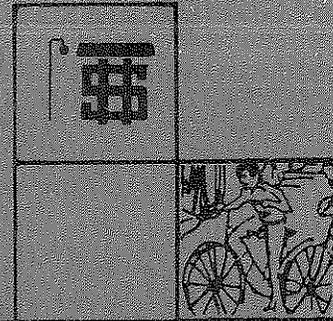
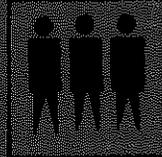


This document was filed in the Town Clerk's Office 7/27/78 for the Public Hearing of 8/9/78

PLAN OF DEVELOPMENT



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ADDENDUM 12



1978

CITY OFFICIALS

MAYOR

ANTHONY S. MARINO

COMMON COUNCIL

Michael J. Cubeta, Jr.

Sebastian W. Gallitto

Vincent J. Loffredo

Kent M. Scully

Francis P. Marino

Conrad J. Tyaack

Paul P. Parisi

Arnold J. Ackerman

Dr. Christie M. McLeod

Daniel Z. Shapiro

Thomas E. Lineberry

Carl J. Passanesi

PLANNING & ZONING COMMISSION

Chairman: Paul P. Parisi

Vice-Chairman: Eric G. Lowry

Secretary: Cos Giuffrida

Dr. Christie E. McLeod

Seb. J. Passanesi

Ralph Shaw II

Vincent J. Loffredo

Ex-Officio: Mayor Anthony S. Marino

Dir. Pub. Wks. John O'Brien

Alternates: George L. Augustine

Robert F. Chamberlain

Daniel Z. Shapiro

Conrad J. Tyaack

PLANNING AND ZONING STAFF

Director: George A. Reif

Asst. Director: Catherine V. Raczka

Technician: Richard J. Somers

Clerk: Althea C. Rinaldi

Asst. Clerk: Florence Pele

Addendum 9
Plan of Development

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(Proposed) Supplementary Documents to Above Components:

- G. (a) Area Wide Topics Study (Completed)
- H. (a) Capital Improvements Program (Annually Reviewed)
- J. (a) Waterfront Restoration
 - (b) Redevelopment Area
 - (c) Central Business District (see Economics Component)
 - (d) Quality of Life Analysis

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This Plan of Development was adopted by the Planning and Zoning Commission at its meeting of July 9, 1975 with an effective date set of July 18, 1975.

The following Addenda have been added to either update information and/or add material which is intended to be offered for official adoption into the Plan at a future date:

<u>Addendum Number</u>	<u>Subject and/or Component</u>	<u>Reason</u>	<u>Date</u>
1.	Commission Listing	Update after '75 election	11/75
2.	Contents	Add supplemental information	3/76
3.	Geographic Location	Add supplemental information	3/76
4.	Historic Consideration	Add list of historic buildings	3/76
5.	Community Facilities	Add introduction	3/76
6.	Municipal Agencies	Add new organizational units	7/76
7.	Land Use Component	Revise map and text	7/76 ¹ .
8.	Commission Listing	Update after organizational meeting	2/77
9.	Contents	Add supplemental information	10/77
10.	Central Business Dist.	Revise Text	10/77
11.	Population Estimates	Revise Figures	10/77
12.	Commission Listing	Update after '77 Election	11/77

Addendums which have not been officially adopted into the Plan of Development are on green paper.

1. Land Use Component adopted June 9, 1976, effective July 1, 1976.

L E G A L A U T H O R I T Y F O R T H E P L A N

Connecticut municipalities are authorized to prepare and adopt comprehensive plans of development by Section 8-23 of the Connecticut General Statutes. State law defines the plan as "a statement of policies, goals, and standards for the physical and economic development of the municipalities....In preparing the Plan, the commission may consider physical, social, economic and governmental conditions and trends....The Plan shall be designed to promote with greatest efficiency and economy the co-ordinated development of the municipality and the general welfare and prosperity of its people". Besides being mandated by State law, comprehensive planning and the plan of development are critical for sound decision making in Middletown.

The Plan provides an opportunity for the City to delineate guidelines for the best possible environment in Middletown. Preparing the Plan helps the town to clarify its thinking on local issues: on growth, on community facilities and programs, on economic development, on preservation and conservation, on transportation, and on housing and redevelopment.

Middletown's former Plan, adopted by the planning agency in 1965, had become obsolete through time. New highways were built and changing housing patterns now impact the municipal delivery system in new ways. Extensive revisions were made, so the Plan is more responsive to current conditions.

This document updates sections of the 1965 Comprehensive Plan of Development which are no longer relevant to Middletown. For the first time, 1970 census material is incorporated in research about Middletown. This revised Plan will be used in evaluating individual programs and facilities to determine if they are truly a part of the design for a better Middletown.

The essence of Middletown's city planning program is a timely and relevant Plan of Development. This loose-leaf format is a convenient way of incorporating future changes to the document. New information is identified by an addendum number.

THE PLAN: GUIDELINES FOR AN EMERGING MIDDLETOWN

Middletown is a dynamic community of diverse elements: a strong Yankee heritage, an ethnically aware population, a noted private liberal arts college, quiet streets with single family homes, intensively developed residential areas with high rise or garden apartments, numerous State facilities, a successful municipal industrial park, and many health-related institutions.

Such various aspects of the City mean that development in a rational and co-ordinated manner depends on completeness and clarity of town goals. Explicit goals help those active in shaping Middletown's future look at daily issues within a framework. This legal framework is the City's Plan of Development.

For Middletown, the best possible environment would be promoted through the adoption of objectives which facilitate the accomplishment of the following goals:

1. To preserve, protect, and enhance the historical cultural, and natural resources and features of the community, and to preserve those elements that set the desirable and unique character of Middletown.
2. To provide an educational system which effectively prepares students with necessary skills and the foundation to cope with a changing job market.
3. To develop a balanced transportation system, including sidewalks and recreational trails for non-motorized vehicles.
4. To encourage the appropriate coordinated, and economic use of land. Land should be acquired by the

City to assure that the needs of the future Middletown are met. A long range community facilities program should be adopted and any needed sites should be acquired before all land is developed. Recreation facilities should be studied and needed land acquired. Above all, recreation facilities need to be co-ordinated with school programs, and with land required for drainage and conservation.

5. To create an economically sound community by providing an economic climate favorable for commercial, industrial, and service related activity. The basis for this is a strong central business district, which is a focus for retail businesses and service offices, and public buildings.
6. To provide and maintain a supply of high quality housing, which can accommodate a population of diverse economic levels, ethnic backgrounds and family size by providing ample freedom of choice in housing accommodations.
7. To create a healthy, safe, pleasant and attractive environment in the community by setting the highest possible standards for working and living conditions in future development.

Citizen involvement in planning is essential in adopting and implementing a Plan of Development both responsive and relevant to local needs. In fact, State statutes mandate public participation in preparing the Plan. This requirement is met by a public hearing. However, a hearing does not necessarily generate input to city planning.

To encourage public participation in planning Middletown, two citizen surveys were made by the Planning and Zoning Commission. Thus, information from Middletown citizens was obtained BEFORE a final version of the Plan, when this information would have the most impact. The goals for an emerging Middletown are adapted from analysis of these surveys. Detailed material derived from these surveys can be found in other documents previously published by the Planning and Zoning Commission.

COMPONENT A

GEOGRAPHIC LOCATION

ADDENDUM 3G E O G R A P H I C L O C A T I O N

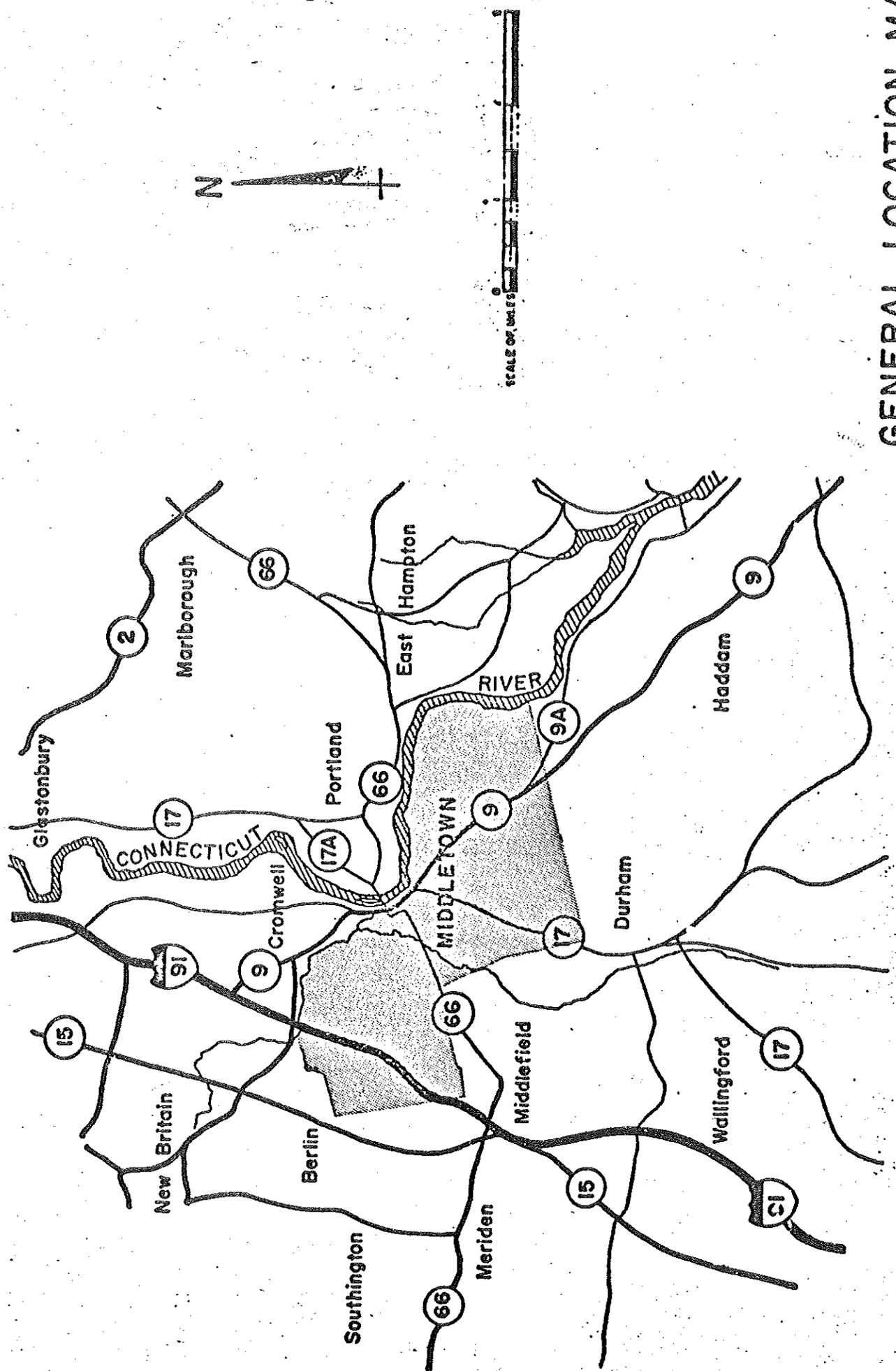
Middletown is almost at the geographical center of Connecticut. It is approximately equal distance, 20 miles, from two key Connecticut cities, Hartford and New Haven. The City is also approximately equal distance, 100 miles, from New York City and Boston. Middletown is part of the eastern megalopolis reaching from Norfolk, Virginia at the southern end to Boston, Massachusetts at the northern end.

This geographic position has an undeniable influence on the future of Middletown. Within its own State designated planning region Middletown is a mature urban center for the rural communities to the south and east. To the north and west it is in the development shadow of Hartford and Meriden.

While Middletown is part of the urban and urbanizing eastern megalopolis and connected to the interstate highway system at the western boundary, it still has approximately 45% of its ground surface undeveloped. It is precisely for this reason that a Plan of Development to guide the growth in the City is essential. Middletown is in an advantageous position in terms of its options for its future course of development. Middletown can develop its own special combination of resources to be different from other communities in the State. It does not have to be dominated by industrialization nor must it exclusively play the role of a suburb. It can generate a unique complex of activities relating to the environment provided by its location on the Connecticut River, its rolling and protected landscape, and the qualities of a New England village that it has thus far preserved with fair success.

