

# CONCLUSION

**Future Land Use Plan**



**Implementation Tools And Schedule**

Natural Resource Strategy			
Strategy	Priority	Timeline	Responsible Party
1. Conduct a comprehensive environmental assessment of the project area.	High	Q1 2024	Environmental Services
2. Develop a detailed natural resource management plan.	Medium	Q2 2024	Planning Department
3. Implement measures to protect and enhance natural resources.	High	Ongoing	Operations & Maintenance
4. Monitor and report on the effectiveness of the natural resource management plan.	Medium	Q3 2024	Monitoring & Evaluation
5. Engage stakeholders and the public in the natural resource management process.	Medium	Q4 2024	Community Engagement

**Conclusion**



# FUTURE LAND USE PLAN

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## Overview

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The recommendations of each of the preceding chapters can be combined to present an overall Future Land Use Plan for Groton. The Future Land Use Plan is a reflection of the stated goals, objectives, and recommendations of the Plan as well as an integration of the preceding elements of the Plan of Conservation and Development.

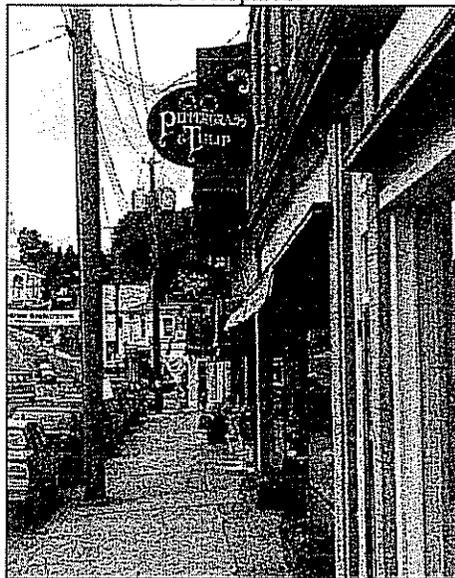
In essence, the Future Land Use Plan is a statement of what the Groton of tomorrow should look like.

*The Future Land Use Plan summarizes the desirable directions for Groton to pursue ...*

Conservation



Development



## Land Use Maps

The Existing Land Use Map on page 21 is a map of the actual land uses in Groton in 1998.

The fold-out map on the facing page is a future land use plan for Groton.

As required by statute, it shows "... the commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, industrial and other purposes and for the most desirable density of population in the ... parts of the municipality."

In the event of conflict between any of the maps in this Plan, the future land use plan was intended to resolve those conflicts.

## DESCRIPTIONS OF FUTURE LAND USE CATEGORIES

### Open Space

#### Existing Open Space

Areas that are currently preserved (dedicated open space) or used (managed open space) for open space purposes. (See Chapter 5 for additional information)

#### Natural Resources

Wetland, watercourse, steep slope, and floodplain areas that represent the highest priorities for conservation. (See Chapter 4 for additional information)

#### Desirable Open Space

Areas that would make a significant contribution to Groton's open space network and greenbelt/trail system. (See Chapter 5 for additional information)

### Residential (based on natural resource or infrastructure limitations and desired development patterns)

#### Low Density

Areas where typical density less than one unit per acre would be expected.

#### Medium Density

Areas where residential development is expected to occur at a density between one and two units per acre and some existing residential development may occur at higher densities.

#### High Density

Areas where residential development is expected to occur at a density exceeding two units per acre.

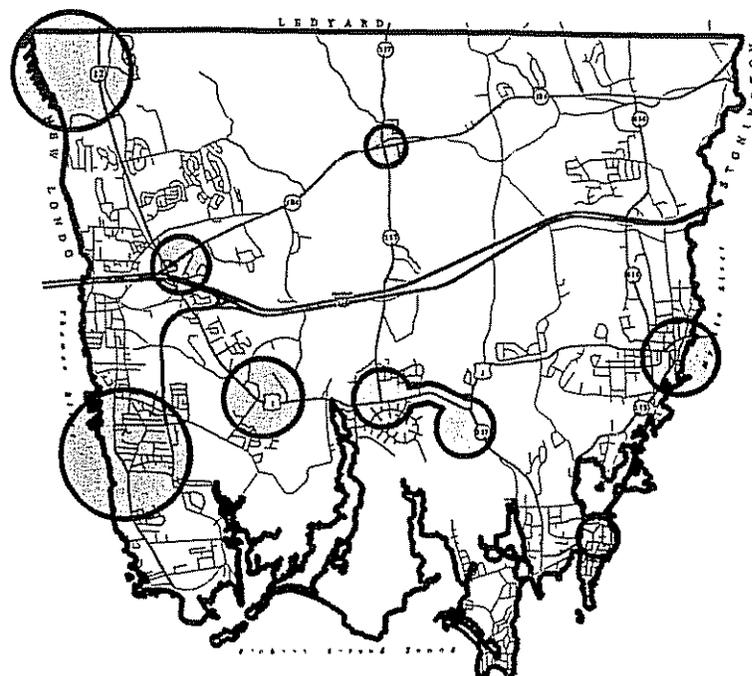
#### Multi-Family Development

Areas where multi-family residential development exists or is expected to occur.

### Community Structure Map (for reference relative to Future Land Use Plan)

#### LEGEND

-  Mixed use node / concentration
-  Institutional node / concentration
-  Commercial node / concentration



# Future Land Use Plan

## Groton, Connecticut



### OPEN SPACE

-  Existing open space
-  Natural resources
-  Desirable open space

### RESIDENTIAL

-  Low density
-  Medium density
-  Higher density
-  Multi-family development

### BUSINESS

-  Design districts
-  Commercial areas
-  Industrial areas
-  Business parks

### OTHER USES

-  Government & institutional facilities
-  Non-Town regulated areas
-  Proposed nodes (see page 73)
-  Water

4000 0 4000 Feet

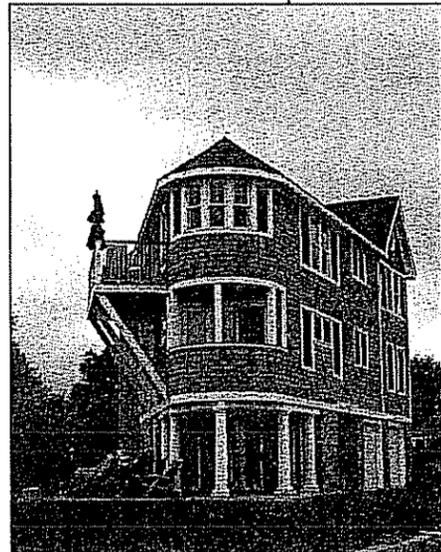
**Business**

<b>Design Districts</b>	Areas that have developed or are intended to develop with significant guidance of use, intensity, and design characteristics.
<b>Commercial Areas</b>	Areas that have developed or are intended to develop with commercial facilities.
<b>Industrial Areas</b>	Areas that have developed or are intended to develop with industrial facilities.
<b>Business Parks</b>	Areas that have developed or are intended to develop with corporate offices, research and development, light manufacturing, and distribution facilities.

