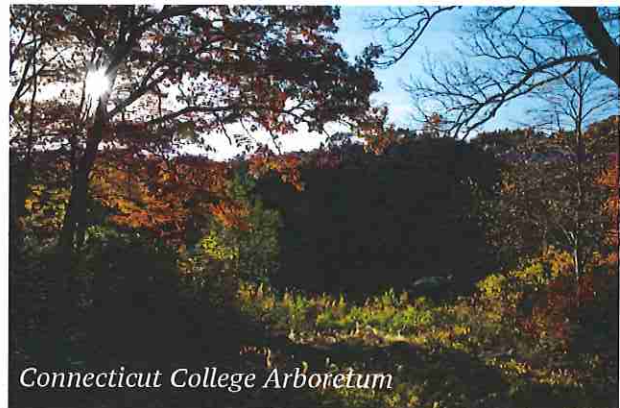
1. Improve access in and around the City's downtown, residential and commercial area;
2. Encourage the establishment of roadway connections where beneficial to the Community;
3. Work with Connecticut Department of Transportation to create more driver-friendly access to businesses located along the I-95 corridor;
4. Address unsafe/hazardous roadway stretch in the area of Mohegan Avenue and Williams Street near Connecticut College;
5. Explore alternative access for motorists to park downtown, without creating hazards for other motorists, pedestrians or bicyclists;
6. Create a traffic signal and pedestrian crossing maintenance plan;
7. Continue to maintain and improve roadways to extend their useful life and minimize the need for corrective reconstruction;

## ENHANCE PROVISION FOR PEDESTRIANS AND BICYCLES

Successful and vibrant communities invest in pedestrian and bicycle improvements because they enhance the livability and quality of life for the community. New London should seek to do the same. Sidewalk systems in more densely populated areas of the City should be considered a priority. Sidewalk systems in less densely populated areas should be considered on an individual basis, as they might relate to the nature of existing or proposed development.

### STRATEGIC PLAN

1. Increase opportunities for walking and bicycling and promote these as viable transportation choices.
2. Identify areas in the City that could safely and effectively support bike lanes and create a program to fund and implement the desired improvements.
3. Identify priority areas in the City for sidewalk and curb repairs. Create a program to fund and implement the desired improvements.
4. Identify areas in the City lacking in safe bike lanes and mean by which they may be installed (narrowing roadways).
5. Safe crosswalks are important, and should be incorporated



## ENHANCE TRANSIT SERVICES

Transit services (such as buses, trains, and ferries) are an important part of the transportation system. The City is served by the Southeast Area Transit (SEAT) system providing bus service within New London and to neighboring communities.

New London also has a multi-modal transportation hub in the downtown offering rail, ferry, water taxi and bus service.

### STRATEGIC PLAN

1. Encourage increased commuter rail services between New London to New York City, Providence and Boston and other places;
2. Encourage the use of ferry and water taxi service;
3. Expand use of freight rail as an alternative to over the road transit;