Middletown does not need to be unduly influenced by any irresistible set of forces which it cannot control. Its relatively slow growth, resulting in part because it was off to one side of the mainstream of development can turn out to be a major advantage. Whether or not the community will respond to the advantage is part of what the Plan of Development is all about.

GENERAL LOCATION MAP



COMPONENT B
PHYSICAL CHARACTERISTICS

PHYSICAL CHARACTERISTICS

A. Area:

Middletown has an area of 42.9 square miles.

B. Altitude:

The highest peak above mean sea level is 907 feet at Mt. Highby Reservoir. The lowest mean sea level is 15 feet at the Connecticut River. Most of Middletown is under 480 feet.

C. Topography:

Middletown consists of flat marshlands at the river levels to rolling hills. The Connecticut River and its tributaries--- the Sebeth or Mattabeset River, Coginchaug River, and Sumner Brook, are the principal waterways.

The original city center lies on relatively level land, rising slowly from the river level to the Wesleyan campus at the west. The land falls off abruptly into the valley of the Mattabeset in the north and into that of Sumner Brook to the south. This natural topography serves to define and limit the area of the central district.

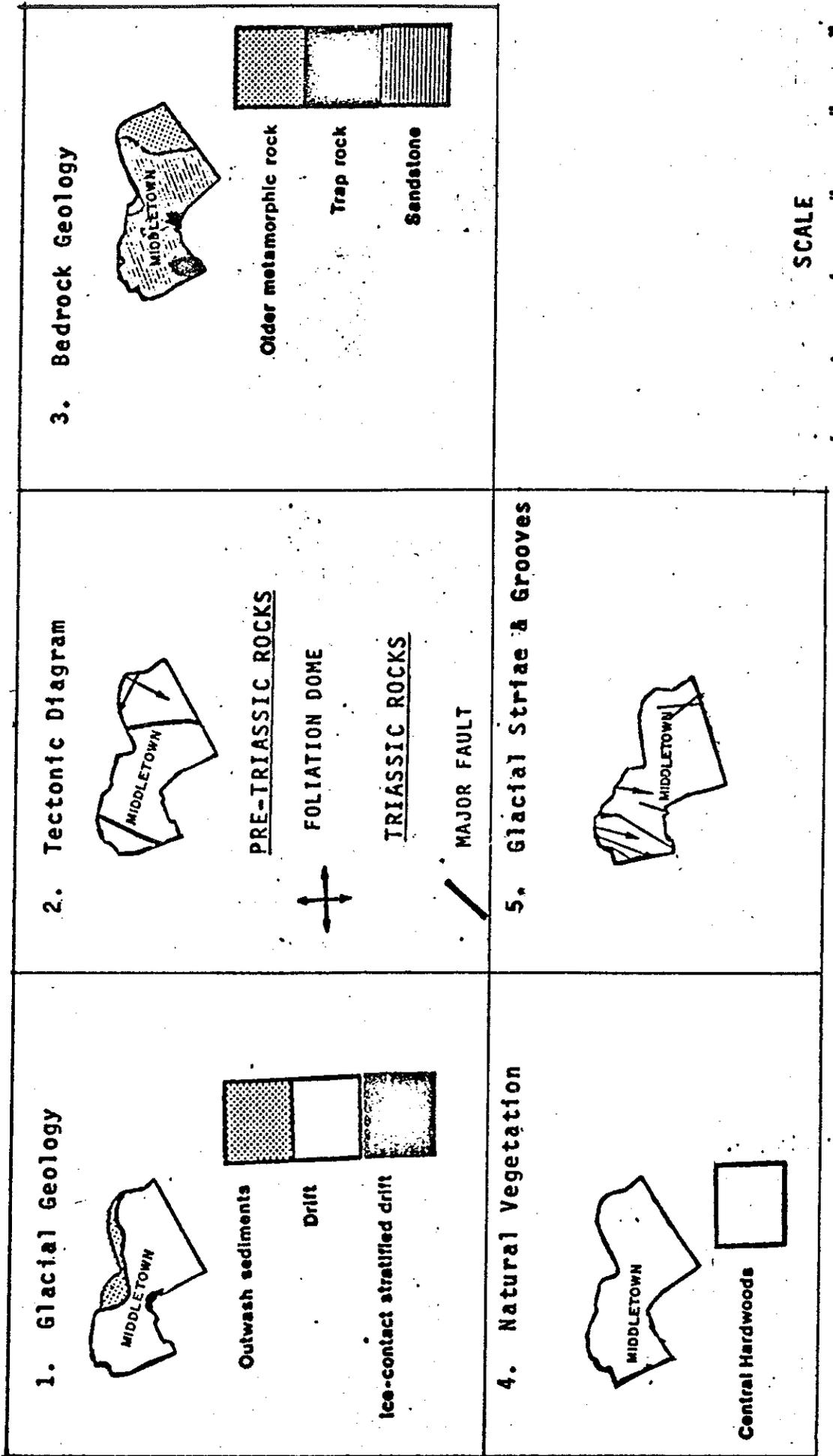
Along the westerly boundary, adjacent to Meriden, the land is rugged and in places reaches an elevation of nearly 900 feet. Easterly from this boundary the land becomes more gently rolling. The soils in much of the north and west sections of the City are generally of a medium to heavy character, with slow internal drainage. Some areas have poorly drained soils with clay or slit, although there are limited pockets of well-drained gravelly or sandy soils. Near the Mattabeset and Coginchaug Rivers there are extensive areas of alluvial soils, much of them subject to flooding. In general, the soil conditions of this part of the City are unsuitable for development except at a very low density, unless public sanitary sewerage is available.

Sumner Brook and its tributaries drain much of the south central area of the City. These streams rise near the Middlefield and Haddam lines and join south of the city center, where Sumner Brook flows into the Connecticut. Soil conditions in this part of Middletown vary, but much of the area contains medium to heavy soils which require public sanitary sewerage where development exceeds a low density. There are, however, some limited areas with sandy or gravelly soils, but there are also pockets of poorly drained soils as well as of rocky and rugged land. The topography of most of the south central area is gently rolling, becoming more rugged near the City's south boundary.

D. Climate:

Average annual temperature: 50.20°F.
 Mean maximum January temperature: 36°F.
 Mean minimum January temperature: 18°F.
 Mean maximum July temperature: 83°F.
 Mean minimum July temperature: 61°F.
 Average annual rainfall: 50.34 inches
 Average annual snowfall: 37.2 inches

PHYSICAL CHARACTERISTICS OF MIDDLETOWN, CONNECTICUT



COMPONENT C
HISTORIC CONSIDERATIONS

H I S T O R I C A L C O N S I D E R A T I O N S

Middletown's Plan of Development is based on aesthetic and cultural resources and the goals of the community. The importance of history and historic preservation in the local planning process cannot be overstated. The basic planning objectives of maximum utilization of scarce land and building resources in densely built up areas can be aided by a preservation program, focusing on economically feasible adaptive uses for old structures.

To formulate and implement development goals, a community must be knowledgeable about its history, as well as about current trends. The historical, along with the physical, is the basis for determining community goals and objectives.

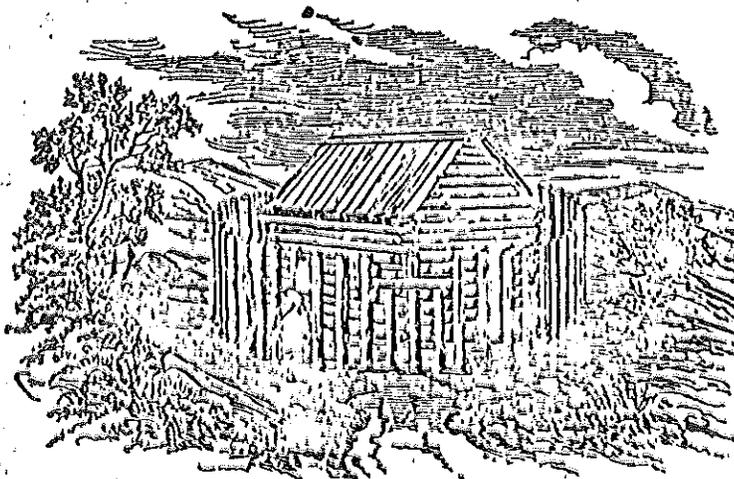
In planning for Middletown, the history of the community as well as social, economic and financial conditions must be considered. The following has been prepared so that policy on Middletown's growth and future direction will be based on a thorough awareness of itself and its history.

THE COLONIAL PERIOD

Differences in politics and theology brought settlers to the Connecticut River Valley. There was also another reason: over-crowding in Massachusetts. Unplanned growth and urbanization still are important motivations for people migrating to new areas.

One of the first towns founded in Connecticut was Middletown. The original site included territory that became the towns of Middlefield, Chatham, Portland, Cromwell, and a part of Berlin. These towns date to the early 1700's. Now local governments annex areas for more efficient operation, but in the eighteenth century the approach was to form smaller, separate communities.

Colonists first called Middletown by the Indian name Mattabesek, which means carrying place or portage. Mattabesek was not an accurate name because of the many streams in the township. In 1653 the Massachusetts General Court renamed the area Middletown. This was one of the first times that a new and descriptive name was used for a town in America; usual practice was to take names from the Bible.



THE MEETING HOUSE.

In spite of the 1650 settlement date, Middletown records only date to 1653. The first recorded vote was for a meeting house near a great elm at the north end of town, in the vicinity of Saint John's Square. The town had strong religious convictions, and developed around the church meeting house.

As in other New England settlements, Middletown's economy had an agricultural base. Along with corn, which first had been planted by the Indians, the early farmers grew rye, oats, and wheat. Farm gardens produced cabbage, lettuce, carrots, beans, and parsnips. In the late 1700's farmers began to market their surplus. A farmer's club, first of its kind in the state, was formed in 1842. Even when other industries developed in Middletown, agriculture continued as an important element of the local economy. In more contemporary times farmers specialized. They concentrated on dairy and poultry farming, because of Middletown's proximity to larger cities. Middletown's strong commitment to agriculture lasted until 1963. The Interim General Plan of Development, then adopted, did not recommend that Middletown maintain itself as an agricultural center. This was a significant policy change for the City. By 1970, only one percent of the employed labor force was in the agriculture, farming and fishing industries.

Along with agriculture, industry has been a significant factor in Middletown's economic development. In the early days almost every stream in Middletown was used for powering mill machinery. The first mill was a grist mill near Pameacha Pond (1655). Later, a mill was located on West Street near Newfield. These mills were the antecedents to today's industrial parks and areas.

When the area was first considered for a settlement, it was thought adequate for 15 families. By 1654, there were 31 taxable homes here. The number had only grown to 52 in 1670. The City's early growth, then, was slow. The impetus for growth was not to be felt for another hundred years. It was shipbuilding, and the merchant trade which developed because of the shipbuilding, that attracted newcomers to Middletown. The population was concentrated near the river, the location of the principle activities of the town. By 1790 the population had grown to 5,370. In that year Hartford had a population of 4,090, and New Haven had a population of 4,484.

Middletown was one of the largest communities in Connecticut. More important, though, was the City's status as a riverport. Middletown was an official port of entry. Vessels of a high grade anchored in the river, and trade flourished. Initially the river trade was confined to the Atlantic seaboard but by 1760 the West Indies trade was well established. Commerce at first built up the farming interests so farmers as well as merchants prospered. Eventually, though, foreign trade was to hurt the farmer.

MIDDLETOWN DURING THE REVOLUTION

By the time of the American Revolution, Middletown was one of the wealthiest communities in the Colonies. While official records reveal that town concerns were on the minds of Middletown residents, there never was any doubt of local support for the independence cause. Town officials agreed to support any action taken by the General Congress. The City assured the First Continental Congress that it would support

its policies even to the extent of a complete halt in trade with the British. For a town with important overseas trading interests, this was a substantial commitment.

Middletown citizens became prominent during the Revolution in civic rather than military affairs. Eventually, Middletown's leadership was to extend to the wider spheres of state and continental matters. There were very few loyalists in Middletown; no local resident had property confiscated because of loyalist sentiment.