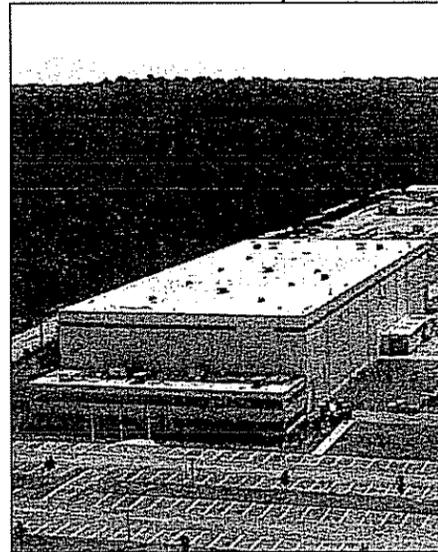
**Other Uses**

<b>Government and Institutional Facilities</b>	Areas containing existing government, institutional, and community facilities.
<b>Non-Town Regulated Areas</b>	Areas in the City of Groton, Noank, and Groton Long Point where land use decisions are made by those respective entities.

**Residential Development**



**Economic Development**



**Future Land Use Plan**

(flip page over)

**Plan Consistency**

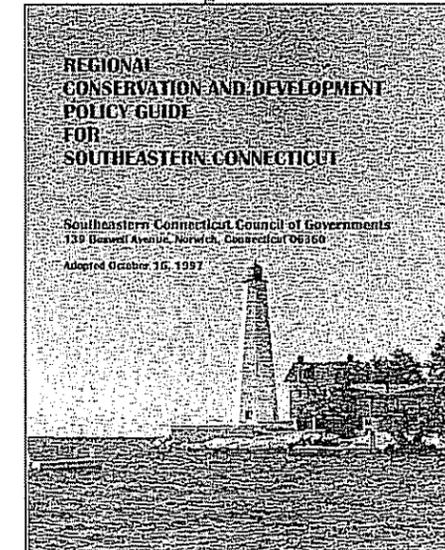
This Plan was compared with the Locational Guide Map in the 1998-2003 State Plan of Conservation and Development and found to be generally consistent with that Plan.

In addition, this Plan was compared with the 1997 Conservation and Development Policy Guide prepared by the Southeastern Connecticut Council of Governments and found to be generally consistent with that Plan.

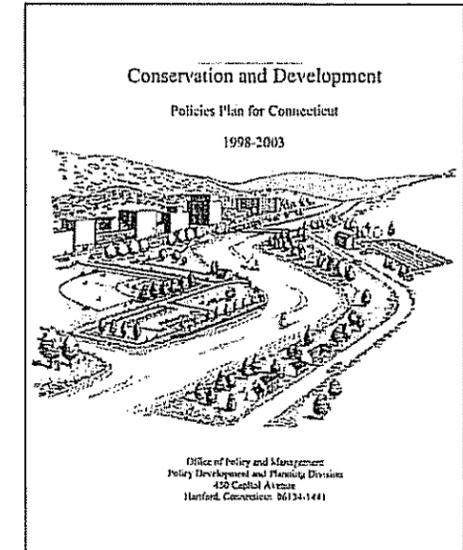
Any inconsistencies can be generally attributed to:

- differences in definitions of desirable uses or development densities
- local (as opposed to State or regional) desires about how Groton should grow and change in the coming years
- the fact that the State Plan and the Regional Plan make policy recommendations for land use intensity and environmental sensitivity while this Plan suggests specific land use types

**Regional Plan**



**State Plan**



# IMPLEMENTATION TOOLS AND SCHEDULE

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## Overview

Many of the recommendations in the Plan of Conservation and Development can be implemented by the Planning Commission through regulation amendments, application reviews, and other means. The Commission is the primary entity responsible for implementing the Plan's recommendations.

Other recommendations require the cooperation of, and actions by, other Town boards and commissions such as the Zoning Commission, Town Council, Representative Town Meeting, and similar agencies. However, if the Plan is to be successfully realized, it must serve as a guide to all residents, applicants, agencies, and individuals interested in the orderly growth of Groton.

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## Tools

There are several tools available to implement the Plan's recommendations:

- community involvement
- an annual implementation program
- annual update program
- activity checklists
- Zoning and Subdivision Regulations
- Capital Improvements Program
- referral of Municipal Improvements (CGS 8-24)

### Community Involvement

Education about the Plan recommendations is an important first step in implementing the Plan. With the growing use of the Internet and Community Television, there are several avenues available to inform residents about current issues and important community priorities.

A regularly updated community "web page" which provides information on meeting agendas and current issues and allows for e-mail would be an important method of community involvement. Similarly, special issue shows on community television providing three to five minute issue summaries and opportunities for community feedback and editorials would also facilitate community involvement in important issues. These programs should be pursued.

*Implementation is  
the most important  
part of the planning  
process ...*

**Implementation Committee**

Oversight of implementation can be coordinated by the Planning Commission or another committee.

An "ad hoc" committee made up of residents and representatives of local boards identified in the implementation schedules would be a significant step towards including a variety of Town agencies in implementing the Plan and monitoring progress. This Committee could provide status reports to the Planning and Zoning Commissions, Town Council, and others.

Such a committee could meet quarterly to review implementation and coordinate local activities.