*Parade Plaza & Union Station*



*Deep Water Port*



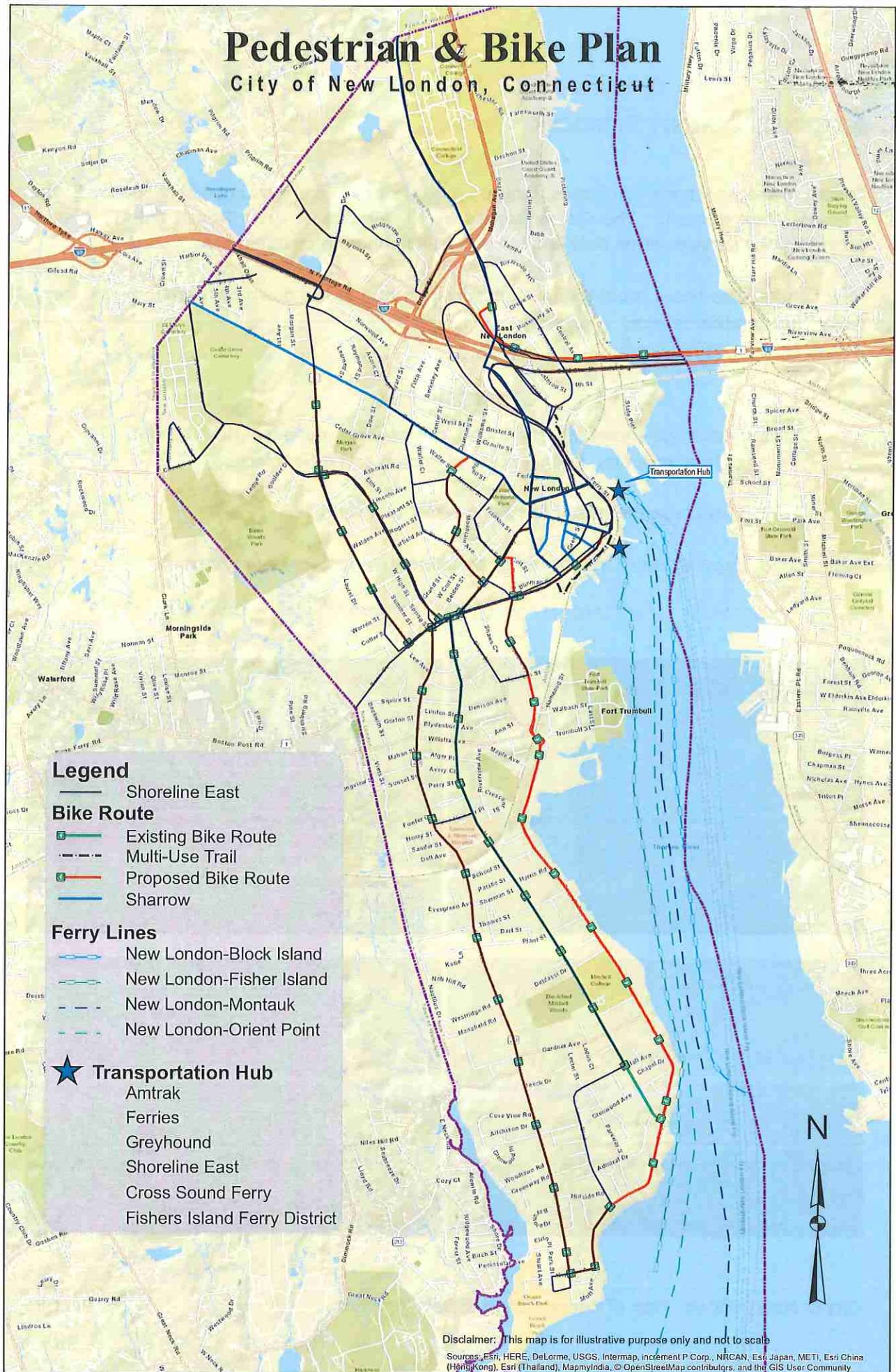
*Ferry & Water Taxi Services*



*Fort Trumbull Pier*

# Pedestrian & Bike Plan

## City of New London, Connecticut

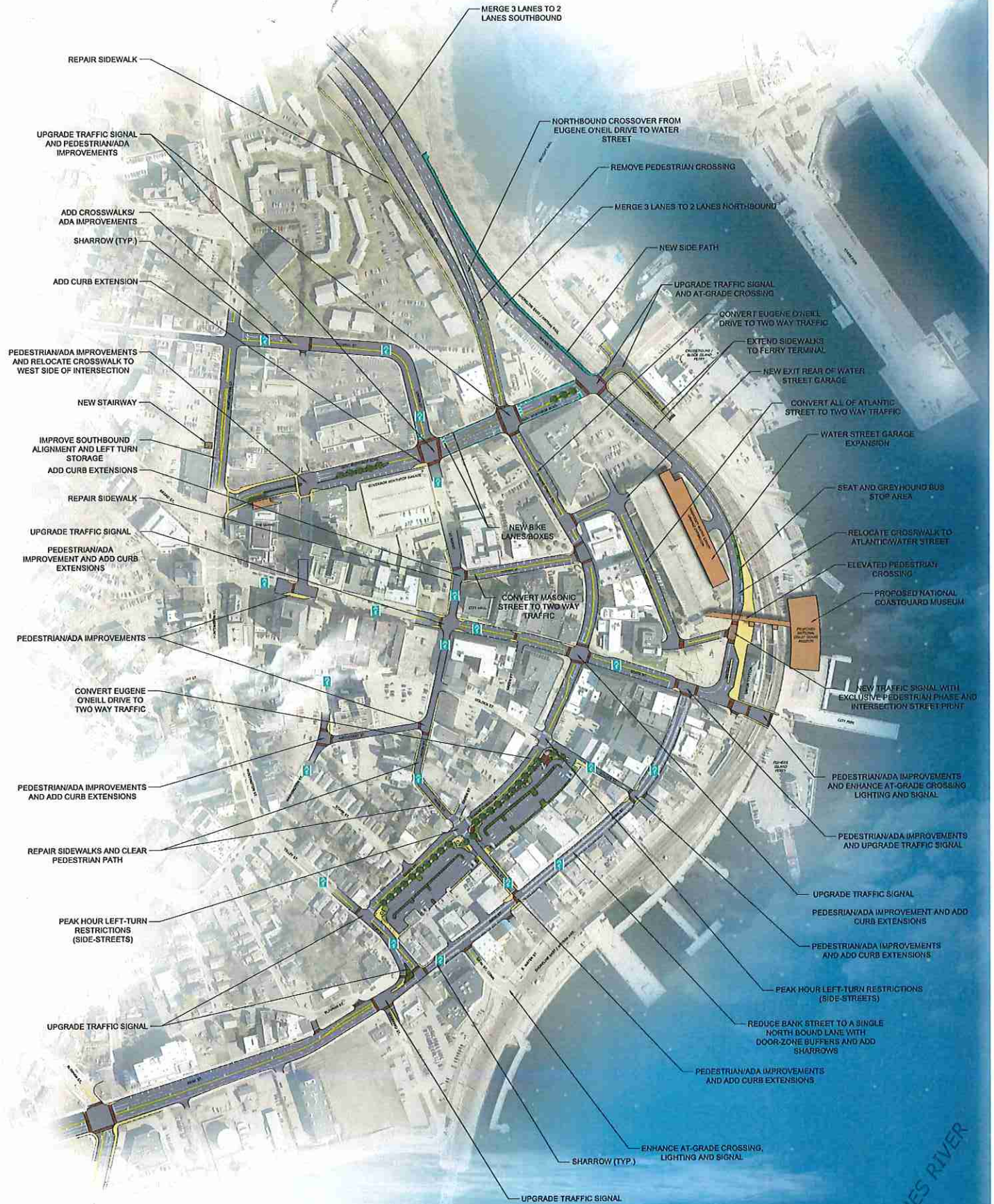


### Legend

- Shoreline East
- Bike Route**
- Existing Bike Route
- Multi-Use Trail
- Proposed Bike Route
- Sharrow
- Ferry Lines**
- New London-Block Island
- New London-Fisher Island
- New London-Montauk
- New London-Orient Point
- Transportation Hub**
- Amtrak
- Ferries
- Greyhound
- Shoreline East
- Cross Sound Ferry
- Fishers Island Ferry District

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**PROPOSED IMPROVEMENTS: DOWNTOWN NEW LONDON TRANSPORTATION AND PARKING STUDY**  
 Prepared by Milone and MacBroom

THAMES RIVER



City of New London

# HISTORIC ASSETS

## OVERVIEW

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The City of New London has an extremely rich historical and cultural legacy, dating back to well before its settlement in 1646. This legacy is a unique and important local and national asset.

### PROTECT HISTORIC RESOURCES

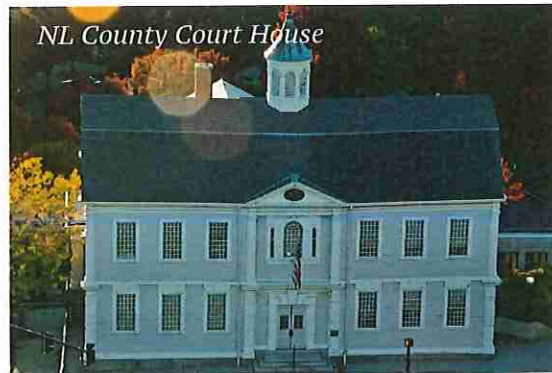
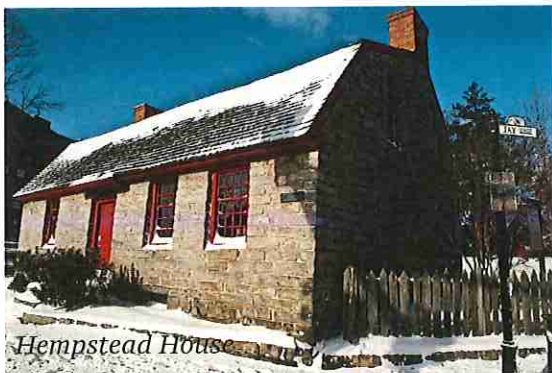
Historic resources are one of New London's greatest assets. Continued preservation and promotion of them enhances quality of life, supports the economic drivers of business development and tourism, as well as provides educational opportunities.

The City and advocates of historic preservation continue to protect historic resources while promoting them as an integral component of the City's economic development programs.



## STRATEGIC PLAN

1. Protect and preserve historic resources:
  - Consider establishing Village Districts as permitted under Section 8-2j of the Connecticut General Statutes;
  - Nominate appropriate sites for the National and State Registers of Historic Places;
2. Improve, expand and promote programs to protect historic buildings, neighborhoods, sites, parks and architecturally significant structures. This includes endangered historic assets;
3. Investigate potential methods to encourage historic property restoration and rehabilitation;
4. Support the pursuit of private and public funding for use by owners of historic buildings for restoration and rehabilitation;
5. Consider preparing a City cultural resources plan;
6. Identify and promote areas of the City that are of distinctive character, landscape, or historic value that aren't presently considered Historic Assets;
7. Support the flexible and reasonable application of various codes to historic structures where such application is allowed and will not affect safety;
8. Encourage partnerships within the City that recognize and protect the City's historic assets;
9. Create a New London tourism committee dedicated to promoting the City and its many historic attractions;

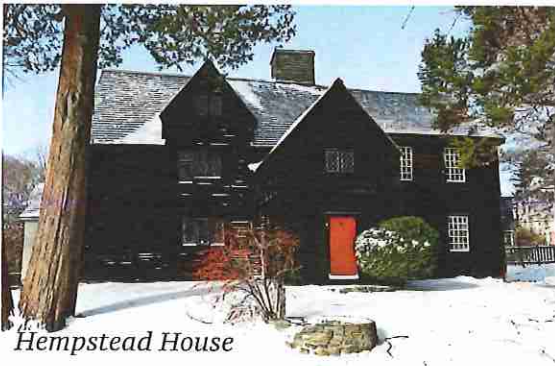


## SUPPORT HISTORIC PRESERVATION EFFORTS

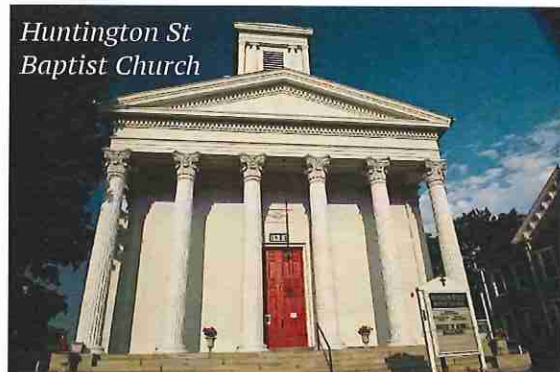
The City supports historic preservation efforts with educational programs, information on historic preservation matters and the provision of relevant technical services.