Because it was inland, Middletown experienced less interference with normal peacetime activities than other towns in Connecticut. The City was not attacked by the British. After the British seized Rye in 1776, Middletown became a critical supply depot. During the Revolution the City mined lead. The mine was one of the most important in Connecticut. The lead vein was exhausted in 1778, but by that time 15,563 ponds of lead had been produced for cannons and guns.

Simeon North, the first official pistol maker in America, established his arms factory in Middletown during the Revolution. Later, in 1813, he introduced the principle of interchangeable parts, a significant production innovation.

During the war Middletown's privateers experienced a mixture of success and failure. The oldest American warship, the Oliver Cromwell, came from Middletown. Privateering did not replace the West Indies trade which had stopped during the Revolution. But ultimately wartime conditions had a positive effect on local trade. Traffic was diverted from the shore road to routes through Middletown. Middletown came out of the conflict in a good position to capitalize on expanding commercial

and industrial opportunities in the following decades.

GOVERNMENT ORGANIZATION

Long before Middletown was formally incorporated by the Connecticut General Assembly, the Massachusetts General Court had ordered the appointment of a constable here. Appointment and swearing in of a constable was considered incorporation of a town, and any further government organization was left to the local inhabitants. The Charter incorporating Middletown after the Revolution was granted in 1784. Middletown was one of the first towns incorporated in Connecticut.

The original Charter authorized a mayor, four aldermen, a common council, a city court, sheriffs, and a tax collector. Middletown's first mayor was a revolutionary war hero, Jabez Hamilton. The mayor held office until his resignation or death. It wasn't until 1840 that two year terms for the mayor's office were inaugurated.

The Common Council has had the most extensive governmental authority in Middletown. The first ordinance passed by the Council was actually a zoning regulation: "A Bye Law Restraining Swine and Geese from Roaming at Large through the City." The law had zoning implications since it restricted the use of property. By 1888, the Common Council set rules and regulations for public works, registration of voters, preservation of records, health, public utilities, consumer protection, law enforcement and waterfront matters. The 1888 City Code mandated eight committees of the Council: Street and Highways, Finance, Sewers, Fire, Police, Abatement, Street Lamps and Lights,

and Health and Nuisance.

When City departments were created to administer the day to day activities of local government, they came under the control and direction of the Common Council. In 1924 there were five departments: the Department of Public Works, the Police Department, the Fire Department, the Charities Department, and the Park Department. So besides making bylaws and ordinances which articulated city policy, councilmatic authority extended to the daily regulation of municipal affairs.

The present charter delegates all legislative powers to the Common Council. It is the primary policy setting body in Middletown. The Council implements policy by its authority to levy taxes, to borrow money, to adopt a budget, and to appropriate funds.

Until recently, Middletown's government was characterized as a weak mayor - strong council organization. The mayor's function was to preside at council meetings. He was a member ex-officio of the council. The chief law enforcement officer in the City was the Mayor. He could suppress all "tumults" and could jail persons for twenty-four hours if they behaved in a disorderly manner. Recommendations could be made to the Council by the mayor only in particular areas: police, security, health, cleanliness, ornaments of the city, and the improvement of government and finances. While the mayor prepared a yearly report on government, finances, and improvement, the report was published by the Common Council.

The Mayor's office was considerably strengthened in 1964 when he was made a voting member of boards, commissions and agencies appointed

by him. The 1964 Charter further made the mayor responsible for the administration of all city departments, agencies and offices. The mayor could now make recommendations to the Common Council in any area.

The greatest innovation of this charter revision concerned the mayor's budget making authority. This was probably the most significant change in Middletown's government operation since its incorporation. The mayor became the official responsible for submitting a budget to the council.

Increases in the mayor's authority are in keeping with the nation-wide trend for a stronger chief executive. Charter revisions effective in November, 1973, further strengthened the office of the mayor so that now he exercises even more influence on city management. The mayor can veto ordinances and appropriations passed by the council. A vetoed provision cannot become law unless it is passed again by the legislative body.

THE NINETEENTH CENTURY: MANUFACTURING GROWTH

The shipping industry never really recovered after the Revolution. Around 1800, Middletown began to rely less on the river as the mainstay of its economy, and industry started to spring up. Since its early years, Middletown's favorable location on the river and its centrality in the state have attracted many industries. During the first part of the nineteenth century, Middletown lead the state in the number of factories and value of its products.

The Industrial Revolution brought a new era to Middletown: the

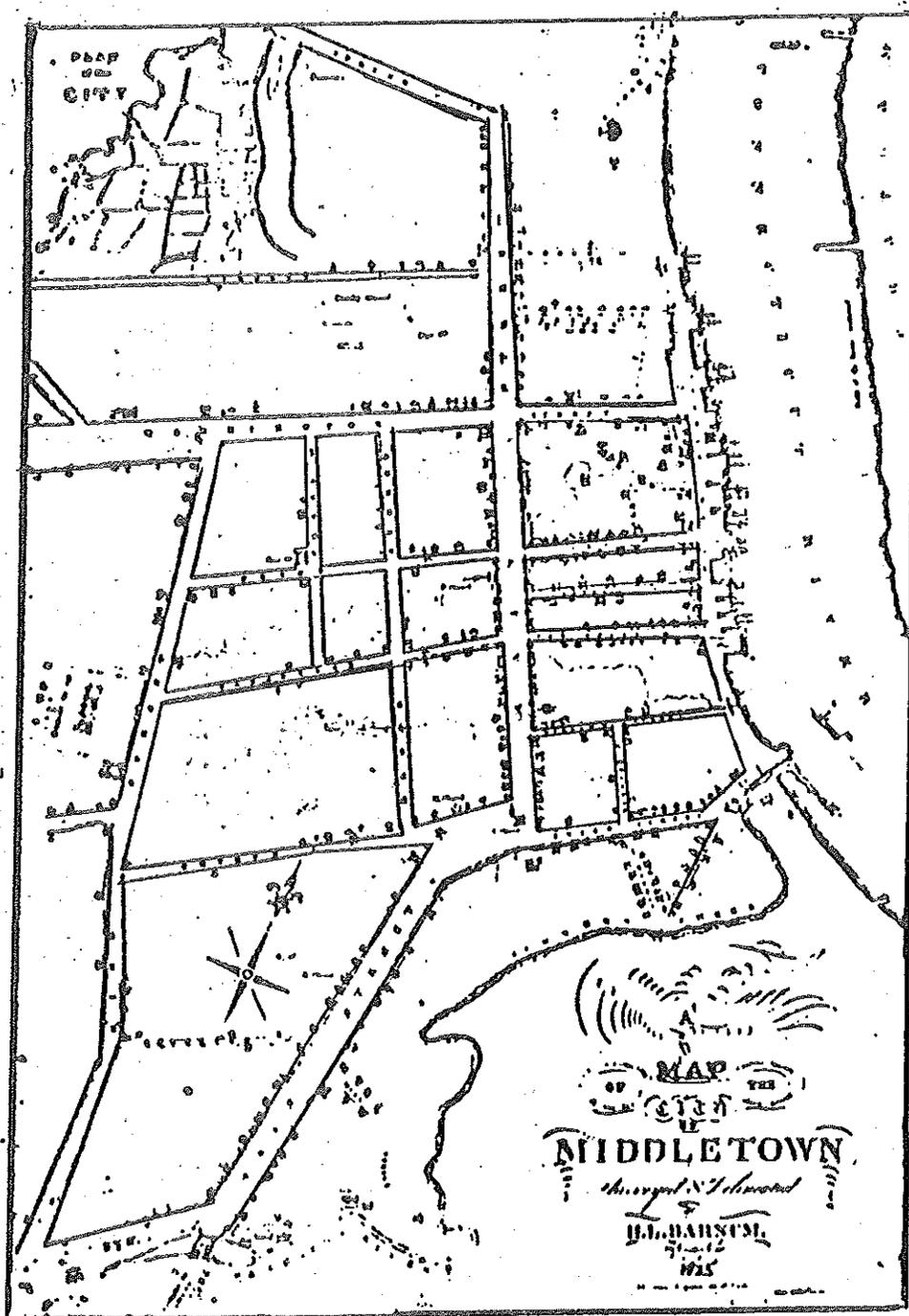
local economy was now based on textiles. The first industries were cotton and wool. The Middletown Manufacturing Company was a pioneer in using steam for power. During the War of 1812, great quantities of gun powder were manufactured. After the War, the City began manufacturing ivory combs, gold spectacles, pewter goods, a variety of small hardware, muskets, swords, docks, pumps, cotton webbing, marine hardware, hammocks, silver plate, lace, rubber goods, and fertilizers. In 1895 local businessmen formed "The Society for the Encouragement of Connecticut Manufactories." In 1910 the group was incorporated as the Manufacturers Association of Connecticut. Manufacturing has always been a very strong element in Middletown and continues to be into the 1970's (see section on the City's economy).

In 1834 the Russell Manufacturing Company was founded. The firm purchased a mill site near Pameacha Pond. In 1841 the firm began manufacturing elastic webb which up to that time had only been done on hand looms. Machinery was invented to weave the web on power looms. The Russell Company was the first anywhere to make elastic on power looms.

TRANSPORTATION

The first roads in Middletown were built and maintained by private companies who were repaid for their investment by toll collection. The oldest road was the Middlesex Turnpike which ran from Saybrook to Haddam to Middletown. Main Street was laid out soon after the arrival of the first settlers. To prevent a surprise Indian attack, a large area was cleared, the antecedent of our present wide main thoroughfare.

The map below shows Middletown in 1825. The beginnings of a



gridiron system of roads is evident close to the river but the system was not continued as the town expanded in area. While Middletown was

settled before Philadelphia and Savannah, Middletown streets were not laid out on any comprehensive plan. It wasn't until the planned residential developments of the 1970's that street systems were planned.

Street growth in Middletown was slow but constant. As the community developed, the appearance of the streets changed more drastically than their location. At first, Main Street was the site of stately homes, as was Washington Street. When shipping declined, downtown residences were razed to make way for business and industrial uses. Business and commercial land were located in the Court Street area, along with municipal buildings. Through the years changes in the street system have permanently obliterated many of the famous local landmarks, such as a rope walk and a park.

The first permanent street names were fixed in 1809. All but six of these streets (Turnpike Rd., and Swamp, Low, Parsonage, Lumber, and Elm) have retained their original names. Below is a list of the original streets. More than half of them can be seen on the Historical Society's map.

EARLY MIDDLETOWN STREETS

Bridge St.	from Ferry St. to the Elm Tree at burying ground.
Main	From Elm to Warwick's Bridge.
Water	from Sumner's Creek to where it intersects Bridge St.
Spring	from corner of Bacon Lot near Bassil House to beyond John Wetmore's.
Prospect	from southeast corner of Peter Stow's to intersect Turnpike Rd.
Turnpike Rd.	from old gaol to Bridge at Stepping Stones.

Liberty St.	from Prospect to new burying ground to Main St.
Green	from Main St. to Sam Bull's southwest corner to Water St. at north end.
Ferry	from Main to Water
Washington	from Water at Eben Sages's store west to bridge west of A. Doolittle's.
Cherry	from Washington to Ferry on river bank to rear of Eben Sage's.
West	from A. Doolittle's south to City Line.
Butternut	from Swaddle's house south to house formerly owned by R.J. Meigs.
Swamp	from Nine Starr's to City Line in Long Lane.
High	from Washington St. at northwest corner of late Col. Hamlin's to Warwick's Bridge.
Cross	from High St. at northeast corner of Tim Starr's until intersects Butternut St.
Low	from Cross St. south to City Line.
Court	from High St. by Court House to Water.
Lumber	from Washington at Williams' corner south intersects Water.
Pearl	from Washington south by Court House.
Parsonage	from High St. east between M.W. Alsop's and M.T. Russell's to Water.
Church	from High east to Main Near Episcopal Church.
Union	from Main at Meigs southwest corner to Water.
South	from Union at creek southwest to Sumner.
Sumner	from Union south to bridge.
Mill	from Main down Mill Hollow to intersect City line.
Loveland	next south of Church St. from Main to High.
Elm	leading northerly from Court to Water.
Bank	leading northerly from Parsonage at west end of William Cooper's store.