**Annual Update Process**

An appropriate way to regularly update the Plan may be to update major sections of the Plan every year by:

- holding a public informational meeting to summarize the Plan recommendations and receive feedback from the community
- holding a workshop session for local boards and other interested persons to discuss Plan strategies and suggest alternative language
- revising Plan sections, as appropriate
- re-adopting the Plan (even if there are no text or map changes)

This Plan has been printed in a loose-leaf format to facilitate updating.

**Annual Implementation Program**

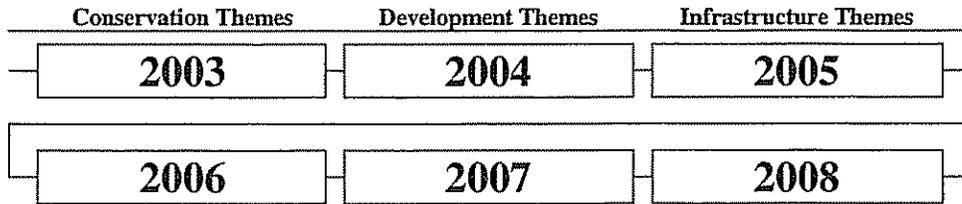
While the Planning Commission has the primary responsibility for implementing the Plan's recommendations, successful implementation involves participation by a number of different agencies. The implementation schedules that follow can be used by an oversight committee to develop an annual implementation program of issues to be addressed by boards and commissions.

The oversight committee could meet two to four times a year to establish priorities and guide implementation of the Plan's recommendations. In addition, the committee could assess the status of specific recommendations, establish new priorities, and suggest new implementation techniques.

**Annual Update Program**

At the present time, it is the practice in Groton to update the Plan of Conservation and Development once every decade. However, during the intervening years, there can be situations where the Plan is silent on emerging issues, does not reflect current policy objectives, or does not reflect current conditions, trends or opportunities. When a Plan is considered a reference document rather than a working document, its effectiveness in guiding the community is hindered.

Groton should consider keeping this Plan current and not waiting to update it every ten years. A preliminary schedule might be as follows:



The process of annual updating would be continued in subsequent years until the community felt that a comprehensive update was required. A work program for annual updates of the Plan is discussed in the sidebar. A Plan Implementation Committee could also assist in this effort.

**Consistency Checklists**

Activities proposed in the Town of Groton can and should be reviewed for consistency with the major recommendations of the Plan. The checklists presented on the following pages are intended to help evaluate public actions and private activities to determine consistency.

In particular, the Plan of Conservation and Development should be used as a basis for land use decisions by the Planning and Zoning Commissions. Applicants should be encouraged to address how their proposal is consistent with the Plan's recommendations and the Planning and Zoning Commissions should do the same.

# CONSISTENCY CHECKLIST

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## PROPONENT

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## PROPOSAL

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## COMMUNITY PARTICIPATION

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- The proposed public action is proposed by or supported by the responsible agency as identified in the implementation tables.
- The proposed private activity is supported by other community groups and/or agencies.
- The proposed activity has been the subject of a public hearing.

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## SPECIFIC CONSISTENCY

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- The proposed public action addresses a specific recommendation in the Plan, either a task or a strategy.

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## **Land Use Regulations**

The Zoning Regulations provide specific criteria for land uses and the Subdivision Regulations provide specific criteria for land subdivision, road layout, and open space. As a result, these regulations are an important tool for implementing the recommendations of the Plan.

In order to implement the recommendations of the Plan, the Planning Commission should, in the near future, undertake a comprehensive review of the subdivision regulations and make whatever revisions are necessary to:

- make the regulations more user-friendly
- implement Plan recommendations
- promote consistency between the Plan and the regulations

Likewise, the Zoning Commission should, in the near future, undertake a comprehensive review of the zoning regulations and zoning map and make revisions to accomplish the same objectives.

Enforcement of regulations is an important related issue. It makes little sense to plan for the future of Groton 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 local regulations and programs.

## **Capital Budget**

The Capital Budget (or Capital Improvement Program) is a tool for planning major capital expenditures of a municipality so that local needs can be identified and prioritized within fiscal constraints that may exist. The Plan recommends that capital expenditures be included in the Town's Capital Improvements Program and that funding for them be included as part of the Capital Budget.

## **Referral of Municipal Improvements**

Municipal improvements, by statute, are to be referred to the Planning Commission for a report regarding consistency with the Plan before any Town action is taken. Town boards and agencies should be notified of Section 8-24 so that proposals can be considered and prepared in compliance with its requirements.

**Responsibility Legend**

ID	Reference
BOE	Board of Education
CC	Conservation Commission
COG	Council of Governments
Comm.	Town Committees
DEP	CT Dept. of Env. Protection
DOT	CT Dept. of Transportation
EDC	Economic Development Comm.
HDC	Historic District Commission
HMC	Harbor Management Commission
IWA	Inland Wetlands Agency
LLH	Ledgelight Health District
Other	Other Agencies, or Persons
P	Police
PC	Planning Commission
PRC	Park and Recreation Comm.
PW	Public Works
Res.	Residents
RTM	Representative Town Meeting
Staff	Planning and Development Staff
TA	Traffic Authority
Tax	Tax Assessor
TC	Town Council
Town	Town Officials and Staff
ZC	Zoning Commission

**Responsibility and Priority**

Implementation of the Plan is a gradual and continual process. While some recommendations can be carried out in a relatively short period of time, others may only be realized towards the end of the planning period, and some may be even more long-term in nature. Further, since some recommendations may involve additional study or a commitment of fiscal resources, their implementation may take place over several years or occur in stages.

The following implementation charts identify both strategies and tasks. Strategies are long-term and continuing policies that do not readily lend themselves to a specific schedule or measurement. As a result, priorities have not been assigned in the implementation tables since they are principles and policies intended to guide actions.

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
	Strategy									

Tasks, on the other hand, are specific actions that can typically be scheduled and measured and their implementation can be readily identified. Tasks are identified by asterisks in the implementation tables and priorities are assigned for their implementation. Most work effort in implementing the Plan is dedicated to completing the identified tasks.

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
	Task				2					

The charts assign primary responsibilities and preliminary priorities to the Plan recommendations. In many instances, the responsibilities are shared by a number of entities. A shaded box indicates those entities that have or share responsibility for implementation of each strategy or task.