### STRATEGIC PLAN

1. Support the efforts of private organizations associated with History Assets;
2. Improve interpretive signage for historic sites and districts;
3. Promote the identification of private homes and buildings of historic significance;
4. Encourage the preservation of historic building façades in instances where it is not economically feasible to retain entire structures;
5. Explore the use of incentive programs to encourage the rehabilitation and adaptive reuse of older existing buildings;
6. Develop a city-wide preservation plan that catalogs existing historic resources, existing preservation mechanisms, identifies gaps in protections of historic structures, and identifies additional preservation opportunities.
7. Use funding and financing tools such as historic tax credits to help with preservation costs where appropriate;
8. Identify locations where collections of iconic buildings can be enhanced and complemented with modern infill development that create energetic and marketable locations;



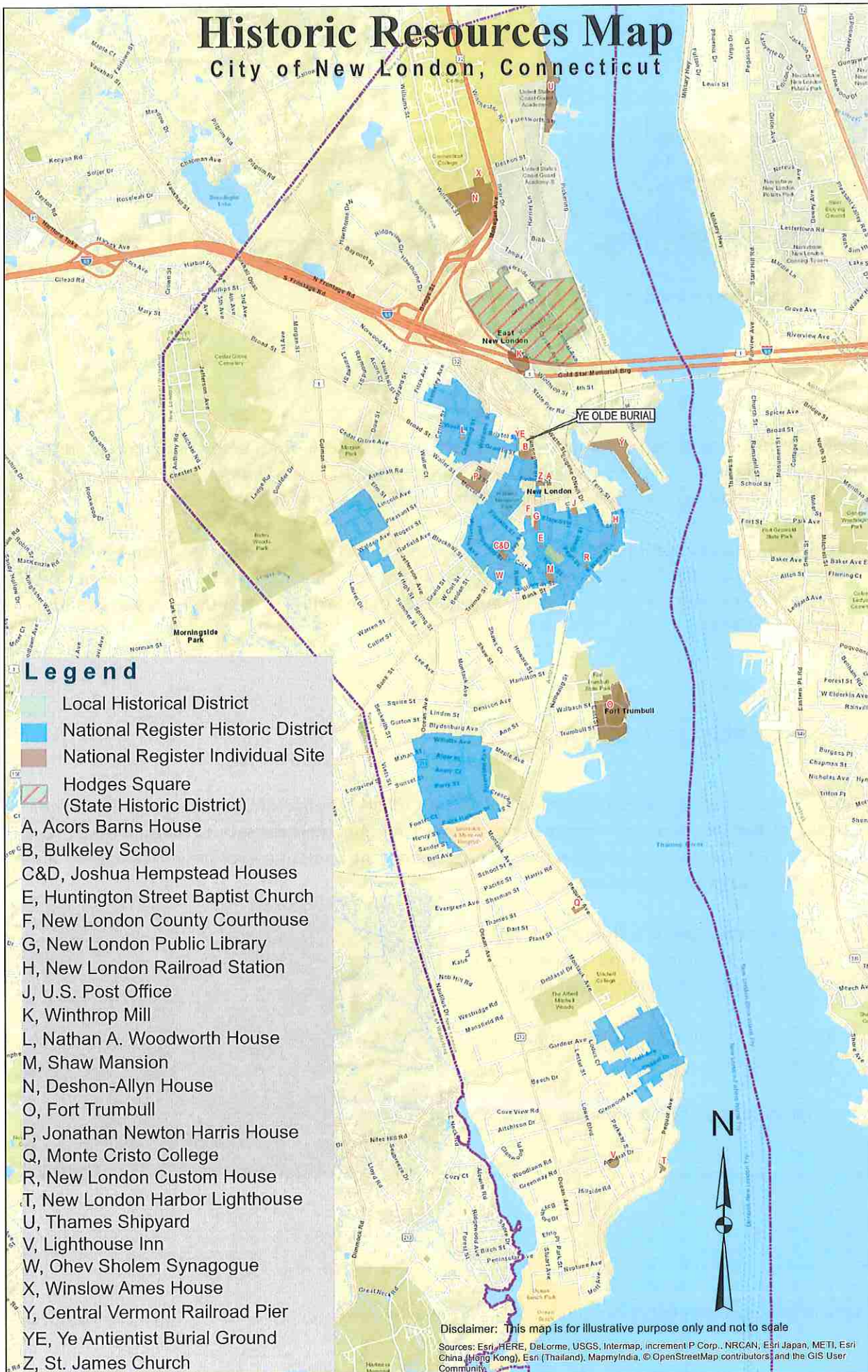
*Hempstead House*



*Huntington St  
Baptist Church*

# Historic Resources Map

## City of New London, Connecticut



### Legend

- Local Historical District
- National Register Historic District
- National Register Individual Site
- Hodges Square (State Historic District)
- A, Acors Barns House
- B, Bulkeley School
- C&D, Joshua Hempstead Houses
- E, Huntington Street Baptist Church
- F, New London County Courthouse
- G, New London Public Library
- H, New London Railroad Station
- J, U.S. Post Office
- K, Winthrop Mill
- L, Nathan A. Woodworth House
- M, Shaw Mansion
- N, Deshon-Allyn House
- O, Fort Trumbull
- P, Jonathan Newton Harris House
- Q, Monte Cristo College
- R, New London Custom House
- T, New London Harbor Lighthouse
- U, Thames Shipyard
- V, Lighthouse Inn
- W, Ohev Sholem Synagogue
- X, Winslow Ames House
- Y, Central Vermont Railroad Pier
- YE, Ye Antientist Burial Ground
- Z, St. James Church

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City of New London

# PROTECT NATURAL RESOURCES

## OVERVIEW

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New London is an urban community with approximately 90% of its land area committed to a built environment. Therefore, protection, enhancement, preservation and remediation of such limited natural resource systems become even more critical.

The City's natural resources range from forested woodlands, freshwater inland wetlands, tidal wetlands, coastal areas and floodplains. In combination, these systems perform valuable environmental functions that contribute to maintaining and improving water and air quality standards.

## PROTECT NATURAL RESOURCES

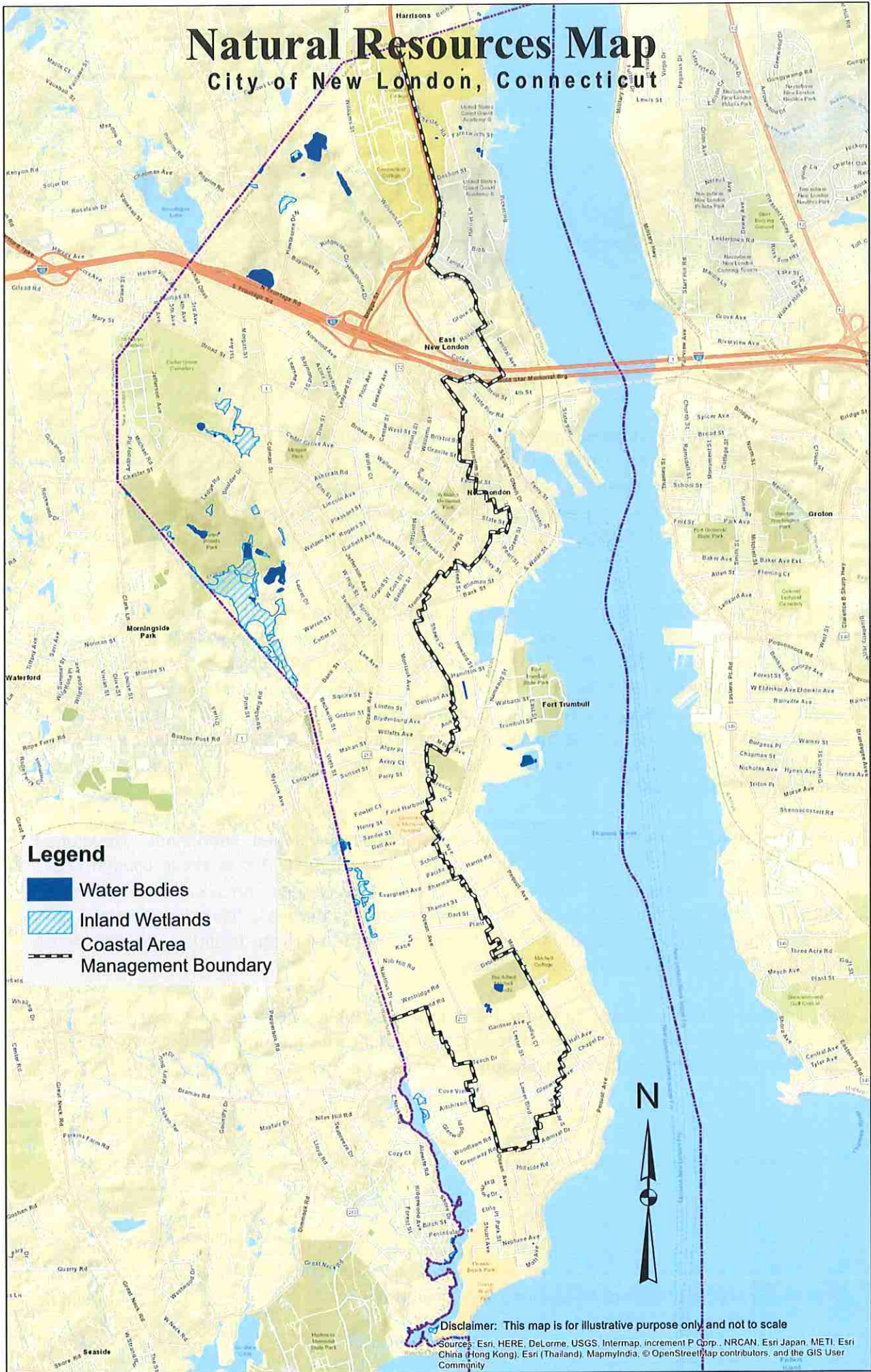
Natural resources are integral elements of a community's sense of character and its citizens' quality of life now and for future generations. Planning with respect to natural resources ensures that the delicate balance between development and conservation is maintained and reinforced. Major strategies are:

- Protect New London's important natural resources including flood plains, inland and tidal wetlands and coastal areas;
- Preserve significant open space and urban forests;
- Implement coastal resilience policies;



# Natural Resources Map

## City of New London, Connecticut



- Legend**
- Water Bodies
  - Inland Wetlands
  - Coastal Area Management Boundary



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City of New London

# PROTECT COASTAL RESOURCES

## OVERVIEW

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New London is one of 41 municipalities in Connecticut influenced by the tidal waters of Long Island Sound. In 1973, Congress passed legislation that included guidelines for the protection of coastal resources, abutting lands and water-dependent uses. The State of Connecticut followed suit and adopted legislation in 1980. Connecticut law requires that all significant private and municipal development projects be subject to the coastal site plan review process.