City streets were noted throughout the State for their tranquility and beauty. In the nineteenth century great elms and

maples formed canopies over the roads. One of the truly unique characteristics of Middletown has been the extent and variation of its trees. One story holds that Middletown was not settled before the other old river towns (Saybrook, Hartford, Wethersfield and Windsor) because the forest cover was so thick with trees that the back country seemed uninviting.

The increasing number of factories in Middletown caused major transportation problems. Middletown had a chance for a railroad in 1830, but the shipping interest convinced local leaders the town did not need one. Nothing could make up for the lack of the railway. By 1846 the community had decided it wanted a railroad and gave a New York and Boston firm a charter for a line from New Haven with a drawbridge over the river. The line was completed in 1872, and traffic began a year later. The railroad company discontinued service when it saw that it was not going to make a profit.

A branch line to Berlin was offered to Middletown in 1849, and the town took it. The line ran from Berlin junction through East Berlin and Westfield and Newfield and into Middletown, entering behind Saint John's Church, crossing over what is now Hartford Avenue and running south along Water Street to the foot of Washington Street.

Without quick and efficient transportation to and from other Connecticut points, life in Middletown became low key. The City was to make up in comfort, culture, and beauty what it lacked in commercial importance. For a long time the town tried to recruit an institution of higher learning. Attempts to get Trinity College failed.

Wesleyan University was founded in 1831. The University received its charter after \$18,000 had been raised by local residents. The establishment of state facilities - The Connecticut State Hospital (1868), and the Long Lane School for Girls (1870) - made the town known as the site of notable state institutions.

But as the newsclipping reproduced on the following page indicates, if life in Middletown was usually quiet, it wasn't always so!

PUBLIC SCHOOL TRADITION

New England, of course, has a strong tradition in public education, and Middletown exemplifies the tradition. Schools had been the central element in residential areas. Middletown has put schools at the core of the neighborhood.

By 1675, the town had its own schoolhouse. Local school districts were established around 1784, when the City was incorporated. Each school was supervised by a committee, which meant there were little uniform standards in education.

The City School Districts was unified in 1857. A Board of Education was provided for with its members to serve for three years, one third of whom were elected annually. Middletown High School was established in 1840, the first in Connecticut and one of the first in the nation. The Court Street structure was built in 1896.

Besides the City School District, there was also a Town School District. In 1884, the town really had eighteen school districts. The budget for that year was \$7,100 for 1,213 students, a per capita expenditure for \$5.35. This contrasted with the fiscal 1970 per capita expenditure of \$856.45. The inevitable inefficiency of numerous school districts lead to the enactment of a state law mandating consolidation of the town school district. In 1922 the separate districts were consolidated into a single Town School district.

INTO THE TWENTIETH CENTURY

Middletown's manufacturing and population grew after the Civil War. The height of manufacturing prosperity was the 1920's. A

Chamber of Commerce brochure of the period attributed the attractiveness of the community to the even balance between industrial and residential development.

Deprived of a railroad, Middletown had been obliged to look to close markets, ones that could easily be reached by existing modes of transportation. What has been important for Middletown has not been its central location, but its location relative to Hartford, New Haven, and other cities as well as a main corridor connecting Boston to Washington. It was the automobile that brought dramatic change to Middletown.

PLANNING IN MIDDLETOWN

Up to the 1920's Middletown's development had been unplanned. There were no attempts to clarify community feeling on the kind of living environment it was trying to create by specific decisions. Spurred by the national interest in planning and zoning, Middletown passed its first zoning ordinance in 1927. The Commission on the City Plan and Zoning was established in 1931 by the Connecticut General Assembly. Middletown's efforts to make decisions in advance and to record those decisions as a guide to subsequent action only date back forty years.

After World War II, extensive building caused local development issues to become more important to municipal governments. The federal government encouraged planning at the local level. The Housing Act of 1954 required each applicant for funds to have a workable housing program, one element of which was a comprehensive plan. Since 1954, federal housing programs have increasingly required the conformance of

proposed improvements to a local plan.

The national interest in planning after World War II motivated Middletown's Commission on the City Plan and Zoning to become more active in planning issues. A staff was hired in 1954. A comprehensive plan was adopted in 1955. This plan was more than a confirmation of existing city zones, as had been the earlier plan. The guiding principals of the 1955 plan were to retain the downtown district as a shopping center for the community, to make land available for industry, and to control residential development. The plan recommended making Pameacha Pond a recreational area and encouraging agriculture. For Washington Street this plan proposed a low volume of traffic with only showroom stores.

Eight years later the Plan was amended. The 1963 revisions reiterated many of the already adopted proposals, but there was one major policy change. The comprehensive plan abandoned the goal of maintaining Middletown as a rural agricultural center. The plan proposed that Middletown direct its efforts towards new industrial, commercial, and residential developments.

While the City Plan and Zoning Commission was considering the 1963 amendments, it was also working on a more detailed comprehensive plan. The 1965 Comprehensive Plan was the City's first truly comprehensive plan. It was the first attempt to deal with the essential elements of a community. It took into account regional trends and was related to the social and economic forces it was designed to accommodate.

Because of changes in Middletown since 1965, the Planning and Zoning Commission has extensively revised the Plan of Development. The Plan now reflects the concerns of the Middletown of today, as it prepares for the future.

The Plan of Development is an important document in planning for Middletown. It will be revised when conditions require. This looseleaf format is a convenient way to incorporate any changes.

Historic Buildings.

1. Russell Library, 1820 & 1874 - northwest corner Broad & Court Sts.
2. Huntington's Book Store, 1800 - northwest corner College & Broad Sts.
3. Randolph Pease House, 1827 - southwest corner Broad & College Sts.
4. General Mansfield House, 1810 - 123 Main St.
5. Joseph Hall House, 1765 - 208 College St.
6. Greek Revival House, 1840 - 271-73-75 Court St.
7. Firehouse No. 3, 1875 - northeast corner Loveland & Hubbard St.
- * 8. Federal Style House, 1800 - 49 Union St.
9. Douglas Mansion, 1850-50 - southwest corner South Main & Church St.
10. Federal Style House, 1800 - 87-89 William St.
11. Connecticut Heart Association, 1810 - 80 South Main St.
12. Federal Style, unknown - 84-86 South Main St.
13. Davison Art Center, 1838-40 - 301 High St.
14. Dekoven House, 1791 - 27 Washington St.
15. Capt. Barry House, 1804 - northeast corner of Rt. 217 and Westfield St.
16. Grist Mill, 1820 - South Main St.
17. Vehemiah Hubbard House, 1744 - Wadsworth & Leural Grove Road
18. John Hall House, 18th C. - 57 Highland Ave.
19. Nathaniel Bacon House, 1779 - northwest corner Middle St. & Boardman Lane
20. Frederick Allen House, 1750 - 135 High St.
21. KNK Fraternity House, 1840 - 318 High St.
22. Downey House, 1840 - southwest corner Court & High St.
23. Winchester House, 1850 - 213 High St.
24. President's House, 1850 - 269 High St.
25. Wesleyan Residence, 1790-1820 - 208 High St.
26. Secret Society House, 1914 - Wyllis Ave.
27. Music Hall, 1850 - 190 High St.
28. Residence, late 18th C., early 19th C. - 214 High St.
29. Color Mart, 1825 - 140 Washington St.
30. Residence Series, 1830-40 - 89,91,93,97,101,109 Broad St.
31. Joseph Rockwell House, 1750 - 21 Pleasant St.

* Destroyed by fire.

Historic Buildings Con't

32. Russell House (Honors College), 1827-29 - southeast corner Washington & High St.
33. South College, 1825 - High St.
34. Wetmore House, 1702 - 110 Washington St.
35. KA Fraternity House, 1775 - 200 Washington St.
36. General Philips House, 18th C. - 150 Washington St.
37. Judge Seth Wetmore House, 1760 - Rt. 66 & Camp St.
38. Davison House (Alsop House), 1860 - High St.
39. Miller House, 1790 - west side Rt. 72
40. Apartment House, 1840 - Newfield St.
41. Memorial Chapel, 1868 - south end of Wesleyan Quad.
42. University Offices, 1830 - 255 High St.
43. Apartment House, 1820 - 631 Main St.
44. Private Home, 1800 - Daniels St.
45. Mill, 1825 - Highland Ave.
46. Secret Society, 1912 - north side of Wyllis Ave.

COMPONENT D
PLANNING UNITS

P L A N N I N G U N I T S

Middletown is one of the largest towns in Connecticut area-wise; it ranks twenty-fifth, out of the 169 municipalities in the State. The City has been divided into sections in many ways for various purposes. Natural divisions have been created by topographic features. Federal, State, and local agencies also have divided Middletown for their own particular reasons. The 1965 plan of development broke up Middletown into fifteen analytic units.

This revision uses the 1970 Census Tracts as the basic planning units in Middletown. The City is divided into nine Census Tracts. Census tracts are small, permanently established geographical areas into which cities and counties are divided for statistical purposes. Tract boundaries are selected by a local tract committee, and approved by the U.S. Bureau of the Census. Boundaries usually follow permanent and easily recognizable lines---streets, railroads and creeks. Tract boundaries are designed to remain the same through time, so statistical comparisons can be made. This comparability of data is the reason for using Census Tracts as the neighborhood unit in local planning. The nine tracts can be characterized as follows:

5401 : lands in the northern part of the downtown section.

This tract is a mixture of residential, industrial, and central business uses.

5402 : is primarily recent (since World War II) residential properties located to the west of the railroad tracks, near the Sebethe River.

5403 : is the western most portion of the City. There are farms in this section, and undeveloped lands.

This tract is a high density area, since it is the location of a planned residential area. Interstate 91 bisects 5401. The City's Sawmill Industrial Park is situated adjacent to this highway. Middletown's commercial strip-along Washington Street-is in 5403.

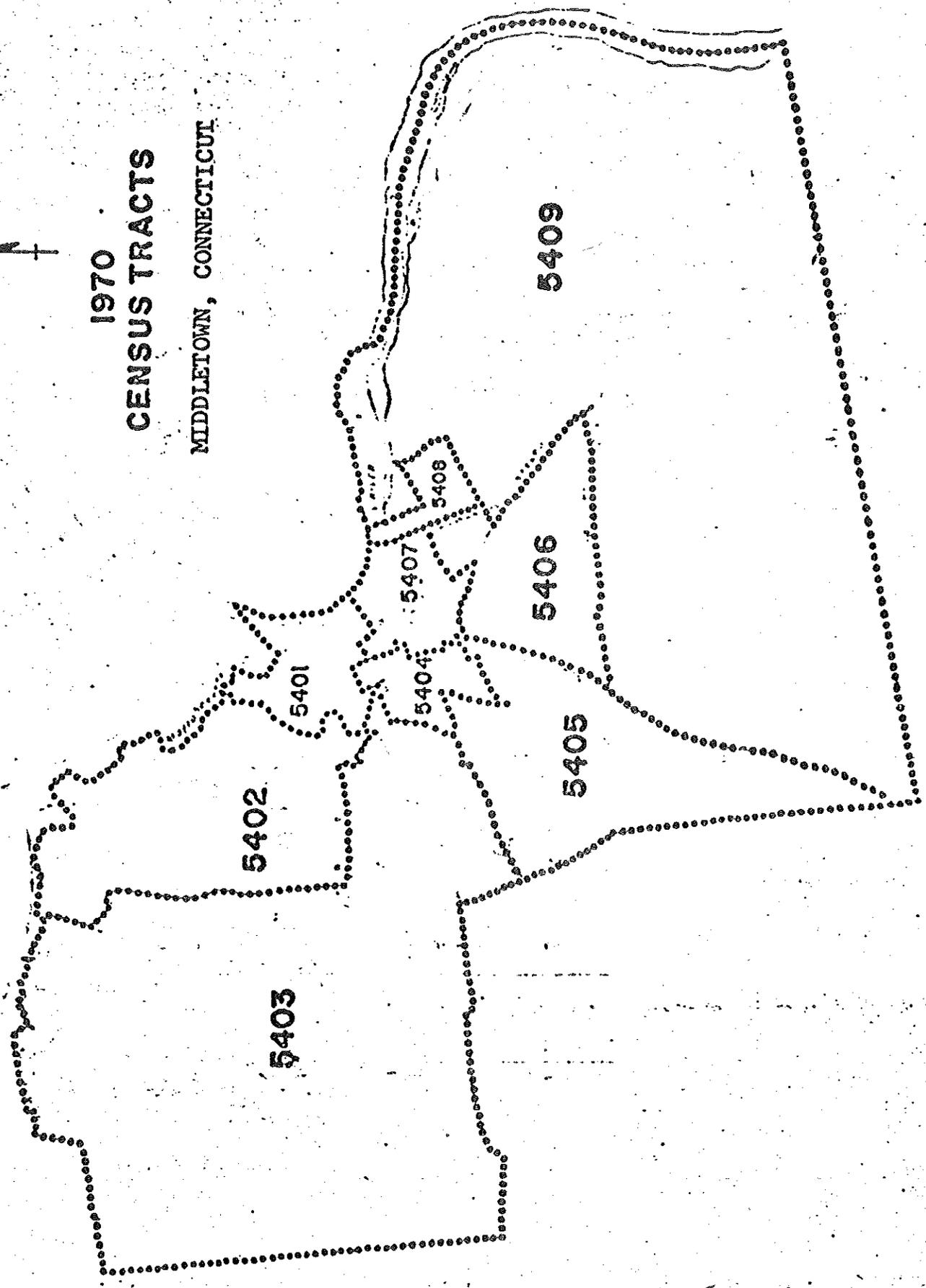
- 5404 : is close to the core of the City. It is chiefly comprised of lands and buildings owned by Wesleyan University.
- 5405 : is in the south western corner of the City, just west of Route 17. While there are some industrial and commercial lands here, the tract is mostly residential. Middletown's first PRD is in this tract. Also in the tract are a State vocational technical school, a private high school and 2 grammar schools.
- 5406 : is situated north of Randolph Road. It is intensively developed with single family homes.
- 5407 : is Middletown's central business district. Some of the street blocks here have been redeveloped or are slated for redevelopment.
- 5408 : is State owned land. Connecticut Valley Hospital is located here.
- 5409 : is the largest tract in Middletown. It is in the south eastern portion of the City. Besides scattered residential development, it has two large industrial plants. Most of the land