**Priority Legend**

Priority	Description
1	High priority for implementation
2	Moderate priority for implementation
3	Lower priority for implementation

## Protect Natural Resources

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Protect Water Quality and Water Resources</b>										
	1. Continue to monitor and protect water quality in Groton.	29								
	2. Strive to preserve and/or acquire extensive wetland and streambelt systems.	29								
	3. Continue to implement watershed protection regulations.	29								
★	4. Examine the amount of impervious surfaces allowed in all zones and areas.	29		<b>1</b>	<b>1</b>	<b>1</b>			<b>1</b>	
★	5. Establish strict standards for impervious coverage in significant watersheds.	29		<b>1</b>	<b>1</b>	<b>1</b>			<b>1</b>	
	6. Continue to reduce pollution from septic systems.	29								LLH
	7. Continue to reduce pollution from marine waste.	29								DEP
	8. Continue careful review of septic designs by all departments prior to approval.	29								LLH
★	9. Encourage the Health District to guide acceptable practices in non-sewered areas.	29							<b>2</b>	
	10. Continue to reduce pollution from storm drainage systems, including sediment.	29								
★	11. Upgrade the location, construction, and operation of salt storage areas.	29							<b>2</b>	PW DOT
★	12. Implement educational programs about water resources and how to protect them.	29			<b>2</b>	<b>2</b>			<b>2</b>	BOE
	13. Take other appropriate actions to reduce diffuse (non-point) sources of pollution.	29								
<b>Protect Other Important Natural Resources</b>										
	1. Continue to protect watercourses, wetlands, floodplains, and coastal resources.	32								
★	2. Expand "regulated areas" to include a setback from wetlands and watercourses.	32		<b>1</b>	<b>1</b>		<b>1</b>		<b>1</b>	
★	3. Establish non-disturbance areas around wetlands, watercourses, and coastal areas.	32		<b>1</b>	<b>1</b>		<b>1</b>		<b>1</b>	
	4. Conserve steep slopes, watersheds, aquifers, and special habitat areas.	32								
	5. Continue to provide and enhance provisions for local fish and wildlife.	32								
★	6. Encourage educational activities on conserving unique resources.	32			<b>2</b>	<b>2</b>			<b>2</b>	BOE

# Preserve Open Space

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Establish Greenbelts</b>										
	1. Maintain the Conservation Commission to develop an open space action plan.	34								
★	2. Develop an action plan to establish, expand, and connect greenbelts.	34	<b>1</b>		<b>1</b>		<b>1</b>		<b>1</b>	
	3. Continue to coordinate efforts with neighboring towns to create greenbelts.	34								
	4. Strive to establish a "Shoreway" in Groton to utilize Groton's biggest asset.	34								
<b>Establish A Trail System</b>										
★	1. Work with Groton Utilities to obtain public access to their properties.	36	<b>1</b>		<b>1</b>		<b>1</b>	<b>1</b>	<b>1</b>	
★	2. Work with major property owners to create an overall trail network.	36			<b>2</b>					PRC
	3. Acquire additional public access to Long Island Sound and adjacent rivers.	36								DEP
	4. Continue to implement the signage plan to identify coastal access points.	36								
	5. Work with open space organizations to expand the local trail network.	36								
★	6. Require identification and consideration of trails as part of land use applications.	36	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>			<b>2</b>	
<b>Implement The Open Space Plan</b>										
★	1. Establish an open space acquisition fund funded annually in the budget.	40			<b>1</b>		<b>1</b>	<b>1</b>	<b>1</b>	
★	2. Amend regulations to allow payment of fees-in-lieu of open space dedication.	40	<b>1</b>							
	3. Strive to implement the recommendations of the open space plan.	40								
	4. Strive to convert managed open space to dedicated open space.	40								
	5. Maintain regulations for open space to be deeded to the Town or other organization.	40								
	6. Ensure that open space areas are not comprised entirely of unbuildable areas.	40								
★	7. Consider amending regulations to require a greater percentage of land be preserved.	40	<b>2</b>							
★	8. Amend regulations to allow donation of open space land elsewhere in Groton.	40	<b>3</b>							
	9. Consider acquiring a priority right to purchase City of Groton Utilities land.	40								
★	10. Develop an open space management plan for existing open space and future uses.	40			<b>2</b>		<b>2</b>			PRC
	11. Continue to encourage the efforts of land trusts.	40								
	12. Support enactment of a conveyance tax to support open space acquisition.	40								

## Protect Coastal Resources

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Update Coastal Planning</b>										
★	1. Undertake a separate planning effort to review and update the 1982 MCP.	43	2		2		2		2	DEP
<b>Protect Coastal Resources</b>										
	1. Continue to manage coastal activities in conformance with state guidance.	44								DEP
	2. Continue coastal management programs to maintain and enhance coastal resources.	44								DEP
<b>Protect Coastal Water Quality</b>										
	1. Continue efforts to protect and improve coastal water quality.	45								DEP
<b>Improve Coastal Public Access</b>										
	1. Continue successful efforts in obtaining, marking, and mapping public access.	46								DEP
★	2. Identify and acquire sites that contribute to a greenbelt/riverbelt access system.	46	2		2		2	2	2	DEP
	3. Consider acquiring any waterfront site that can provide for community benefits.	46								
★	4. Establish a waterfront land acquisition strategy.	46	2		2		2	2	2	
<b>Provide For Water Dependent Uses</b>										
	1. Continue to place highest priority on waterfront sites for water-dependent uses.	46								
<b>Carefully Manage Coastal Development</b>										
	1. Continue to manage cumulative development impacts in coastal areas.	48								
	2. Continually review regulations affecting coastal areas to ensure adequate controls.	48								
	3. Encourage building set back from eroding and vulnerable coastal areas.	48								
★	4. Consider flexible yard requirements in coastal high hazard areas.	48	2	2					2	
★	5. Develop a protocol to address buildings severely damaged after a coastal storm.	48		2					2	
	6. Continue to review coastal site plans for flood and erosion control structures.	48								
	7. Discourage erosion control structures except when unavoidable and necessary.	48								
	8. Ensure that structural measures will not cause cumulative shoreline impacts.	48								
	9. Encourage or require use of "non-structural" erosion controls.	48								
	10. Ensure flood / erosion control structures comply with appropriate requirements.	48								
	11. Consider purchase of shoreline properties after significant storm events.	48								