New London's coastal area is formally delineated pursuant to Connecticut's Coastal Management Act. This coastal area is formed by the 19 miles of shoreland abutting Long Island Sound and the Thames River, and reaches inland for a distance of approximately 1,000 feet. A variety of natural resources are evident, including tidal and freshwater wetlands, beaches, rocky shorefronts, modified bluffs and escarpments, islands, coastal hazard areas, estuarine embayments and floodplains. These coastal resources provide significant support to other natural systems such as shellfish beds, recreational and commercial fishing stocks.

The majority of the City's shorefront is classified as developed shorelands. Developed shorelands are defined in the Connecticut Coastal Management Act as those coastal areas best suited for development. New London's shorelands support an abundance of water-dependent land uses such as public access, piers, docks, marinas, fishing operations, port facilities, boat launches, shipyards, ferry terminals. Some of these facilities are considered to be historic resources of national importance.

New London should continue to expand and improve public access to the waterfront area. As a community that is considered to have a significant maritime history, we have an obligation to protect, preserve and responsibly develop our coastal resources.



## PROTECT COASTAL RESOURCES

The City's coastal areas and adjacent shorelands are valuable resources that provide future opportunities for residents and the region. Protecting these resources will require ongoing public education, improved stormwater management and development policies. The implications of sea level rise and the potential impacts to our natural and built environment must be considered and addressed.

### STRATEGIC PLAN

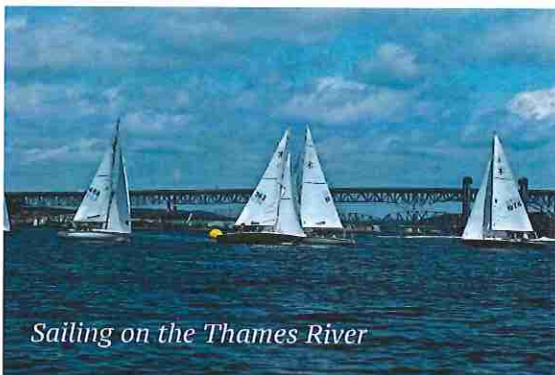
1. Preserve and enhance the remaining natural coastal resources in the City's coastal area;
2. Explore the need for a management program for shellfish and finfish resource areas in the City;
3. Investigate the extent and severity of sand and silt deposition and erosion from the Riverside Park area to Ocean Beach Park to determine appropriate action;
4. Investigate and mitigate the introduction of pollutants into the coastal waterways;
5. Assure that the City studies and implements projects designed to improve and protect the City's coastal resources;
6. Continue to implement state and federal programs for coastal management;
7. Continue to improve coastal water quality;
8. Evaluate the long term implications of sea-level rise;
9. Actively promote the City's maritime history to residents and visitors;
10. Continue to work with the Town of Waterford and others to improve the overall water quality in Alewife Cove;
11. Encourage maintenance and improvements to existing public access points and where appropriate, secure additional public access on private lands;
12. Install interpretive signage adjacent to public access points to educate the community about coastal resources and their importance;

## PLAN FOR WATERFRONT AREAS

New London has significant port facilities that support private and commercial sector businesses as well as tourism. The maintenance and expansion of these facilities is important for economic growth and health of the City and region.

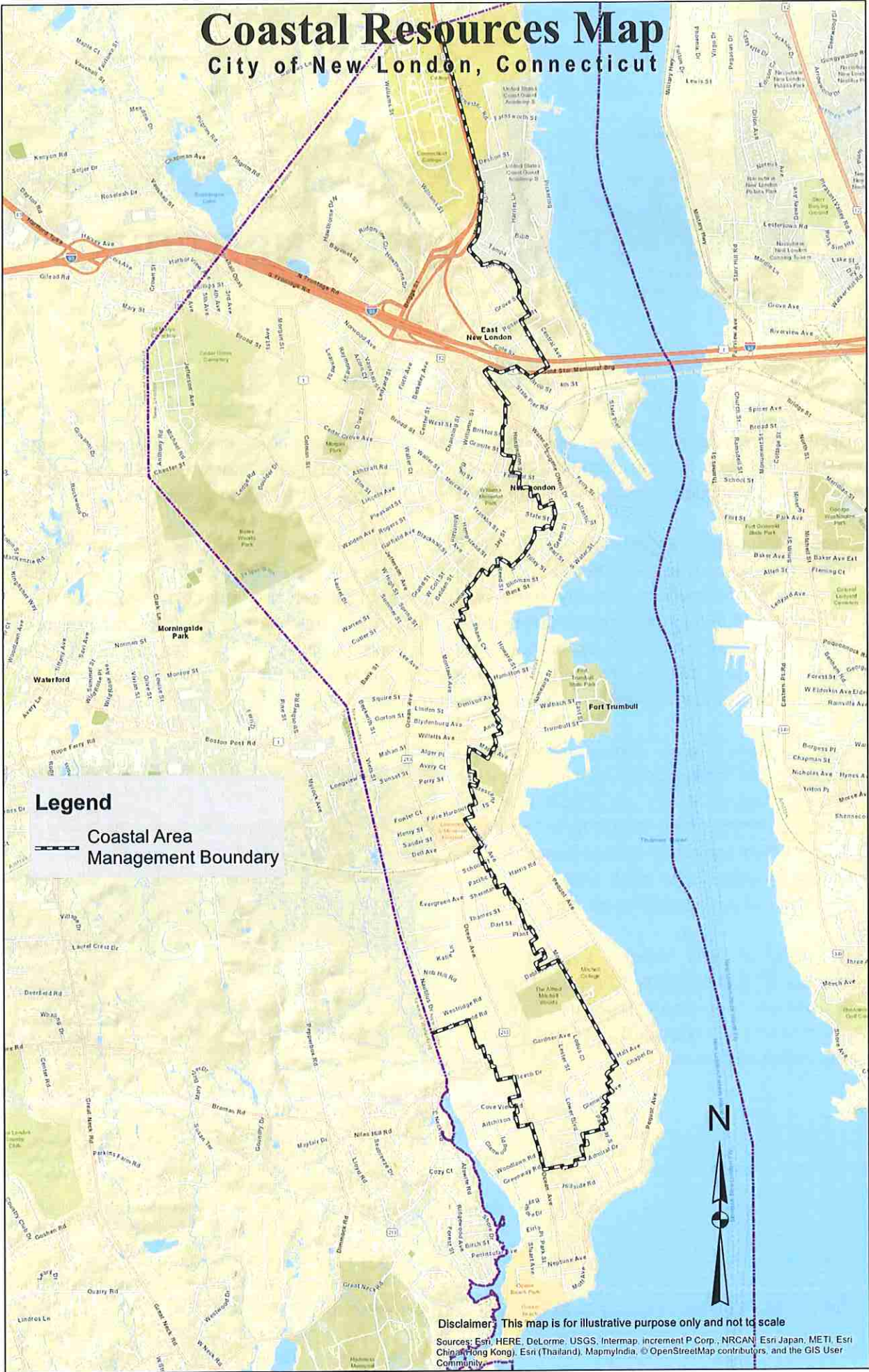
### STRATEGIC PLAN

1. Promote and preserve waterfront areas for water-dependent uses.
2. Recognize and capitalize on existing water-dependent uses, such as ferry services, water taxi and tourism.
3. Secure additional public access along the waterfront.
4. Protect and enhance the existing waterfront access points at the City's public parks and recreation areas in the coastal area.
5. Enhance the appearance and function of the City Pier as the most important point for waterfront access to the downtown.
6. The City's historic maritime role should actively be promoted to the tourism market to enhance the City's image.
7. Establish a special marketing program to promote the economic development potential of the City's waterfront.
8. Improve and preserve existing private and semi-private access areas in the coastal area, and increase accessibility to the waterfront by obtaining public access where appropriate.