is undeveloped.

This section presents data by Census Tract on housing supply, population, school enrollment, race, families, ethnic characteristics, and the economy. On the basis of these conditions, programs and policies can be set for the individual planning units.



1970
CENSUS TRACTS
MIDDLETOWN, CONNECTICUT



1970 CENSUS TRACT INFORMATION

ITEM	TRACT NUMBERS						TOTAL AVERAGES				
	5401	5402	5403	5404	5405	5406		5407	5408	5409	
Area (sq. miles)	0.90	3.50	12.76	0.50	3.30	1.84				18.84	42.9
POPULATION	4339	3997	5757	3094	4203	5705				4182	36924
Non-White (pop.)	302	149	123	208	229	250				455	2699
Median Income*	\$ 9,868	\$11,426	\$13,141	\$11,709	\$11,105	\$11,325				\$10,965	\$11,280
Housing Units	1685	1136	1742	748	1233	1935				1238	11292
Av. val. owner occ. 1 fam. house*	\$21,408	\$25,042	\$28,965	\$30,538	\$26,383	\$24,614				\$29,147	\$25,218
Av. rent cc. units*	89	124	141	110	94	105				102	103
POPULATION AGES*											
0 - 19	1329	1848	2536	1098	1963	1790				1862	13943
20 - 64	2548	2110	3117	1670	2265	3200				2215	20579
65 and over	573	160	349	383	220	872				290	3662
SCHOOL ENROLLMENT											
Private nursery	11	46	50	3	7	9				49	182
Public nursery	12	8	30	3	15	9				41	122
Total nursery	23	54	80	6	22	18				90	304
Priv. kindergarten	4	30	7	5	9	7				10	72
Pub. kindergarten	41	75	94	29	89	117				97	564
Total kindergarten	45	105	101	34	98	117				107	636
Priv. Elem.	122	126	177	63	183	86				69	1045
Public Elem.	325	597	950	214	543	596				688	4327
Total Elem.	447	723	1127	277	726	682				757	5372
Private High	54	105	175	45	88	152				88	761
Public High	111	173	236	69	391	182				289	1631
Total High	165	278	411	114	479	334				377	2392
Total Private Enrollment	191	307	409	116	287	247				216	2060
Total Public Enrollment	489	853	1310	312	1038	904				1115	6644
Gr. Tot. Sch. Enrmt.	680	1160	1719	428	1325	1151				1331	8704

*Unpublished 1970 Bureau of Census Data
Median Income for Entire Town

1970 CENSUS TRACT INFORMATION

INFORMATION	CENSUS TRACT										TOTAL / AVERAGE	
	5401	5402	5403	5404	5405	5406	5407	5408	5409			
<u>ECONOMIC</u>												
Median Income	\$ 9868	\$ 11426	\$ 13141	\$ 11709	\$ 11105	\$ 11325	\$ 10188	\$ 14625	\$ 10965	\$ 11280		
Number of families with income below poverty level	90	32	40	47	89	56	95	11	74	534		
<u>HOUSING</u>												
Housing Units	1685	1136	1742	748	1233	1935	1524	61	1238	11302		
Occupied and vacant year round units by structure type												
One Unit	232	697	1277	281	783	1255	217	32	903	5677		
Two + Unit	1453	439	438	466	450	679	1307	29	327	5588		
Mobile Homes / Trailers			27	1		1			8	37		
Average Value of owner occupied family house	\$ 21408	\$ 25042	\$ 28965	\$ 30538	\$ 26383	\$ 24614	\$ 20790	\$ 20078	\$ 29147	\$ 25218		
Average Rent of renter occupied unit	\$ 89	\$ 124	\$ 141	\$ 110	\$ 94	\$ 105	\$ 89	\$ 76	\$ 102	\$ 103		
Persons per unit occupied Housing unit	2.65	3.54	3.39	2.73	3.37	2.91	2.52	3.26	3.58	3.10		

1970 CENSUS TRACT INFORMATION

INFORMATION	CENSUS TRACT										TOTAL/ AVERAGE	
	5401	5402	5403	5404	5405	5406	5407	5408	5409			
<u>ETHNIC CHARAC.</u>												
Native of Foreign or mixed parentage	1046	852	1616	578	1005	1869	1056	557	936	9515		
Foreign Born	1004	202	376	378	337	537	444	250	235	3763		
Foreign Stock	2050	1054	1992	956	1342	2406	1500	807	1171	13278		
United Kingdom	42	58	171	81	190	190	50	48	98	928		
Ireland (Erie)	81	36	142	38	30	94	49	95	63	628		
Sweden		14	80	49	43	71	10	22	34	323		
Germany	30	69	109	44	38	192	92	27	52	653		
Poland	110	66	463	66	195	487	421	86	142	2036		
Czechoslovakia	12		19	10	54	26	16	8	20	165		
Austria	9	13	31	16	11	26	16	34	24	180		
Hungary			15		7	5		18	4	49		
USSR	23	26	100	54	39	142	61	27	72	534		
Italy	1453	481	369	429	487	905	666	170	317	5277		
Canada	104	191	274	51	128	139	62	83	191	1223		
Mexico		5								5		
Cuba				35						65		
Other American		4	14	21	24	5	6	30		74		
All other and not reported	186	101	205	59	96	124	51	159	154	1135		
Persons of Span- ish language	108	13	29	61	36		15	55	82	399		
Persons of Span- ish Mother Tongue	94	9	22	49	31		15	55	37	312		
Persons of Puerto Rican birth or parentage	108	4		14	6		15	25		172		

1970 CENSUS TRACT INFORMATION

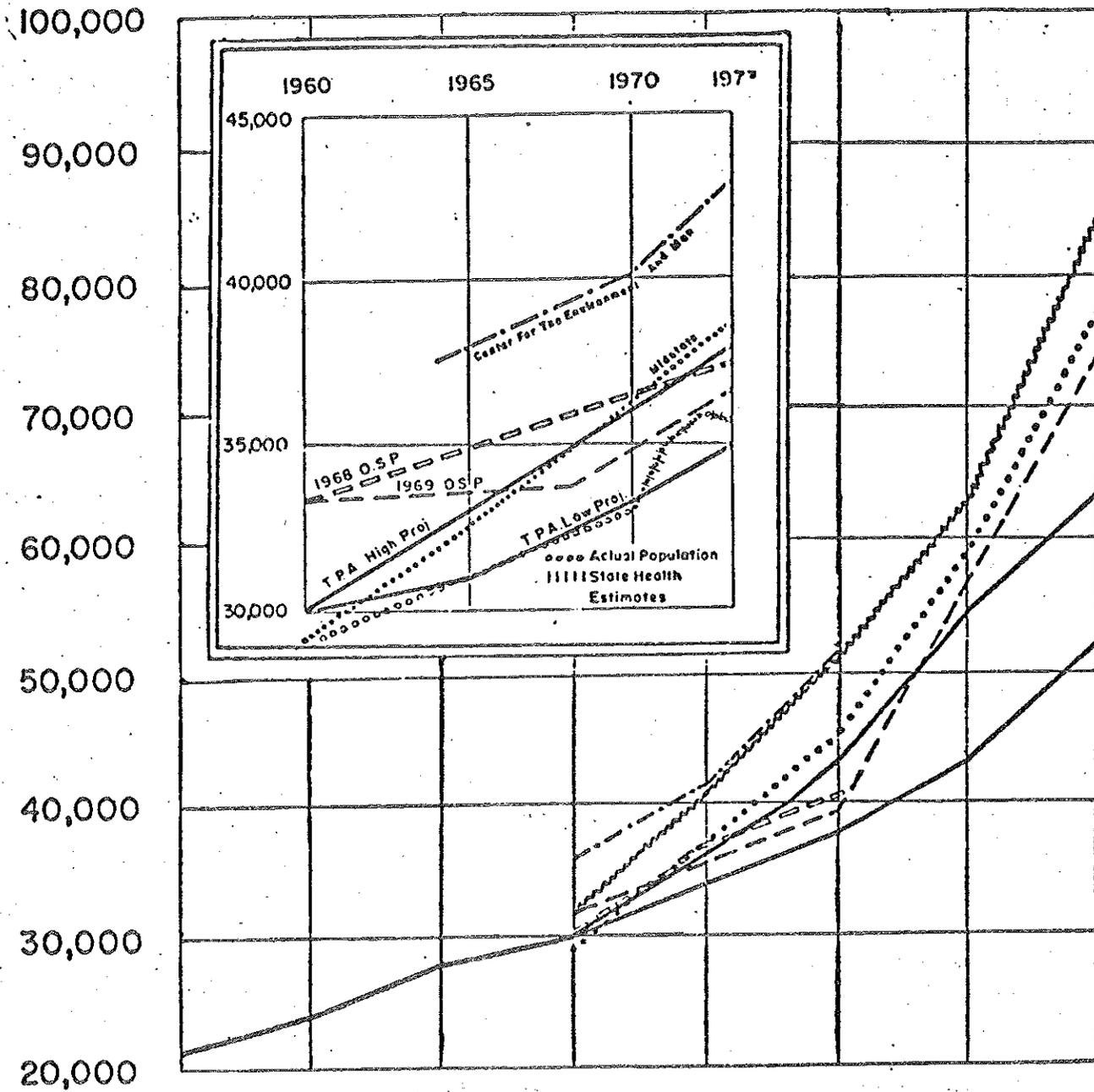
INFORMATION	CENSUS TRACT										TOTAL/ AVERAGE
	5401	5402	5403	5404	5405	5406	5407	5408	5409		
<u>POPULATION</u>											
<u>RACES</u>											
White	4037	3848	5634	2886	3974	5455	2971	1693	3727	34225	
Negro	261	144	116	160	205	244	742	210	432	2496	
Other	41	5	7	48	24	6	28	21	23	203	
Total	4339	3997	5757	3094	4203	5705	3723	1924	4182	36924	
<u>TYPE OF FAMILY</u>											
All Families	1187	1030	1478	516	1067	1568	962	44	1091	8843	
Husband/Wife Families	954	944	1351	435	932	1355	644	40	928	7593	
Fam. with other male head	48	12	27	20	22	54	41		24	248	
Families with female head	185	74	100	61	113	149	177	4	139	1002	

**COMPONENT E
POPULATION**

The low estimate of the 1965 Comprehensive Plan of Development has proven to be the most accurate. All the projections were done utilizing 1960 Census data. This report is the first population study on Middletown using 1970 Census results. All figures are from the Federal Census, except those on births and deaths since 1970, which were supplied by the City Department of Health.