## Protect Historic Resources

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Continue to Identify Historic Resources</b>										
★	1. Implement the recommendations of the 1996 Historic Preservation Plan.	52	3	3					3	HDC
	2. Continue to obtain funds to document historic resources.	52								HDC
	3. Undertake efforts to identify archeological resources in Groton.	52								
<b>Continue to Protect Historic Resources</b>										
	1. Encourage establishment of local historic districts.	54								
	2. Consider establishing village districts overseen by the Zoning Commission.	54								
★	3. Consider ordinances for demolition and rehabilitation delay, and/or tax abatement.	54					2			Tax
	4. Coordinate historic preservation activities on a town-wide basis.	54								
	5. Encourage the efforts of local organizations that promote historic preservation.	54								HDC
★	6. Establish educational programs to promote awareness of historical resources.	54							3	HDC BOE
	7. Encourage owners of historical resources to preserve and protect them.	54								
	8. Continue to maintain a municipal historian to preserve local history information.	54								
	9. Seek a central repository for historical information about Groton.	54								HDC
★	10. Amend regulations to require archeological surveys prior to construction.	54	2	2						
	11. Maintain designation as a Certified Local Government.	54								

<b>Promote Community Character</b>										
		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Protect and Enhance Character Resources</b>										
	1. Continue to protect resources that enhance overall community character.	56								
<b>Protect Scenic Resources</b>										
	1. Continue to identify scenic views, scenic roads, and other scenic resources.	56								
	2. Preserve scenic resources (such as stone walls,) that are visible from public streets.	56								
★	3. Amend regulations to include protection of scenic views and other scenic resources.	56	2	2					2	
	4. Protect tree canopies from unreasonable destruction from utility pruning.	56								
<b>Enhance "Sense of Place"</b>										
	1. Encourage development patterns that contribute to a "sense of place".	59								
	2. Encourage a diversity in "sense of place" to promote the character of each area.	59								
★	3. Recommend adoption of a property maintenance code.	59					3			
	4. Address abandoned buildings as promptly as possible.	59								
<b>Promote Good Design</b>										
★	1. Establish and maintain design review guidelines.	60	2	2					2	
	2. Consider establishing a design review process in the future, if appropriate.	60								
<b>Retain Undeveloped Land</b>										
★	1. Establish an open space assessment policy to retain undeveloped residential land.	64	2		2		2		2	Tax
	2. Consider a local tax abatement program to retain undeveloped residential land.	64								Tax
	3. Consider establishing a program to purchase farmland development rights.	64								

## Enhance Community Pride and Spirit

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Promote Community Spirit</b>										
	1. Continue to promote unique local programs that promote community spirit.	66								
	2. Maintain and enhance unique local services or facilities that promote spirit.	66								
	3. Continue to promote recognition of Groton's special qualities.	66								
	4. Encourage other actions and programs that promote a sense of community.	66								
<b>Enhance Neighborhood Identity</b>										
	1. Recognize that neighborhoods working together will make a strong community.	67								
	2. Recognize and enhance the unique features of each part of the community.	67								
	3. Encourage neighborhoods to work together and with local organizations.	67								
<b>Promote Community Involvement</b>										
	1. Encourage volunteers who promote the community and quality of life.	68								
★	2. Establish a more active program to develop volunteers.	68					2		2	
	3. Continue to promote and encourage volunteer organizations.	68								
★	4. Recognize local volunteers through special annual events or other activities.	68					2		2	
	5. Strive to involve neighborhoods in the overall community that is Groton.	68								
	6. Encourage "neighborhood" events that involve all Groton residents.	68								
<b>Improve Communications</b>										
	1. Educate and communicate information for all community activities.	69								
★	2. Publish a "community calendar" to inform people of coming events.	69							2	PRC
	3. Maintain a Groton "website" to inform and allow for e-mail communications.	69								
	4. Use Community Television to provide information on local issues and events.	69								
	5. Continue to publish local newsletters and other information.	69								
	6. Promote better coverage by local newspapers.	69								
<b>Promote and Market Community Assets</b>										
★	1. Undertake a program to market Groton to a broader audience.	70					1		1	

## Enhance Physical Structure

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Reinforce Community Structure</b>										
	1. Enhance "sense of place" in order to promote community character.	72								HDC
	2. Promote "nodes" with diverse uses and densities that enhance character.	72								
★	3. Revise regulations to promote and enhance existing and new nodes.	72	<b>1</b>	<b>1</b>						
	4. Use mixed-use nodes as a major organizing feature in the development of Groton.	72								
	5. Educate Groton residents about "nodes" to overcome possible resistance.	72								
<b>Seek A Central Focal Point For Groton</b>										
	1. Establish a central focal point for Groton.	74								
<b>Nurture Each Node</b>										
★	1. Undertake study of each node and surrounding areas during the planning period.	76	<b>1</b>	<b>1</b>						
	2. Promote the uniqueness of each node as a component of the entire community.	76								
	3. Consider adopting regulations to encourage mixed uses within each node.	76								

## Encourage Appropriate Residential Development

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Promote Open Space Development Patterns</b>										
★	1. Modify local regulations to encourage open space development patterns.	82	2	2					2	
★	2. Adopt a definition of buildable land and a density regulation.	82	2	2					2	
★	3. Require a specific percentage of land area be preserved as open space.	82	2	2					2	
	4. Provide flexibility in minimum lot size requirements within the Health Code.	82								
	5. Consider other flexible development types that preserve meaningful open space.	82								
<b>Guide Multi-Family Development</b>										
	1. Guide multi-family uses to properly served sites near "nodes".	83								
	2. Guide multi-family developments to sites where they provide a land use transition.	83								
	3. Discourage multi-family development elsewhere unless a benefit will result.	83								
	4. Discourage multi-family development that is not small, moderate density projects.	83								
★	5. Reevaluate multi-family zones for uses, design standards, and zone locations	83	1	1					1	
<b>Limit Two Family Development</b>										
★	1. Review all residential zones to limit where two family homes could be located.	84	2	2					2	
<b>Review Bulk and Dimensional Standards</b>										
★	1. Review dimensional and bulk standards for residential zones.	85	2	2					2	
	2. Consider adopting a maximum floor-area-ratio regulation in Groton.	85								
<b>Guide Conditional Uses (Special Permit)</b>										
★	1. Review the conditional uses allowed in residential zones.	86	1	1					1	
★	2. Adopt additional Special Permit Objectives in the Zoning Regulations.	86	1	1					1	
<b>Continue To Address Housing Needs</b>										
	1. Continue to provide for a diversity of housing types throughout Groton.	90								
	2. Continue to address identified needs for elderly housing and affordable housing.	90								
	3. Guide such development to areas that support community structure.	90								