# Coastal Resources Map

## City of New London, Connecticut



**Legend**  
— Coastal Area Management Boundary



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City of New London

# PROMOTE URBAN AGRICULTURE

## OVERVIEW

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Urban Agriculture involves activities such as growing, consuming, processing and distributing food in local markets. Urban agriculture is normally associated with gardening, but can also include animal husbandry, hydroponics, aquaculture and aquaponics.

Urban Agriculture can provide solutions to food security issues, creating increased access to local, nutritious and cost effective food. Vacant properties, backyards, rooftops, city parks and window containers are only some of the places that can support gardening activities. Underutilized buildings such as warehouses and former industrial sites such as brownfields, can be adapted for use as hydroponic and aquaponic facilities. Such uses are not “water dependent” and can be sited virtually anywhere. Many communities are modifying zoning regulations, to permit families to keep a small number of hens.

New London’s urban setting fosters the creation of community gardens with organizations such as FRESH New London. The City does have zoning districts that are either marine based and/or water dependent that allow for the operation of aquaponic based businesses.

The City of New London supports the concept of sustainability to assure that all resources are used frugally and to promote the reduced use of non-renewable resources.



## PROMOTE COMMUNITY GARDENS

Community Gardens create a sense of ownership, fostering community identity and spirit. Through community gardening, people from a wide variety of backgrounds, age, race and culture are brought together, providing opportunities to solidify neighborhoods and reduce crime. Community gardens provide healthy food options and can educate children and adults in life skills, responsibility, environmental sustainability, and being part of a community. Efforts in community gardening are already under way in New London.

### STRATEGIC PLAN

1. Encourage the creation and expansion of urban farms, community gardens and edible landscaping;
2. Create programs to educate the public about community gardening, growing and consuming vegetables and fruits;
3. Pursue grant opportunities that fund urban farming initiatives and education programs;



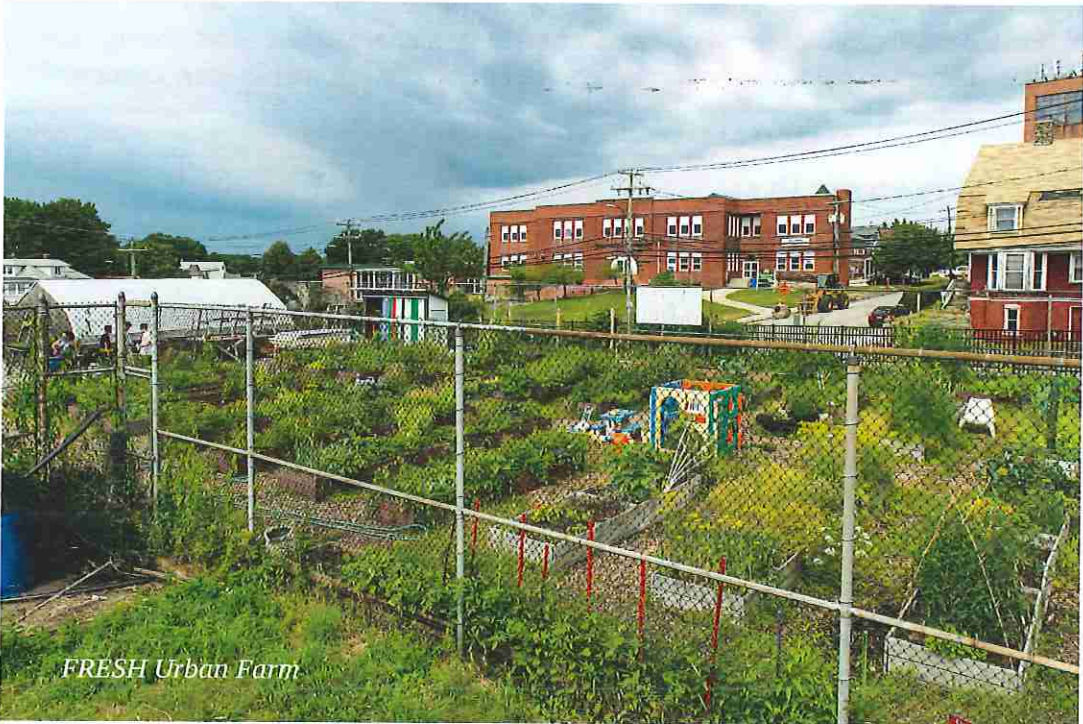
## B. PROMOTE HYDROPONICS, AQUACULTURE AND AQUAPONICS

New London supports emerging sustainable food production methods in response to increased demand, over harvesting of fisheries, climate change and other degradation of water quality. New farming technologies such as hydroponics, aquaculture and aquaponics provide balanced ecosystems for fast growing organic produce and fresh toxin-free fish and shellfish.

### STRATEGIC PLAN

1. Encourage hydroponic, aquaculture and aquaponic based businesses;
2. Consider incentives for the adaptive reuse of underutilized buildings for hydroponic, aquaculture and aquaponics facilities;

Establishing hydroponic, aquaculture and aquaponic facilities in underutilized or non-performing buildings in the City will increase community access to fresh and affordable food sources, return properties to productive use, diversify the economy and provide jobs.

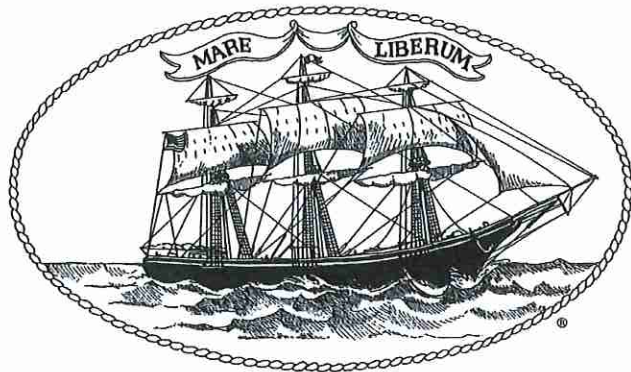


**PROMOTE ECOLOGICAL SUSTAINABILITY**

New London supports treading lightly on natural resources as it develops. This goal informs planning and development decisions.

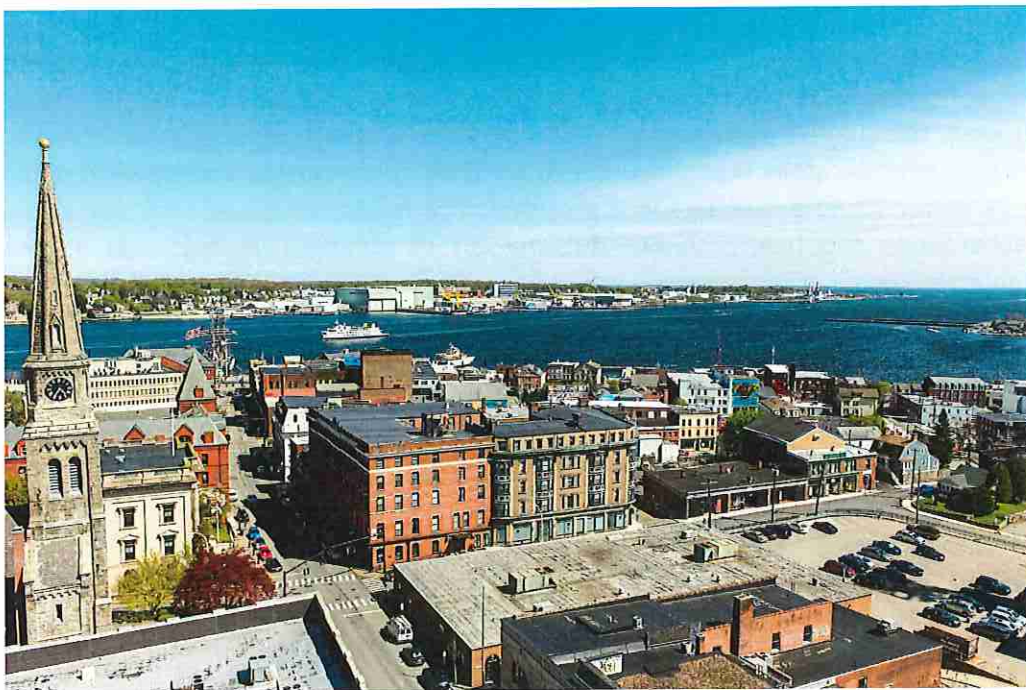
**STRATEGIC PLAN**

1. Promote efforts to reduce water and energy usage, and pursue the use of renewable energy.
2. Promote efforts to reduce waste, chemical and pesticide usage and to recycle.
3. Incorporate "Green" practices into municipal operations.