It must be kept in mind that ideas for future development should be flexible to meet the changing needs of a changing population and environment. If population growth should not happen in the proportions outlined here, the inevitability of growth still cannot be ignored, and an effective community planning policy must be modified accordingly.

1930 1940 1950 1960 1970 1980 1990 2000



Summary Chart
 POPULATION PROJECTIONS
 For
 MIDDLETOWN

Key

- Technical Planning Associates, 1965
- Center For The Environment & Man, 1970
- ~~~~~ Conn. Development Commission, 1968
- Midstate Regional Planning Agency, 1969
- Revised Projection, Office Of State Planning 1969
- Office Of State Planning, 1968

MIDDLETOWN AND THE MIDSTATE PLANNING REGION

Of the fifteen planning regions in Connecticut, the Midstate Planning Region was ninth in per cent population increase for the period 1960-1970. The fastest growing region in the State was the lower portion of Middlesex County, the Connecticut River Estuary Planning Region. That Region increased its population by 60.1%.

Midstate's population increase has not been dramatic, but its population level has been persistent. For the thirty years 1940-1970, the Midstate Planning Region accounted for 2+% of Connecticut's population:

MIDDLETOWN AND THE MIDSTATE REGION IN RELATION TO STATE POPULATION

	STATE NUMBER	MIDSTATE REGION NUMBER	% OF STATE	MIDDLETOWN NUMBER	% OF REGION
1940	1,709,242	41,449	2.42	26,495	63.9
1950	2,007,280	45,539	2.26	25,644	56.3
1960	2,535,234	62,269	2.46	29,136	47.3
1970	3,032,217	74,798	2.50	33,277	44.4

This table also indicates that Middletown's share of the Midstate population has been diminishing. In 1940, 63.9% of Midstate's population resided in Middletown. In 1970, the percentage living in Middletown had been reduced to 44.4%. Charts 1 & 2 look more closely at regional population changes.

CHART I

POPULATION TRENDS OF THE MIDSTATE REGION

1940 - 1970

	1940 POPULATION	% OF REGION	1950 POPULATION	% OF REGION	1960 POPULATION	% OF REGION	1970 POPULATION	% OF REGION
CROMWELL	3,261	7.9	4,286	9.4	6,780	11.5	7,400	9.8
DURHAM	1,098	2.7	1,804	4.0	3,096	5.3	4,489	6.0
EAST HADDAM							4,474	5.9
EAST HAMPTON	2,955	7.1	4,000	8.8	5,403	9.2	7,078	9.4
HADDAM	2,069	5.0	2,636	5.8	3,466	5.9	4,934	6.5
MIDDLEFIELD	1,230	3.0	1,983	4.3	3,255	5.5	4,132	5.5
MIDDLETOWN	26,495	63.9	25,644	56.3	29,136	47.3	33,277	44.4
PORTLAND	4,321	3.0	5,186	11.4	7,496	12.7	8,812	11.7
MIDSTATE REGIONAL PLANNING AREA	41,449		45,539		62,269		74,793	
THE REGION OUTSIDE MIDDLETOWN	14,954	36.1	19,895	43.7	33,133	52.7	41,521	55.6

CHART IIPOPULATION CHANGES 1940 - 1970

	<u>PERCENT CHANGES</u>		
	<u>1940-1950</u>	<u>1950-1960</u>	<u>1960-1970</u>
STATE OF CONN.	17.4	26.3	19.6
MIDSTATE REGION	9.9	29.3	20.1
CROMWELL	30.5	58.1	9.1
DURHAM	65.2	71.5	45.1
EAST HADDAM			23.0
EAST HAMPTON	35.2	35.1	31.0
HADDAM	26.9	31.5	42.4
MIDDLEFIELD	61.2	64.2	26.9
MIDDLETOWN	3.2	14.7	11.0
PORTLAND	20.5	44.5	17.6

In the past ten years the other towns of the Midstate Region have had much more substantial percentage increases than Middletown. Durham's population grew 45%, but Middletown's increase was 11%. The basic distribution pattern of people throughout the Region changed during this period. In 1960 Middletown accounted for 47.3% of the Midstate population; in 1970 it accounted for 44.4%. Middletown is no longer the strong, central core of a rural region, as it was at the outbreak of World War II. Middletown's size hasn't decreased. The other towns have had tremendous growth. This situation should have a considerable impact on the development of Middletown.

CHARACTERISTICS OF THE PEOPLE OF MIDDLETOWN

The proportion of males and females in Middletown is the same as in the rest of the State:

	<u>CONNECTICUT</u>	<u>MIDDLETOWN</u>
MALES	48.5%	49.0%
FEMALES	51.5%	51.0%

In Middletown, the number of males and females were both up by 11%. Several characteristics of population are related to this basic figure, and all increased at a similar pace. There were 12% more married couples in 1970 than in 1960. Family population increased correspondingly by 14%. Household population saw a 13% increase. The Bureau of the Census defines family as persons living in the same household who are related by blood, marriage, or adoption. Household is a term which covers persons occupying a single housing unit.

Perhaps the Census characteristics whose meaning will have the greatest impact on the Middletown of the future are family and household population. The number of families increased 7% since 1960, but the number of households increased by 21%.

At the same time, there was a significant increase in the number of unrelated individuals in Middletown. This group increased 36%. Unrelated individuals are considered to be persons not living with relatives, but living in a household entirely alone, or with one or more persons not related to him. These two groups include young adults renting in attached units throughout the City.

Related characteristics are median age and educational levels. The median age in Middletown decreased by about five years, from 33.4 years in 1960 to 28.8 years in 1970. Middletown's population is even younger than the State's; the median age of the population of Connecticut is 30.3. The median school years completed by Middletown residents remains lower than the State median, but the gap has narrowed. In 1960, the median by State residents was 1.3 years MORE than the median school years completed by Middletown residents. In 1970, the difference was only .4 years.

These figures should be regarded as a unit. Overall, they indicate no dramatic change in Middletown's tradition as a family community, but they do signal the surfacing of younger, better educated groups in Middletown, in line with national trends. With the new construction of attached dwelling units in Middletown, this group will probably increase. These people are usually described as more affluent, self-concerned, more oriented to immediate pursuits vs. long term concerns, fashion and appearance conscious, active both in lifestyle and leisure pursuits. In order to capture this new market, public and private groups will be obligated to tailor their programs to reflect this groups needs.

FUTURE POPULATION LEVELS

Changes in population levels come about through natural population increase and migration. Natural increase is defined as the excess of births over deaths, while migration is the result of movement from one community to another. Net migration is the net change in population due to the interchange of people with other communities. Basically, it is the difference between the people who move into the community,

and the number of people who move out of the community.

Chart A shows the population changes in Middletown for a thirty year period:

CHART A: POPULATION CHANGES 1940-1950-1960-1970

	<u>TOTAL CHANGE</u>	<u>NATURAL INCREASE</u>	<u>NET MIGRATION</u>
1940-1950	3216	2550	666
1950-1960	3539	3794	-255
1960-1970	4211	2685	1526

Chart A includes Middletown's group quarter population. If the group quarter population is excluded, the population levels are changed. Chart B shows that Middletown's households population gain has effectively come only in the last ten years:

CHART B: POPULATION CHANGES 1940-1950-1960-1970

	<u>TOTAL CHANGE</u>	<u>NATURAL INCREASE</u>	<u>NET MIGRATION</u>
1940-1950	-851	2550	-3401
1950-1960	3775	3794	- 19
1960-1970	3858	2685	1173

While many population projections and forecasts go far into the future with an assumed fertility and mortality rate, population changes in Middletown will be due to net migration. Population increases will come from the people occupying the new housing in Middletown, which increased 39.3% from 1960 to 1975. If all the houses with conceptual approval were to be built, there would be a 92.0%

Addendum II

CURRENT POPULATION ESTIMATE AND FORECAST

1970	Household Population	33,277
1977	Estimated Household Population	40,118
1977	Group Quarter Population	4,208

FUTURE POPULATION FORECAST

1977	Household Estimate	40,118
	Projected Population in units with conceptual approval ¹ .	17,351
	Total Projected Household Population	57,469

¹No time frame is associated with this figure.
Incorporates average household size.

1976 Group Quarter Population, Planning and Zoning Office Survey	4,208
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increase in housing in Middletown since 1960. Since 1970 alone, there has been a 62% increase in housing with conceptual approval. Measures which incorporate housing information will give the best idea of Middletown's future population. Housing information takes into account the people who are now not residents of Middletown but who will occupy the new housing.

Charts C and D use housing information to derive estimates of current population and future population in Middletown. Because Middletown's population will draw considerably from Connecticut for its future population, each housing unit was multiplied by the 1970 household size in Connecticut (3.16 persons) to determine population. In allocating amounts and levels of service in Middletown, these figures should be consulted.

CONSIDERATIONS ON PLANNED POPULATION GROWTH

Growth is not by definition a good thing and it is not the basic ingredient of a strong, vital community. New industries and an increase in housing starts do not necessarily mean community progress. Often, services needed to accommodate new developments can be more costly than tax benefits derived from them. Growth is a variable which should be influenced in pursuit of a desirable quality of life.