## Encourage Appropriate Economic Development

	Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Develop A Strategic Economic Development Plan</b>									
★ 1. Prepare an economic development strategic plan to guide future activities.	93								EDC
2. Update such strategic plan on a regular basis.	93								
<b>Simplify Business Zoning and Procedures</b>									
★ 1. Simplify the list of uses permitted in each zone by using broad classes.	94		2					2	EDC
★ 2. Establish a new hierarchy of business zones to simplify the business structure.	94		2					2	EDC
★ 3. Review all business and industrial zones and areas as to location and requirements.	94		2					2	EDC
★ 4. Investigate ways to streamline or improve land use procedures.	94	2	2					2	EDC
5. Empower staff to make more permit and approval decisions.	94								
<b>Continue Economic Development Efforts</b>									
1. Expand the tax base by retaining existing and attracting new businesses.	95								EDC
2. Ensure that business development supports structure and complements character.	95								EDC
3. Work with existing organizations to help create a business-friendly environment.	95								EDC
★ 4. Reactivate joint commission meetings to encourage economic development.	95	2	2					2	EDC
5. Work with other organizations to promote regional economic development.	95								EDC
<b>Encourage Development of Fully Serviced Sites</b>									
★ 1. Assist the Town Council in considering funding of infrastructure improvements.	97	2			2	2		2	EDC
★ 2. Change the Industrial Park District designation to Business Park.	97	3	3					3	EDC
3. Find ways to enhance the use of existing business sites.	97								EDC
4. Ensure that business development supports and complements Groton.	97								EDC
5. Consider conceptual approvals that will guide potential businesses and developers.	97								
6. Consider identifying other appropriate locations for economic development.	97								EDC

## Encourage Appropriate Economic Development (continued)

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Modify Commercial Development Patterns</b>										
	1. Encourage "nodes" and discourage "strip" type business development.	100								EDC
	2. Consider undertaking a special study of each commercial area.	100								EDC
	3. Consider using design districts to encourage the development of "nodes".	100								
★	4. Evaluate current zoning designations and requirements.	100		2					2	
	5. Encourage consolidated development with shared access, parking, and circulation.	100								EDC
★	6. Modify regulations to create incentives for consolidated development.	100		2					2	
	7. Encourage architectural character as part of new business development.	100								
★	8. Develop an overall traffic plan for business areas.	100	2						2	DOT TA
	9. Discourage parking lots that detract from the streetscape and pedestrian circulation.	100								
	10. Resist pressure to rezone areas that would create strip development patterns.	100								
	11. Encourage businesses to enhance the streetscape.	100								
	12. Encourage reinvestment in existing business areas rather than more expansion.	100								EDC
	13. Encourage development of neighborhood and community based retail facilities.	100								EDC
<b>Maintain or Reduce Commercial Zoning</b>										
	1. Resist the desire of owners and retailers to rezone new lands to commercial use.	102								EDC
	2. Prevent commercial "creep" along major roads.	102								
	3. Strive to reduce (or maintain) the amount of commercial zoning in Groton.	102								EDC
	4. Guide commercial development back to the desired "nodes".	102								
★	5. Perform a comprehensive study of the retail market.	102							2	EDC
<b>Address Other Economic Development Issues</b>										
★	1. Address economic development issues identified in the Plan.	103 – 106	2	2			2		2	EDC
<b>Continue to Provide For Home Occupations</b>										
★	1. Review home occupation regulations.	108		3					3	

## Enhance Transportation Options

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Carefully Manage The Existing Roadway System</b>										
	1. Develop east-west connectors, where feasible and desirable.	111								
	2. Maintain traffic capacity for future traffic volumes while maintaining character.	111								TA
★	3. Make intersection improvements where needed on Routes 1, 12, and 184.	111							2	DOT IA
★	4. Undertake one or more access management studies on Routes 1, 12, and 184.	111	1							TA
	5. Implement recommendations from the access management study in these areas.	111								TA
	6. Encourage access management strategies along major roadways in Groton.	111								TA
<b>Revise Roadway Classifications</b>										
	1. Update regulations to incorporate the roadway classification scheme.	112								
<b>Encourage Roads That Are More Scenic</b>										
★	1. Review road standards to promote construction of more scenic roads.	115								PW
	2. Continue to designate local roads as scenic roads to enhance character.	115								Res.
★	3. Publicize and promote the "adopt-a-road" program with local organizations.	115			3		3			PW
<b>Continue to Maintain and Improve Roads</b>										
	1. Continue to make roadway improvements to address safety and capacity issues.	116								PW
	2. Increase road maintenance funding to adequately maintain existing roads.	116								PW
	3. Continue to work closely with the SCCOG and CTDOT on transportation issues.	116								
	4. Encourage continued spot improvements to state highways, where necessary.	116								PW
	5. Continue to evaluate how future transportation projects may benefit the community.	116								
<b>Address Unaccepted Streets</b>										
	1. Continue efforts to address unaccepted streets.	117								PW
	2. Discourage private streets unless future liability is clearly specified.	117								PW