City of New London

# PLAN OF CONSERVATION & DEVELOPMENT



## Implementation Element

Prepared by the New London  
Planning and Zoning Commission

Adopted: October 19, 2017  
Effective: October 26, 2017



City of New London

# PROMOTING CONSERVATION AND DEVELOPMENT

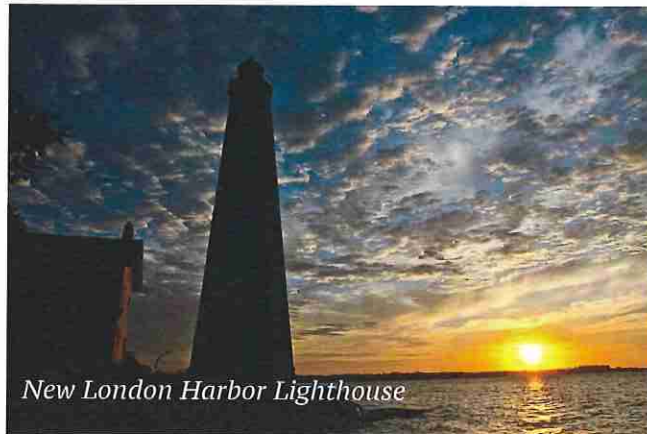
## OVERVIEW

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The strategies recommended in each of the preceding chapters are elements that can be applied to formulate policies that will assist in creating a “future vision” for New London. This “future vision” is generally represented in the foregoing maps, containing components of both Conservation and Development strategies.

Each map component visually represents Conservation and Development concepts and principles contained in the Plan. When a site plan or other development application is under consideration, the subject maps will function as guides relative to the appropriateness of the proposal to a specific area. It is not unusual for both conservation and development issues to arise as elements of a development proposal. The maps will assist land use agencies in their deliberations and help facilitate the analysis of potential impacts and if necessary, mitigation strategies.

The information contained in the subject maps reflects the gathering and analysis of data at the time the Plan was created. As market forces or specific areas of the community change over the next decade, the City will need to be cognizant of these shifts and appropriately modify policies, strategies and regulations consistent with the Plan.



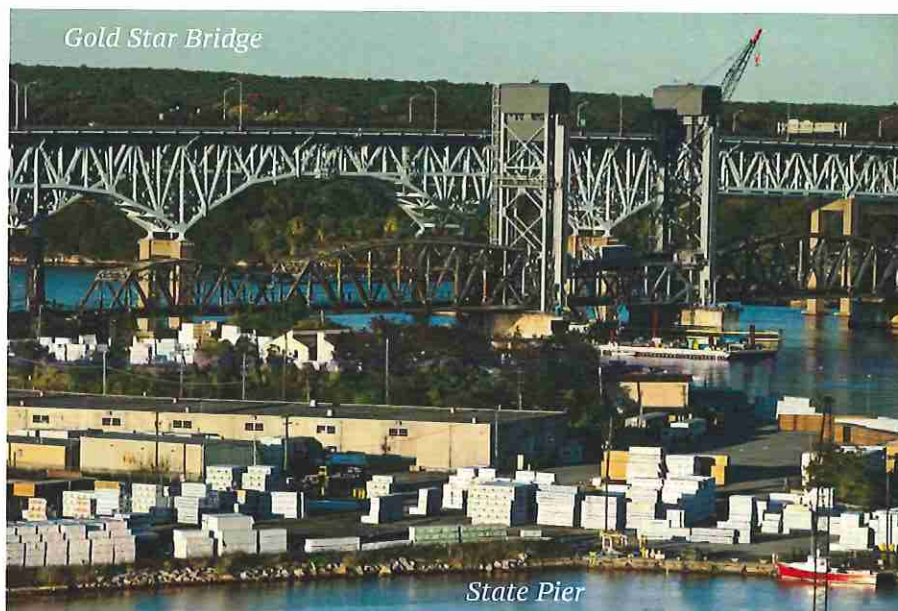




## STRATEGIC PLAN

1. Adopt a standardized maintenance program for catch basins and street sweeping throughout the City to minimize the transport of silt, sediments and road pollutants into inland and tidal wetland systems, the Thames River and Long Island Sound;
2. Seek grant funds to establish a water quality assessment program and create an environmental database;
3. Update the Zoning Regulations to include Best Management Practices and State of Connecticut Stormwater Management requirements;
4. Support the City's Shade Tree Commission in the implementation of a Tree Removal and Replacement program including creating a tree inventory and placing new trees where appropriate;
5. Encourage Urban Forestry principles and practices;
6. Encourage the use of Low Impact Development (LID) policies and practices;
7. Implement regulations and ordinances to address the removal and disposal of invasive plants and their appropriate replacement with non-invasive plant, consistent with the Connecticut General Statutes;
8. Implement Best Management Practices for snow and ice removal to mitigate potential impacts to water quality;

9. Review land development plans and zoning regulations of municipalities surrounding the City's water supply resources located outside City limits (Salem, Montville and Waterford) to ensure that City water resources will not be adversely impacted by potential development. Propose appropriate changes;
10. Identify the most significant inland and tidal resources in the community and prioritize their conservation efforts;
11. Encourage alternatives to impervious surfaces and storm water management techniques that direct water to point discharges;
12. Promote the use of upland buffer areas for the filtering of storm water as an alternative to direct discharges into wetlands and other waterbodies;
13. Continue the strict enforcement of floodplain regulations to minimize potential flood hazards and property damage during flood events;
14. Continue concerted efforts to clean up contaminated brownfield sites prioritizing those adjacent to inland and coastal water resources.
15. Continue to explore the expansion of linear parks and walkways between existing open space land using public and private utility easements, as well as improving public access to coastal resources;
16. Work with the State to relocate the boat launch currently sited under the Gold Star Bridge;



## CONSERVATION VISION

The first locational guide map illustrates areas that contain natural and built resources that New London has determined are valuable to the community. Potential impacts to these resources should be considered when development is proposed in these areas. If necessary, appropriate conservation, preservation or mitigation strategies should be implemented.