Growth is a key element in attaining comprehensive planning goals. Limiting or managing growth is not a goal, but a technique for achieving other benefits. The Planning and Zoning Commission's attention should be directed towards devising a strategy which encourages growth towards a development of balances. Planning provides a framework for guiding Middletown towards growth by relating, balancing and harmonizing the physical, social, economic and cultural factors

of the community. If these factors are not considered in terms of valid land use regulations, long range comprehensive planning (including fiscal planning), then Middletown will have to cope with excessive mill rates, inadequate public facilities, damage to the environment, and inefficient land use.

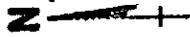
The first step in devising a growth strategy is to learn where the people of a community are located. Most of Middletown's population resides in the geographic center of the City. As much as 58% of the population is on 15% of the City's land (see following charts and maps for further detail). There does exist a very definite demographic center in Middletown. Housing construction since the 1970 Census, however, is moving outward from the urban core.

Thirteen percent of the population reside in Census Tract 5409, where most of the R-1 land is situated, in the southern portion of Middletown. Much of this land is designated in the Proposed Plan of Conservation and Development for Connecticut as suitable for urban development. The State would encourage residential development in these areas at densities of one dwelling unit or more per half acre. Since Census Tract 5409 basically has no sewer and water, almost an acre is required before a house can be built.

As zoned, Census Tract 5409 could support 9,592 families (there were 1, 156 families there in 1970). This could mean a possible tract population of 29,735, which is about the population of all of Middletown in 1960. The State plan proposes development twice this size. Middletown should keep in mind that development of residential areas means a corresponding development of commercial properties, such as

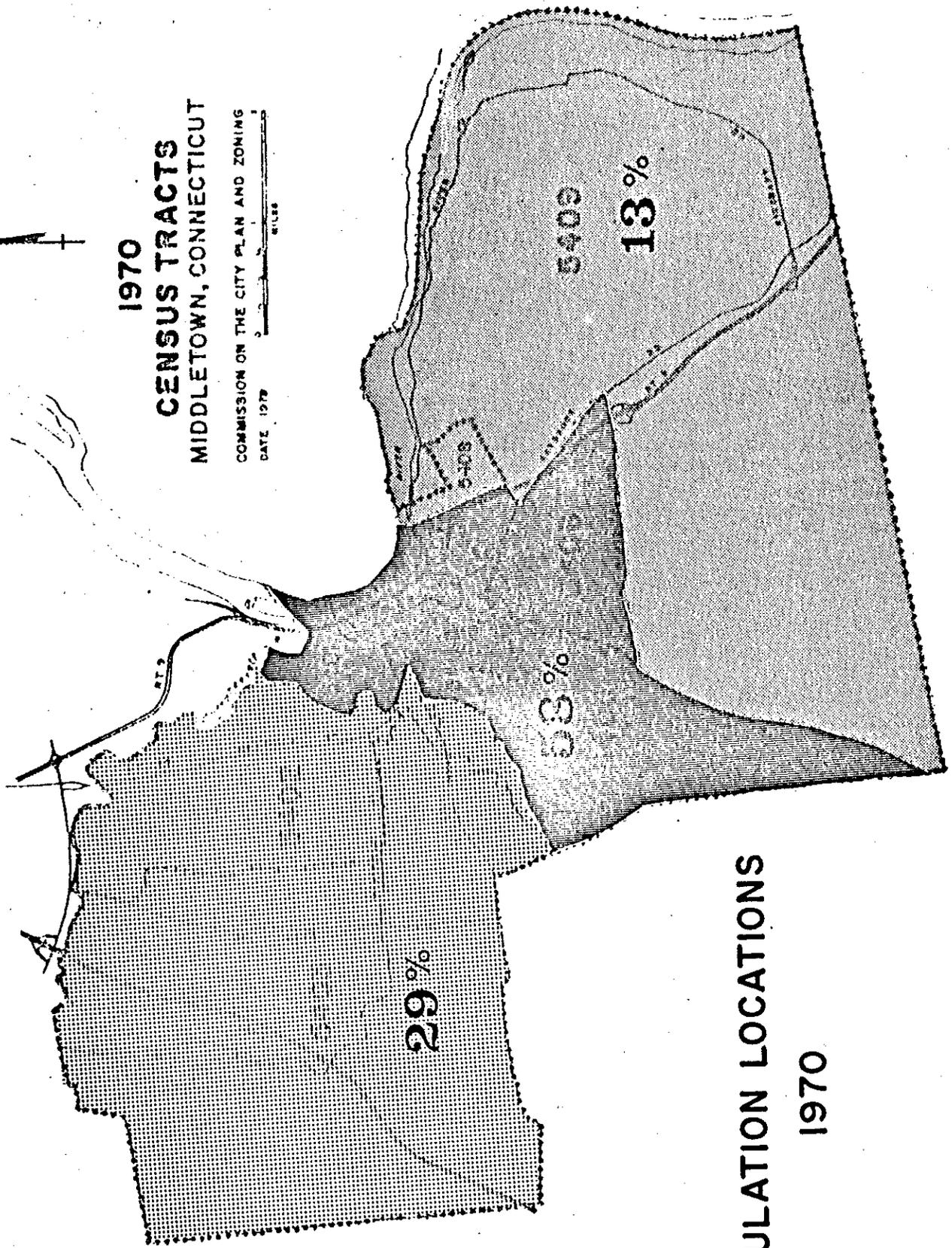
supermarket and convenience stores. At the very least, this density should support a neighborhood shopping center. This would require a minimum of 4 acres be zoned as B-2 land.

The most immediate growth issue confronting Middletown is whether this land should support more housing, if it should be developed at a lower density, or if it should be retained as open space. If it is decided to develop this land at a residential density, Middletown should take every step to provide the services needed by families and households.



**1970
CENSUS TRACTS
MIDDLETOWN, CONNECTICUT**

COMMISSION ON THE CITY PLAN AND ZONING
DATE: 1978



**POPULATION LOCATIONS
1970**

1970 POPULATION, BY CENSUS TRACT

ITEM	TRACT NUMBERS									TOTAL
	5401	5402	5403	5404	5405	5406	5407	5408	5409	
AREA (sq. Miles)	0.90	3.50	12.76	0.50	3.30	1.84	.85	.40	18.84	42.9
TOTAL POPULATION	4339	3997	5757	3094	4203	5705	3723	1924	4182	36,924
HOUSEHOLD POPULATION	4275	3958	5711	1952	4034	5463	3574	189	4121	33,277
PERCENT POPULATION	12.8	11.8	17.2	5.8	12.1	16.4	10.6	.6	12.4	
ACRES	292.0	2195.2	7974.4	240.4	2073.6	1127.0	269.8	220.7	11865.0	26258.1
POPULATION/ACRE	14.6	1.8	.7	8.1	1.9	3.8	13.2	.9	.3	.3
R-1 ACREAGE		1516.7	6328.0	12.10	1386.7	1061.8		220.7	9592.0	
R-2 ACREAGE		145.6	33.2		66.0					
R-3 ACREAGE	150.3		156.4	185.9	74.0	21.9	119.5		35.4	
R-4 ACREAGE	14.5		16.3	42.3			70.0			
B-1 ACREAGE	16.2						10.2			
B-2 ACREAGE			90.8		8.7	42.5	19.3			
B-3 ACREAGE	38.8						41.0			
I-1 ACREAGE	72.1					50.6	9.8		132.9	
I-2 ACREAGE		465.9	1126.3		250.8					
I-3 ACREAGE									1709.6	
PRD. ACREAGE		67.0	291.1		287.4	15.3		49.0		

MIDDLETOWN'S ETHNIC AND RACIAL COMPOSITION

Middletown's foreign stock is a significant proportion of the City's population. State wide in 1970, 23.3% of the population was of foreign stock while in Middletown 35.1% was of foreign stock. The U.S. Bureau of the Census uses the term foreign stock to describe the native population of foreign or mixed parentage and the foreign born population.

Only three ethnic groups increased in Middletown: Italians, Czechoslovakians, and persons from the United Kingdom. All other groups DECREASED. From 1960 to 1970 Czechoslovakians increased by 19, persons from the United Kingdom increased by 113 and Italians increased by 436, the largest increase.

Middletown's racial composition has similar proportions as the State's racial composition. While the City's Negro population had a considerable percent increase from 1960 to 1970, only 6.7% of the total population is Negro.

The following charts and table detail information about Middletown's ethnic and racial groups. All figures are from the 1960 and 1970 census.

CHARACTERISTICS OF THE POPULATION
ETHNIC COMPOSITION 1960-1970

E-17

	1960	1970	Difference	% Change
Total Population	33,250	36,946	+3696	+11.1%
Persons of Puerto Rican Birth/Parentage	41	172	+ 131	+344%
Total Foreign Stock	13,735	13,278	- 457	- 1.1%
% Foreign Stock of Total Population	41.3%	35.1%		- 6.2%
Foreign Born	3,758	3,763	+ 5	+ 1.5%
Native of Foreign or Mixed Parentage	9,977	9,515	- 462	- 5.6%
United Kingdom	818	931	+ 113	+13.8%
Ireland	927	628	- 299	-33.3%
Sweden	529	323	- 206	-38.9%
Germany	811	653	- 158	-19.5%
Poland	2,618	2,036	- 582	-22.2%
Czechoslovakia	146	165	+ 19	+13.0%
Austria	257	180	- 77	-29.9%
Hungary	63	49	- 14	-23.8%
USSR	600	534	- 66	-11.0%
Italy	4,841	5,277	+ 436	+ 9.0%
Canada	1,154	1,223	+ 69	+ 6.0%
Mexico	33	5	- 28	-84.8%
All other and not reported	929	1,135	+ 206	+22.2%

CHARACTERISTICS OF THE POPULATION
RACIAL COMPOSITION 1960-1970

	1960	1970	Difference	% Change
White	31,924	34,225	+ 2301	+ 7%
Negro	1,291	2,496	+ 1205	+ 93%
Other	35	203	168	+480%

PERCENT RACIAL COMPOSITION - 1970

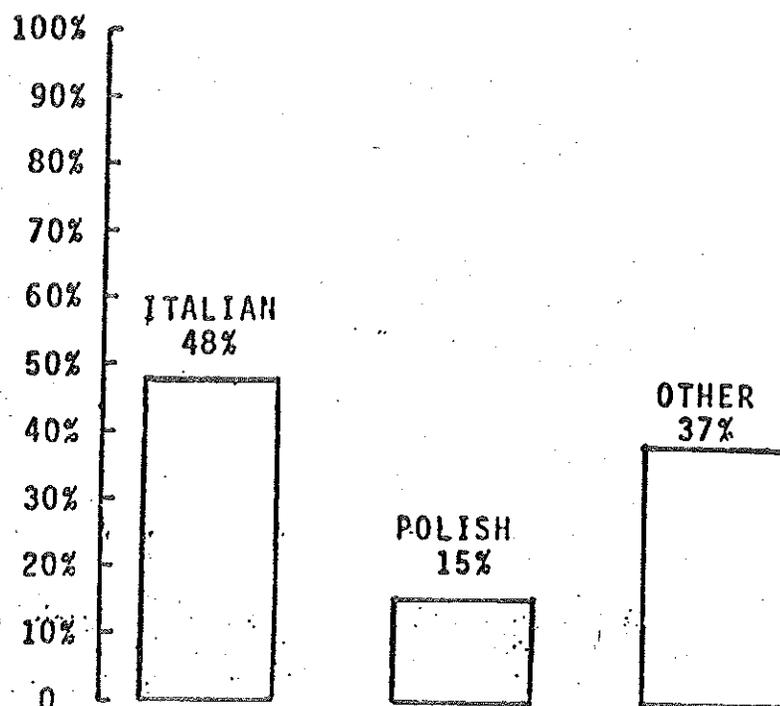
	WHITE	NEGRO	OTHER
State	93.7%	5.9%	.4%
Middletown	93.2%	6.7%	.1%

PERCENT FOREIGN STOCK OF
TOTAL POPULATION 1970

E-18

State	23.3%
Middletown	35.1%
United Kingdom	2.5%
Ireland	1.7%
Sweden	.8%
Germany	1.6%
Poland	5.6%
Czechoslovakia	.4%
Austria	.5%
Hungray	.1%
USSR	1.0%
Italy	14.3%
Canada	3.3%
Mexico	.01%
All other and not reported	2.0%

Most of Middletown's Foreign Stock has an Italian or Polish Heritage



E' C O N O M I C S

Study of the urban economy explains how the City has developed, and what are its future possibilities. Economic analysis is essential to sound public decisions in the form of comprehensive plans, zoning ordinances, transportation networks, urban renewal proposals, and other public improvement plans. Government policy towards land use, taxation and municipal expenditures should take the local economy into account.

Economic factors operating in Middletown are an essential element in its comprehensive plan. This document is a framework for an economic program which will promote the City's comprehensive planning goals. All figures are from the U.S. Census except as noted.

LABOR FORCE

The labor force of a community is a factor in attracting and keeping industry and commerce. Certain key aspects are dependency and youth dependency ratios, and the distribution of the labor force into various employment groups.

DEPENDENCY AND YOUTH DEPENDENCY RATIOS

Dependency ratios and youth dependency ratios are used to gauge labor participation and the production potential of an urban economy. The youth dependency ratio gives an idea of the size of the youth age group and its growth or decline in relation to the productive age group. These measures compare youth (ages 0-14) and retired (65 and over) to the productive population (ages 15-64). Below are these indexes of Middletown's population growth:

Year	Dependency Ratio	Youth Dependency Ratio
1950	45.4	34.9
1960	61.2	46.2
1970	58.6	44.6

The two ratios have an impact on the local economy. They influence investment, savings, pensions, and government expenditures. An increase in younger dependents requires a greater allocation for social investment; that is, investment in the rearing and education of the younger part of the population. An increasing dependency ratio reduces production per worker and generally decreased the quality of life of the community.

The per cent age distribution of Middletown's population has been almost constant since 1950 (see F-15) but generally the population is younger than it has been. The dependency ratio and the youth dependency increased in 1960, but has decreased since. The labor force has increased, so the productive capacity of the population has increased. A larger income producing population means more taxes and revenues to the City, since there will be more possible property owners and a greater market potential for retail sales.

CLASSIFICATION OF WORK FORCE

Middletown's labor force is moving away from blue collar employment (see Charts I and II). In 1970, there was 14% less blue collar employment than in 1960. During this same period white collar employment increased 15%. By June 1976, non manufacturing employment was 64% see (Charts 3 and 4).