## Enhance Transportation Options (continued)

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Create an Overall Pedestrian Network</b>										
	1. Continue to improve and extend the sidewalk network in and around Groton.	120								PW
	2. Maintain regulations that require the installation of sidewalks for new projects.	120								
	3. Continue to appropriate funds to extend sidewalks throughout the community.	120								
	4. Consider enacting a "fee-in-lieu-of sidewalk" regulation.	120								
★	5. Establish and maintain a sidewalk inventory and improvement plan.	120	1						1	PW
	6. Continue to develop, improve and extend the trail network throughout Groton.	120								
	7. Allow for multi-use trails (bicycles, pedestrians, rollerblades, etc.).	120								
★	8. Modify regulations to require the installation of trails in new projects.	120	2	2					2	
	9. Appropriate municipal funds to extend and connect trails throughout Groton.	120								
★	10. Establish and maintain a trail inventory and improvement plan.	120	2		2				2	PRC
	11. Explore opportunities to create less formal walkways where feasible and desirable.	120								
	12. Interconnect all pedestrian walkways in Groton into a cohesive overall system.	120								PRC
<b>Establish a Bikeway Network in Groton</b>										
★	1. Develop an overall concept plan for bicycle routes in Groton.	122	2		2				2	TA
	2. Provide appropriate bicycle facilities when road improvements are undertaken.	122								PW
	3. Give priority to bicycle trails along major roads that service areas of local activity.	122								PW
	4. Provide for bicycle racks and other support facilities, where appropriate.	122								

## Enhance Transportation Options (continued)

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Enhance Transit Service</b>										
	1. Devote efforts to supporting and enhancing transportation options.	123								
	2. Coordinate and integrate the public and private transportation systems in Groton.	123								
★	3. Encourage preparation of a multi-modal transportation study in Mystic.	123							1	
	4. Create, support, and enhance local bus transportation.	123								
	5. Continue to work with SEAT to enhance local bus service.	123								
	6. Explore expanding other bus transportation.	123								
	7. Consider enacting a "fee-in-lieu-of-parking" regulation to support transit.	123								
<b>Address Parking Needs</b>										
★	1. Undertake a comprehensive review of parking requirements.	124	2	2					2	
	2. Consider establishing stand-alone parking lots where they will meet a need.	124								
	3. Maintain and, if necessary, expand commuter parking lots.	124								
<b>Monitor Rail and Airport Operations</b>										
	1. Support maximum passenger rail service to the Mystic and New London stations.	125								
	2. Encourage fare reduction for local Amtrak service to reduce vehicles using I-95.	125								
	3. Support revival of passenger service on the P&W line.	125								
	4. Continue to closely monitor rail service activities for local impacts.	125								
	5. Continue to closely monitor airport activities for local impacts.	125								
	6. Partner with the airport and CTDOT to enhance the airports economic potential.	125								
<b>Support Marine Transportation Services</b>										
	1. Continue to monitor the land-based needs of Groton's marine businesses.	126								
	2. Encourage waterfront uses for maritime commerce uses that are water-related.	126								HMC
	3. Explore the concept of water taxi services and manage any land-side activities.	126								HMC
	4. Support regional efforts to increase usage of the State Pier in New London.	126								

# Address Community Facility Needs

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Address Current Community Facility Needs</b>										
★	1. Undertake longer term enrollment planning.	128							2	BOE
	2. Continue to evaluate educational facility needs and implement recommendations.	128								BOE
★	3. Undertake programs to attract and retain volunteer public safety personnel.	129					1			
★	4. Establish a Committee to identify and prioritize all options for a Town Beach.	130					1			
<b>Plan For Mid-Range Needs</b>										
	1. Provide additional recreational facilities to meet local needs.	131								PRC
	2. Continue to coordinate recreation facility usage with the schools to meet needs.	131								BOE PRC
	3. Explore the possibility of cooperation with other recreation facilities in Groton.	131								PRC
	4. Consider developing a recreation center with pool, gym, fitness, and youth areas.	131								PRC
★	5. Construct a new vehicle maintenance facility at the public works facility.	132					2	2	2	PW
★	6. Establish additional sand and salt storage facilities.	132					2			
	7. Address the long-term policy issue of proper disposal of road sand sweepings.	132								PW
★	8. Undertake programs to educate residents about waste management.	132			2				2	BOE Res.
★	9. Establish facilities for composting, bulky waste disposal, and a "swap" facility.	132					1	1	1	PW
	10. Consider establishing a permanent facility for household hazardous waste collection.	132								PW
	11. Address the animal shelter, including the possibility of regional sharing of a facility.	132								PW COG
	12. Promote waste stream reduction, reuse, and recycling of materials.	132								PW
★	13. Investigate constructing additional housing units for elderly/disabled persons.	132					3		3	
★	14. Investigate establishing a community center / recreation center complex.	133					2	2	2	PRC
	15. Maximize the opportunities for a community / recreation center on Route 117.	133								
	16. Consider acquiring adjacent property to allow expansion of the community center.	133								
	17. Investigate opportunities to coordinate all three libraries.	133								
★	18. Provide additional space for Social Services and Youth and Family Services.	134					2	2		
★	19. Investigate opportunities to consolidate fire districts and ambulance associations.	134					2			

## Address Community Facility Needs (continued)

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Prepare For Future Needs</b>										
★	1. Develop an overall strategy to identify possible future facility needs.	135	2				2	2	2	
	2. Strive to acquire land as soon as possible for future facility needs.	135								
★	3. Identify and acquire future school sites during the planning period.	135	2				2	2	2	
	4. Use the Structure and Future Land Use Plans to guide facility locations.	135								
	5. Investigate ways to establish cultural facilities such as a performing arts center.	136								

## Enhance Infrastructure

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Guide Piped Utilities To Meet Community Needs</b>										
	1. Continue to encourage the provision of adequate potable water.	138								LLH
	2. Expand public water on the basis of supporting desired development patterns.	138								LLH
	3. Encourage efforts to identify and develop adequate sources of water supply.	138								LLH
	4. Continue to encourage the provision of safe and efficient sewage disposal.	140								LLH
	5. Expand public sewer on the basis of supporting desired development patterns.	140								PW
★	6. Complete expansion of the Town's Water Pollution Control Facility.	140							1	PW
	7. Continue to implement the recommendations of the 1995 Master Sewage Plan.	140								PW
	8. Clearly define sewer avoidance and sewer service areas (including industrial areas).	140								PW
	9. Address capacity issues related to inflow, pipe cleaning, and pump stations.	140								PW
★	10. Undertake a Town-wide study of drainage needs and issues.	141							1	PW
★	11. Perform an assessment of ways to improve water quality at storm drainage outfalls.	141			1	1			1	PW
	12. Continue to encourage the provision of natural gas service.	141								EDC