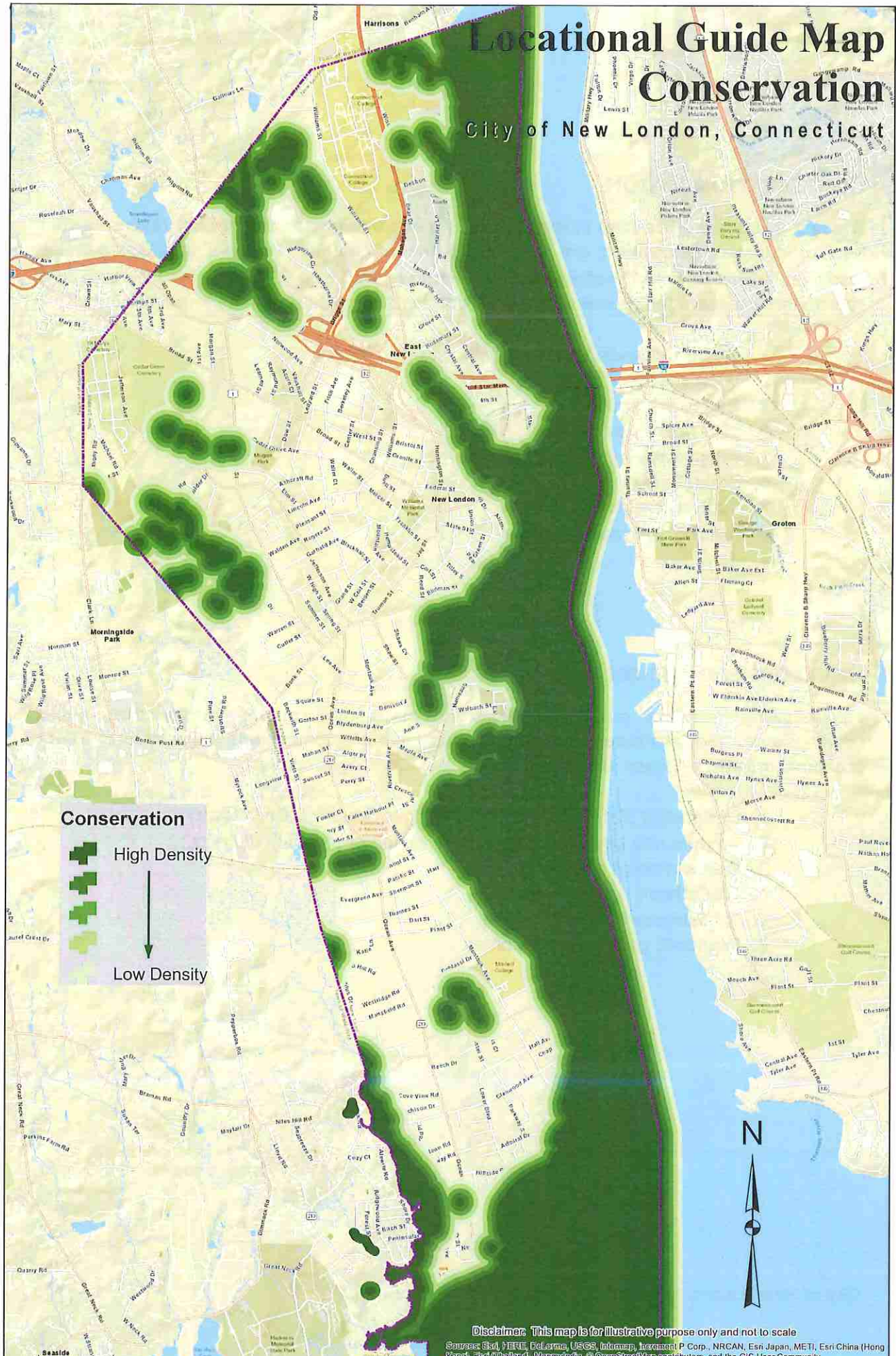
1. Inland wetlands, tidal wetlands, and watercourses
2. Open spaces
3. Waterfront access
4. 100- year flood plains
5. Public water supply watershed areas
6. Coastal areas
7. Natural resources
8. Historic resources

## DEVELOPMENT VISION

The following locational guide map illustrates areas that contain infrastructure, public buildings and other attributes that New London feels are components supportive of future economic growth, tax base diversification and the City's development.

1. Designated planning areas (e.g. Hodges Square & Downtown)
2. Community structure Core (e.g. creating of planning districts)
3. Transportation hubs
4. City schools
5. Infrastructure
6. Economic growth opportunities

# Locational Guide Map Conservation City of New London, Connecticut



**Conservation**

High Density

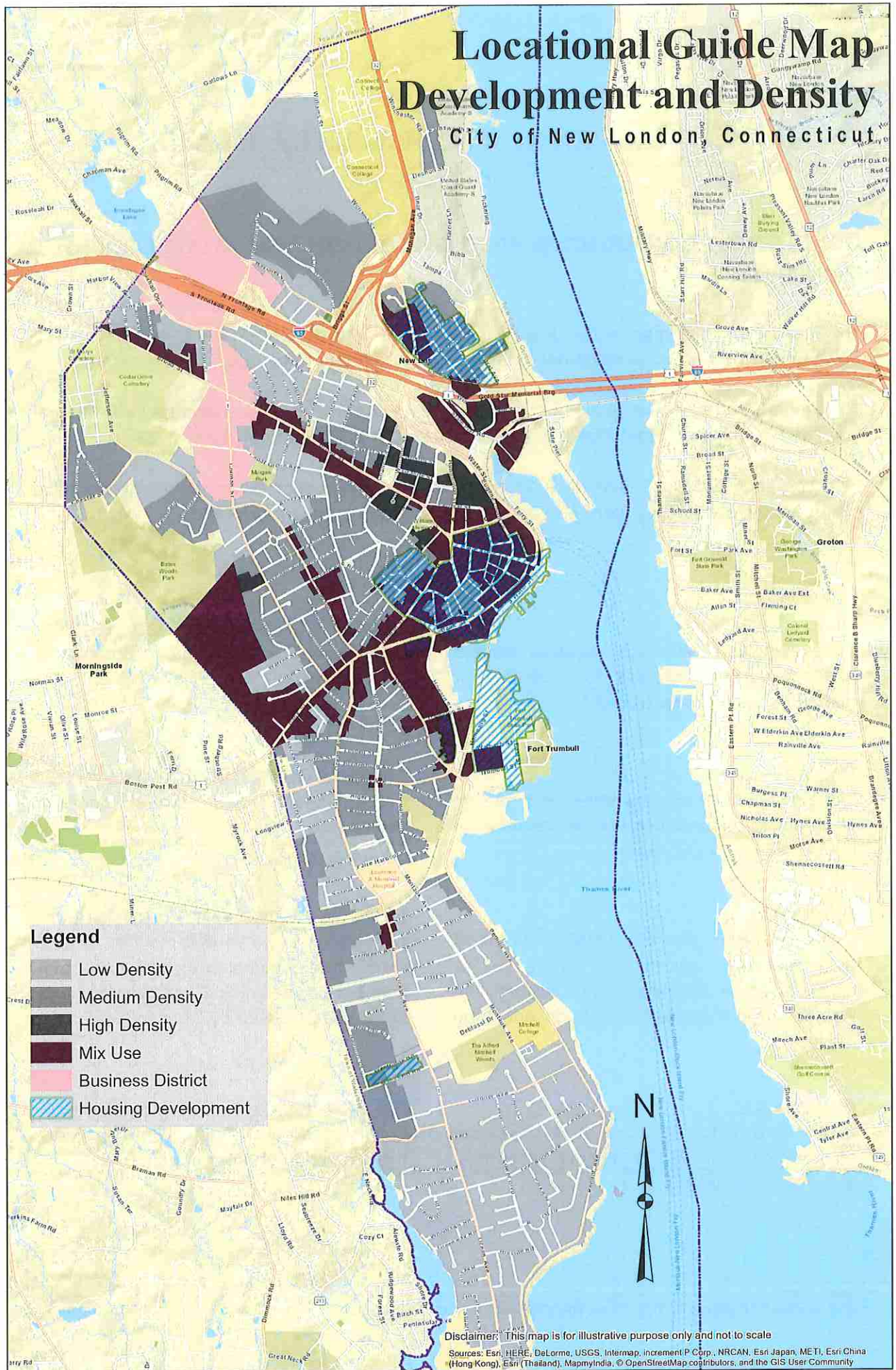
Low Density

Disclaimer: This map is for illustrative purpose only and not to scale  
Sources: Sd, HERE, DeLorme, USGS, Intermap, iLogon, P Corp., NRCAN, Esri Japan, METI, Esri China (Hong Kong), Swi (Holland), MapmyIndia, © OpenStreetMap contributors, and the GIS User Community

# Locational Guide Map

## Development and Density

City of New London Connecticut



**Legend**

- Low Density
- Medium Density
- High Density
- Mix Use
- Business District
- Housing Development

Disclaimer: This map is for illustrative purpose only and not to scale  
 Sources: Esri, HERE, DeLorme, USGS, Intermap, increment P Corp., NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand), MapmyIndia, © OpenStreetMap contributors, and the GIS User Community

## CONSISTENCY WITH OTHER PLANS

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### CONNECTICUT CONSERVATION AND DEVELOPMENT PLAN/STATE GROWTH PRINCIPLES

The locational guide map in this Plan was compared with the Locational Guide Map in the State Conservation and Development Policies Plan and found to be generally consistent.

The key difference is that New London is using two separate maps to describe its locational information while the State Plan has merged those attributes into one map.

In accordance with CGS Section 8-23, the Plan of Conservation & Development was also evaluated for consistency with the statewide growth management principles.

#### PRINCIPLE 1

Redevelop and revitalize regional centers and areas of mixed-uses with existing or planned physical infrastructure.

#### FINDING- CONSISTENT/INCONSISTENT

Consistent-New London is an urban and regional center

#### PRINCIPLE 2

Expand housing opportunities and design choices to accommodate a variety of household types and needs.

#### FINDING- CONSISTENT/INCONSISTENT

Consistent- NL has a diverse housing stock.

#### PRINCIPLE 3

Concentrate development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse.

#### FINDING- CONSISTENT/INCONSISTENT

Consistent-New London is an urban center and regional transportation hub. Plan encourages mixed-use development in the areas served by transportation.

#### PRINCIPLE 4

Conserve and restore the natural environment, cultural and historic resources, and traditional open space.