<b>Enhance Infrastructure</b>										
		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Guide Wired Utilities To Meet Community Needs</b>										
	1. Promote energy conservation to reduce energy needs and maintain capacity.	143								
★	2. Amend regulations to require all new wired utility services be underground.	143	1	1					1	PW
	3. Encourage all replacement wired utility services be placed underground.	143								PW
	4. Work with utility companies to establish a reasonable tree-trimming schedule.	143								PW
	5. Work with utility companies to select plantings compatible with overhead wires.	143								PW
	6. Encourage electrical system improvements for capacity and reliability.	143								PW
	7. Encourage improvements in communication infrastructure.	143								
	8. Encourage the implementation of highest quality communications technology.	143								
	9. Encourage local utilities to make high-speed Internet access available in Groton.	143								
	10. Continue to monitor changes in communications technology.	143								
<b>Address Wireless Communications</b>										
	1. Anticipate the growth in wireless communications and antennas.	144								
	2. Continue to monitor evolving technologies to efficiently address local needs.	144								
	3. Enhance regulations related to the siting of wireless communication facilities.	144								

<b>Enhance Government Structure</b>										
		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Enhance Government Coordination</b>										
	1. Strive to enhance government efficiency.	148								
<b>Consider Alternative Structures</b>										
	1. Consider alternative government structures.	148								
<b>Find Effective Solutions</b>										
	1. Strive to find effective solutions to organizational and governmental issues.	148								
	2. Reduce or minimize duplication of services.	148								

# Implementation

		Page	PC	ZC	CC	IWA	TC	RTM	Staff	Other
<b>Implement The Plan</b>										
	1. Educate people about the Plan recommendations.	153								
★	2. Maintain and regularly update a community "web page".	153							3	
★	3. Establish a system where residents can e-mail Town employees.	153					2		2	
	4. Consider establishing special issue shows on community television.	153								
	5. Use the Plan implementation schedules to guide local activities.	154								
★	6. Establish an oversight committee to coordinate plan implementation.	154	1				1	1	1	
★	7. Develop an annual implementation program.	154	1				1		1	
	8. Regularly maintain the Plan as a working, rather than a reference, document.	154								
★	9. Comprehensively review a major section of the Plan every year.	154	1	1	1	1	1	1	1	Res.
	10. Use the consistency checklist to help review proposals and implement the Plan.	154								
	11. Use the Plan of Conservation and Development as a basis for land use decisions.	154								
★	12. Update the subdivision regulations and make necessary revisions.	156	2							
★	13. Update the zoning regulations / map and make necessary revisions.	156		2						
	14. Continue to enforce local regulations.	156								
	15. Incorporate Plan recommendations into the operating and capital budget.	156								
	16. Continue to refer municipal improvements for review under CGS Section 8-24.	156								

# 19

## CONCLUSION

*The Plan establishes goals for all Groton residents to work towards ...*

This Plan of Conservation and Development is a statement of themes, strategies, and tasks for the Town of Groton. In preparing this Plan, the Groton Plan of Conservation and Development Steering Committee and the Planning Commission:

- reviewed and discussed information about Groton
- conducted meetings and surveys to determine residents' attitudes
- discussed conditions, trends, and issues affecting the community
- refined a number of strategies to help guide the community during the planning period

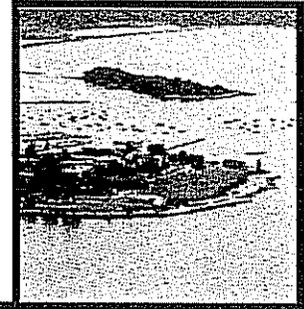
Based on all of the work accomplished, this Plan is believed to reflect the consensus of the community in terms of where Groton should devote much of its effort and intentions over the next ten to twenty years. The process of preparing the Plan has been an opportunity for all participants to learn more about their community and to help prepare a guide to the future of Groton. As a result, it has been a rewarding experience for everyone involved.

While situations and conditions will undoubtedly change during the next ten years, this Plan establishes goals for all Groton residents to work towards. In addition, it provides flexibility in exactly how to attain those goals.

Now, the hard work must begin. The most critical step in bringing the Plan to fruition is implementing its recommendations. While that task rests with all residents of Groton, it is also coordinated by the Planning Commission and other Town agencies.

While it is true that even the longest journey begins with a single step, the Groton Plan of Conservation and Development Steering Committee and the Planning Commission feel that, by preparing this Plan of Conservation and Development, the journey towards building a better community has already begun.

# BACKGROUND INFORMATION



During the process of preparing this Plan of Conservation and Development, the following workbooks were prepared to summarize information and frame policy discussions. These background materials (as well as other materials) can be reviewed at the Groton Library or the Office of Planning and Development Services at the Town Hall Annex on Groton Long Point Road.

<b>1</b>	Planning Primer	July 6, 1998
<b>2</b>	Implementation Status of Prior Plans	September 14, 1998
<b>3</b>	Public Meeting #1	November 9, 1998
<b>4</b>	History of Groton	November 9, 1998
<b>5</b>	Regional Factors	November 9, 1998
<b>6</b>	Natural Resources of Groton	November 9, 1998
<b>7</b>	People of Groton	December 14, 1998
<b>8</b>	Housing In Groton	December 14, 1998
<b>9</b>	Economy Overview	December 14, 1998
<b>10</b>	Land Use & Development Potential	February 8, 1999
<b>11</b>	Open Space	February 8, 1999
<b>12</b>	Infrastructure	March 8, 1999
<b>13</b>	Community Services & Facilities	March 8, 1999
<b>14</b>	Transportation & Circulation	March 8, 1999
<b>15</b>	Coastal Areas & Issues	March 29, 1999
<b>16</b>	Historic Preservation	March 29, 1999
<b>17</b>	Regulatory Review	April 12, 1999
<b>18</b>	Economic Development	May 10, 1999
<b>19</b>	Public Informational Meeting #2	August 16, 1999
<b>20</b>	Groton Tax Impact Analysis	September 13, 1999
<b>21</b>	Governmental Review	September 13, 1999
<b>22</b>	Community Structure	September 27, 1999
<b>23</b>	Planning Program Ideas	November 15, 1999
<b>24</b>	Preliminary Planning Program	November 15, 1999