#### FINDING- CONSISTENT/INCONSISTENT

Consistent-New London Plan supports the protection of natural resources.

**PRINCIPLE 5**

Protect environmental assets critical to public health and safety.

**FINDING- CONSISTENT/INCONSISTENT**  
Consistent

**PRINCIPLE 6**

Integrate planning across all levels of government to address issues on a local, regional and statewide basis

**FINDING- CONSISTENT/INCONSISTENT**  
Consistent

## **REGIONAL PLAN OF CONSERVATION AND DEVELOPMENT**

In addition, this Plan was compared to the 2017 Plan of Conservation and Development prepared by the Southeastern Council of Government's Regional Plan and/or CEDS. The biggest differences are that:

- the areas designated for future housing development and increased density are larger in this plan than in the regional plan;
- the areas indicating transportation improvements and resources are more extensive than shown in the regional plan;

Any other inconsistencies can be generally attributed to:

- differences in definitions of desirable uses or development densities, or
- local (as opposed to regional) desires about how the community of New London should grow and change in the coming years;



City of New London

# IMPLEMENTING THE PLAN

## OVERVIEW

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Implementation is the goal of any planning process. Experience over the years has shown that, without implementation, the strategic recommendations of the Plan are unlikely to come to fruition.

To aid implementation, this “Strategic Element” of the Plan is accompanied by an “Implementation Element” that identifies who is responsible for doing what and when it should be done. The Plan envisions and intends that this “Implementation Element” will be updated over time as tasks are completed and as new information and/or strategies become relevant to achieving New London’s goals.

## IMPLEMENTATION TOOLS

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### IMPLEMENTATION COMMITTEE

The Planning and Zoning Commission (PZC) is responsible for coordinating implementation of the Plan’s recommendations. However, experience in other communities has shown that the Commission can be much more effective in Plan Implementation if it establishes a Plan Implementation Committee (PIC) to oversee the implementation of the Plan.

The Plan Implementation Committee (PIC) would include representatives of the various City boards and commissions and be responsible for coordinating and monitoring implementation of the Plan. The Committee should assess the status of specific recommendations, evaluate the priorities, and even suggest new implementation techniques.

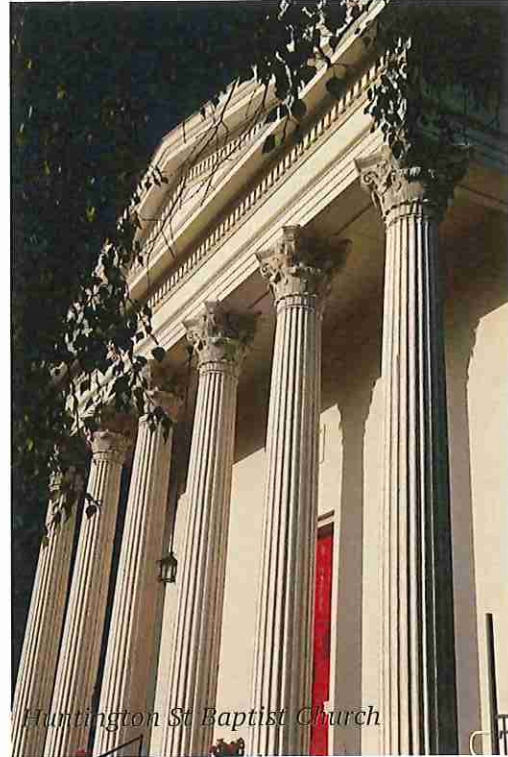


## OPERATING BUDGET / CAPITOL BUDGET / REFERRAL OF MUNICIPAL IMPROVEMENTS

Communities that use the recommendations of their Plan of Conservation & Development to guide municipal spending priorities achieve the greatest success plan implementation and achieve the most benefits from plan preparation.

New London can achieve similar results and should strive to do so.

The Plan should be referred to when drafting the City's budgets.



## LAND USE REGULATIONS & ENFORCEMENT

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The Zoning Regulation and the Subdivision Regulations are key tools for guiding the development of New London and for implementing the Plan.

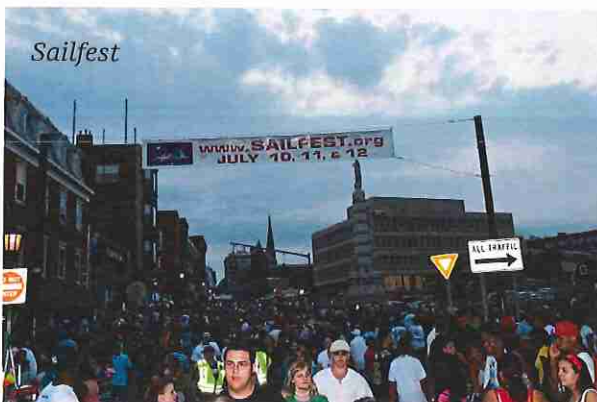
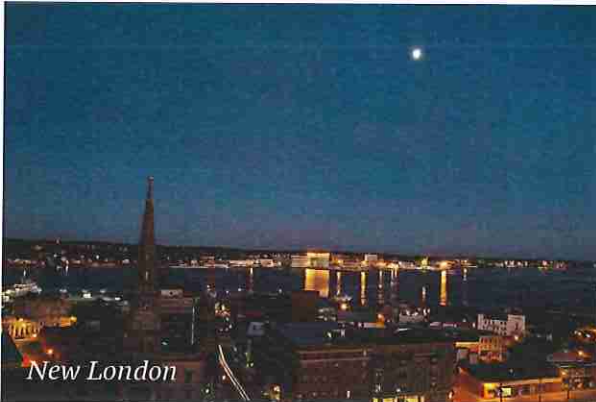
However, as the Zoning Regulations have been amended over time, the organization of the Regulations is not clear and concise as it could be. The regulations are becoming less user-friendly over time and this makes the City's land use objectives less transparent and understandable.

The City should consider undertaking a comprehensive reorganization of the Zoning Regulations and the Subdivision Regulations in order to make the regulations more user-friendly and continue to implement Plan recommendations. The Planning & Zoning Commission should explore the applicant of concept, "Form Based Zoning", to the City of New London.

Enforcement of the Regulations is an important related issue. It makes little sense to plan for the future of New London and develop regulations to encourage positive results if a lack of enforcement or implementation means that little progress is made. Special efforts should be made to support enforcement of the City's Zoning Regulations.

## IMPLEMENTING THE PLAN

The concept of sustainability reflects being more sensitive in terms of all resources and more frugal use of nonrenewable resources. New London will seek to promote more sustainable practices in the future.



### STRATEGIC PLAN

1. Implement the recommendations of the Plan of Conservation and Development;
2. Establish a Plan Implementation Committee;
3. Use a consistency narrative to review planning proposals;
4. Use the Plan of Conservation and Development to guide municipal expenditures;
5. Seek opportunities for grants to fund City initiatives and to implement Plan recommendations;
6. Undertake a comprehensive reorganization/update the Zoning Regulations;
7. Update the Subdivision Regulations;
8. Make the POCD maps and other GIS maps available online;



City of New London

## NEXT STEPS

This Plan of Conservation and Development contains a number of recommendations intended to guide the future conservation and development of the City of New London.

In preparing this Plan, those individuals who attended the POCD Special Workshop Meetings along with the members of the Planning and Zoning Commission:

- Reviewed and discussed information about New London;
- Conducted public workshop meetings and invited individuals from all over the City to offer their insight and guidance;
- Discussed conditions, trends, and issues affecting not just New London but the region;
- Refined a number of strategies to help guide the community during the planning period;

As a result, this Plan is believed to reflect the consensus of the community in terms of what New London should concentrate efforts over the next ten to twenty years to enhance the vitality, livability, and quality of life in the community. While situations and conditions may undoubtedly change, this Plan for establishes goals and strategies for all New London residents, workers, employers, etc. can work towards.

The most critical step in bringing this Plan to fruition is implementing its recommendations. While that task rests with all of New London, It is also coordinated by the Planning & Zoning Commission and other City agencies.

By preparing this Plan of Conservation and Development, the Commission feels that New London has taken a significant step forward to enhancing the viability, livability, and quality of life in New London.



City of New London

# ACKNOWLEDGEMENTS

## THE RESIDENTS OF NEW LONDON

### THE PLANNING & ZONING COMMISSION

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Teresa D'Angelo  
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Ronna Stuller  
Nancy Anglin – Alternate  
Alma D. Nartatez – Alternate  
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Mayor Michael Passero – Ex officio Member  
Don Venditto, Jr. – City Council Liaison

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