Nonetheless, manufacturing is still an important element of the local economy. Since 1970 six manufacturing concerns regularly are accounted among the City's top ten manufacturers. These are United Aircraft, EIS Automotive, Fenner America Limited, North and Judd, American Education Publications, and Raymond Precision Industries.

PERCENT DISTRIBUTION OF THE
EMPLOYED LABOR FORCE, 1960-1970*

<u>GROUP</u>	<u>1960^{1.}</u>	<u>1970^{2.}</u>	<u>% CHANGE</u>
White collar workers	40%	49%	+9
Professional, Technical	12%	17%	+5
Managers, Officials, Prop.	7%	7%	--
Clerical	15%	6%	-9
Sales	6%	19%	+13
Blue collar workers	42%	37%	-5
Craftsmen, foreman	15%	13%	-2
Operatives	23%	20%	-3
Laborers, except farm	4%	3%	-1
Service workers	11%	14%	+3
Private household workers	2%	1%	-1
Other service workers	9%	13%	+4
Farms	11%	.01%	-.9
Farm managers, farmers	.2%	.002%	-.19
Farm laborers, farm foremen	.8%	.004%	-.80

1. Midstate Regional Planning Agency Economy Study

2. United States Census of Population: 1960, 1970

CHART 2

PERCENT DISTRIBUTION OF EMPLOYMENT
BY INDUSTRY, 1950 - 1960

	<u>1950*</u>	<u>1960*</u>	<u>1970**</u>
Farming & Mining	4%	7%	1%
Construction	6%	6%	5%
Manufacturing	41%	41%	36%
Transportation & Utilities	3%	3%	3%
Trade	17%	14%	27%
Other Services & Government	29%	28%	28%
Number of Employed	11306	12900	15521

*Midstate Regional Planning Agency Economy Study

**1970 Census

Total Nonagricultural Employment in Middletown - June 1976 ¹		
Category	No.	% ^{**}
Total Nonagricultural Employment.	20,660	-
Manufacturing	7,410	35
Textiles & Apparel	650	3
Paper, Printing & Publishing	470	2
Chem., Rubber & Misc. Plastics	*	-
Fabricated Metals	900	4
Machinery	190	1
Electrical Equipment	640	3
Other Manufacturing	4,560	22
Nonmanufacturing	13,250	64
Construction	490	3
Transportation (Inc. R.R.)	140	1
Communications & Utilities	360	2
Trade	3,080	15
Wholesale	520	2
Retail	2,560	12
Finance, Insurance & R.E.	720	3
Service (Inc. Nonprofit)	4,450	20
Government	4,010	20

1. Connecticut Labor Department
Employment Security Division
Office of Research & Information

* Disclosure provisions of Conn Unempl. Insurance Law
prohibit the release of data which tend to reveal
figures reported by individual firms

** Does not total 100 due to rounding

CHART 4

Middletown
Nonfarm and Manufacturing Employment*
1974 - 1976

	MFG	NON-MFG	TOTAL
1974	8,020	12,660	20,680
1975	7,490	13,060	20,550
1976	7,410	13,250	20,660

*Conn. Labor Dept.

The Central Business District and Commercial Development

The vitality of any community depends on the nature and extent of commercial land use. This classification refers to uses of land for trade, administration, and record keeping. These areas must be conscientiously and carefully planned if communities are to meet the demands of the future.

The Central Business District (CBD) is the dominant commercial influence in Middletown. Its significant role, the lack of readily available data about the downtown, and the absence of post - redevelopment planning prompted the Planning and Zoning Commission to study the CBD and local commercial development.

The CBD has been the concern of Middletown planners since the 1950's.

The 1955 General Plan

..."adopted the following principal to maintain the city as a rural city: the position of the downtown district as the shopping center for the city and surrounding area should be retained. Development of large scale commercial centers in any other section should not be fostered"

Despite this goal, shopping center development came to Middletown the following year, with the opening of a major supermarket on Rte. 17.

The 1965 Plan of Development also recommended that commercial areas be contained in the downtown because "Middletown's central district would suffer very adversely from the spreading of retail and other commercial areas to out lying spots." Shortly after, in 1967, the Washington Plaza Shopping Center began development, with a supermarket, a discount store, and other general merchandise/restaurant establishments.

The current Plan of Development recognizes the significance of the down-

town, but integrates the CBD with community-wide economic development. Throughout this analysis, the CBD is studied with reference to Middletown's other commercial areas. (see Map 1, p. 4) Planning for the CBD must be co-ordinated with planning for Middletown's other commercial areas. They have a reciprocal relationship with each other.

There are seven sections to the report:

Section I is an overview of the City's commercial areas, highlighting chronological development.

Section II describes the land uses in the Central Business District.

Section III looks at services and businesses in the Central Business District. Because of the influence of retail areas on one another, services and businesses in all of Middletown's retail areas are reviewed.

Section IV applies theories of the classification of retail areas to Middletown's commercial centers. The areas are classified in terms of types of store, and square feet. The classic distinction between CBD's and other commercial areas apply to Middletown.

Section V examines the trade area of local commercial establishment. While Middletown's traditional role as a commercial center has diminished, population growth in the present trade area assures increased retail sales for Middletown.

Section VI reviews retail sales figures in Middletown. Retail growth in Middletown has been strong since 1970, but the increase in per capita money income is behind the state-wide increase, and behind the increase of other towns in the trade area.

Section VIII is concerned with office space, a significant land use

in the CBD. The conclusion is that there is a need for contemporary style office space in the downtown.

Section VIII is a synopsis of regulations that impact development in the Central Business District.

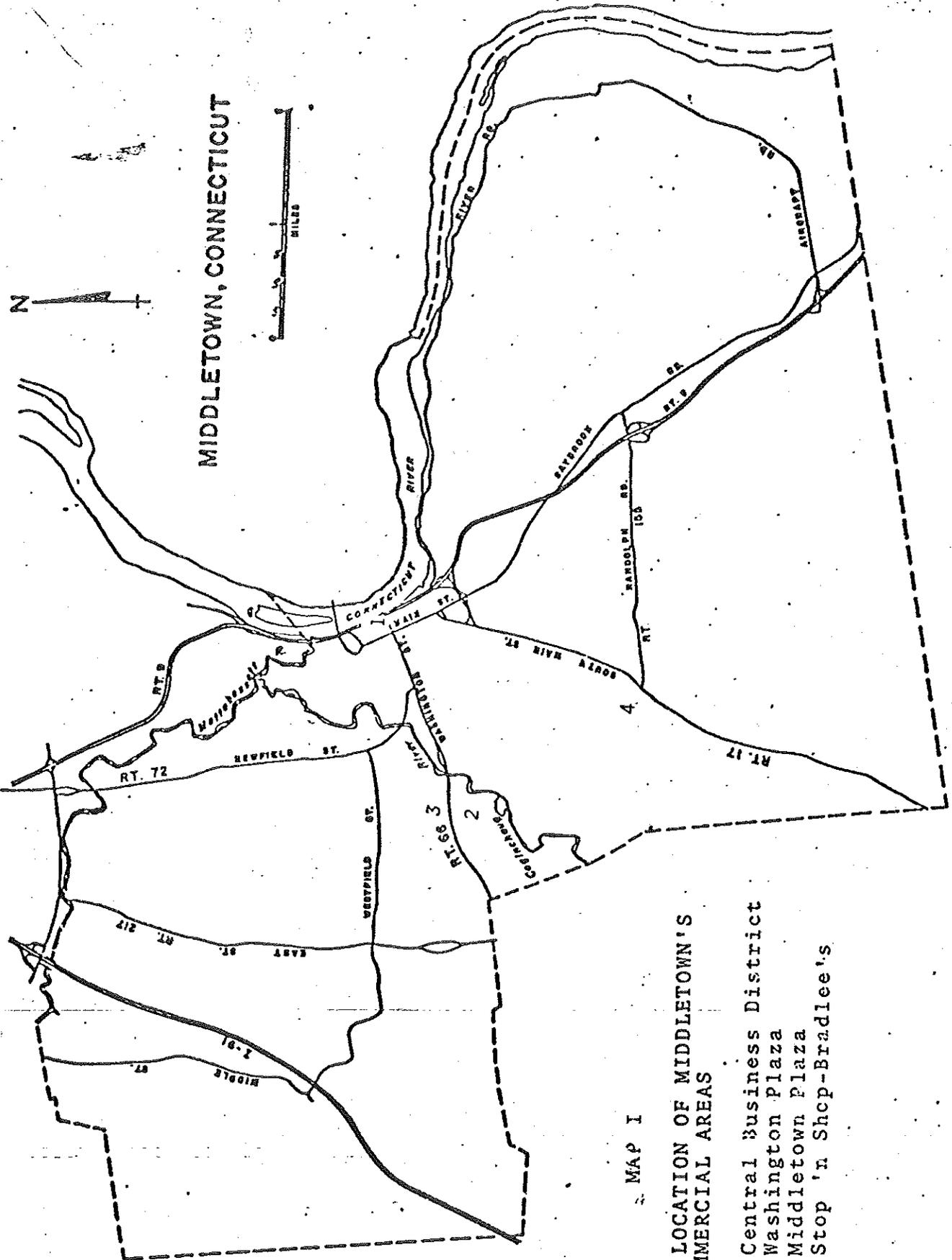
C O M M E R C I A L C E N T E R S

A. The Central Business District

The most important commercial area in any city is its Central Business District. In the CBD are located general merchandise, apparel and furniture stores, offices, major public buildings, entertainment, personal services, and related commercial functions. These activities require concentration in the Central Business District. Concentration enables them to complement one another, and to provide important specialization to the community. More varied activities take place downtown than in any other part of Middletown. Within a few blocks are residences, churches, stores, businesses, government offices, service centers, and restaurants. People work in the CBD, conduct their personal business in the CBD, they meet their friends there, they worship there. The CBD generates activity because of the unique combination of uses, not because of one single use.

In Middletown's Central Business District the Zoning Code allows the tallest possible building, and the most land coverage. The downtown has the greatest daytime concentrations of people, a heavy traffic volume, and high land values.

The CBD is defined as the B-3, Central Business. (Map I, P. 4) In acreage, the CBD is Middletown's largest shopping area. There are 77 acres in the B-3 Zone while there are 32 acres in the City's three



MIDDLETOWN, CONNECTICUT

MAP I

GENERAL LOCATION OF MIDDLETOWN'S COMMERCIAL AREAS

- 1. Central Business District
- 2. Washington Plaza
- 3. Middletown Plaza
- 4. Stop 'n Shcp-Bradlee's

other commercial areas.

B. Local Shopping Centers

Map I locates the other major commercial areas: Washington Plaza, Middletown Plaza, and Stop & Shop-Bradless.

The three shopping areas have general commercial uses. There are food stores, drug stores, some restaurants, and scattered entertainment.

These uses serve a special function for neighborhoods or a larger region.

The shopping centers are adjacent to major thoroughfares which directly links them with their markets.

C. Key Dates in Commercial Development

Like many colonial towns, Middletown's historic roots are by a river.

This is particularly true of Middletown's commercial roots. Chart I shows key dates for representative stores in the Central Business District, and for stores in the shopping centers. The CBD is the oldest commercial area in Middletown. No significant new commercial space constructed in Middletown since the late 1960's.

CHART I

<u>KEY DATES FOR SELECT RETAIL ESTABLISHMENTS</u>	
I Central Business District	
Bob's Surplus	1954: Pres. Loc. '74
Kabachnick's	1961: Pres. Loc. '73
J.C. Penney's	1927
Sears & Roebuck Co.	1929: Pres. Loc. '65
Shapiro's	1900: Pres. Loc. '74
II Washington St. Shopping Centers-Building Permits	
Kings (formerly TOPPS)	1959
Top Notch	1960
Bowling Alleys	1961
Shoe Store	1972
Movie Theater	1973
Caldor's (formerly Grants)	1967
Shop-Rite	1967
III Route 17 Shopping Centers-Building Permits	
Stop & Shop	1956
Bradlees	1956

LAND USES IN THE C. B. D.

Map II (P. 7) shows land uses in the Central Business District. It illustrates the great variety of land uses found in the downtown. No other single area in Middletown has as many different land uses. Besides this variety, land uses in the CBD are intensive. There are commercial, institutional, or manufacturing land uses. Nearly all the available space has been used.

The variety is made dynamic by the presence of people downtown. The CBD residential population is numerically small, but nonetheless significant. It is 3.5% of the total population of Middletown.

CHART 2

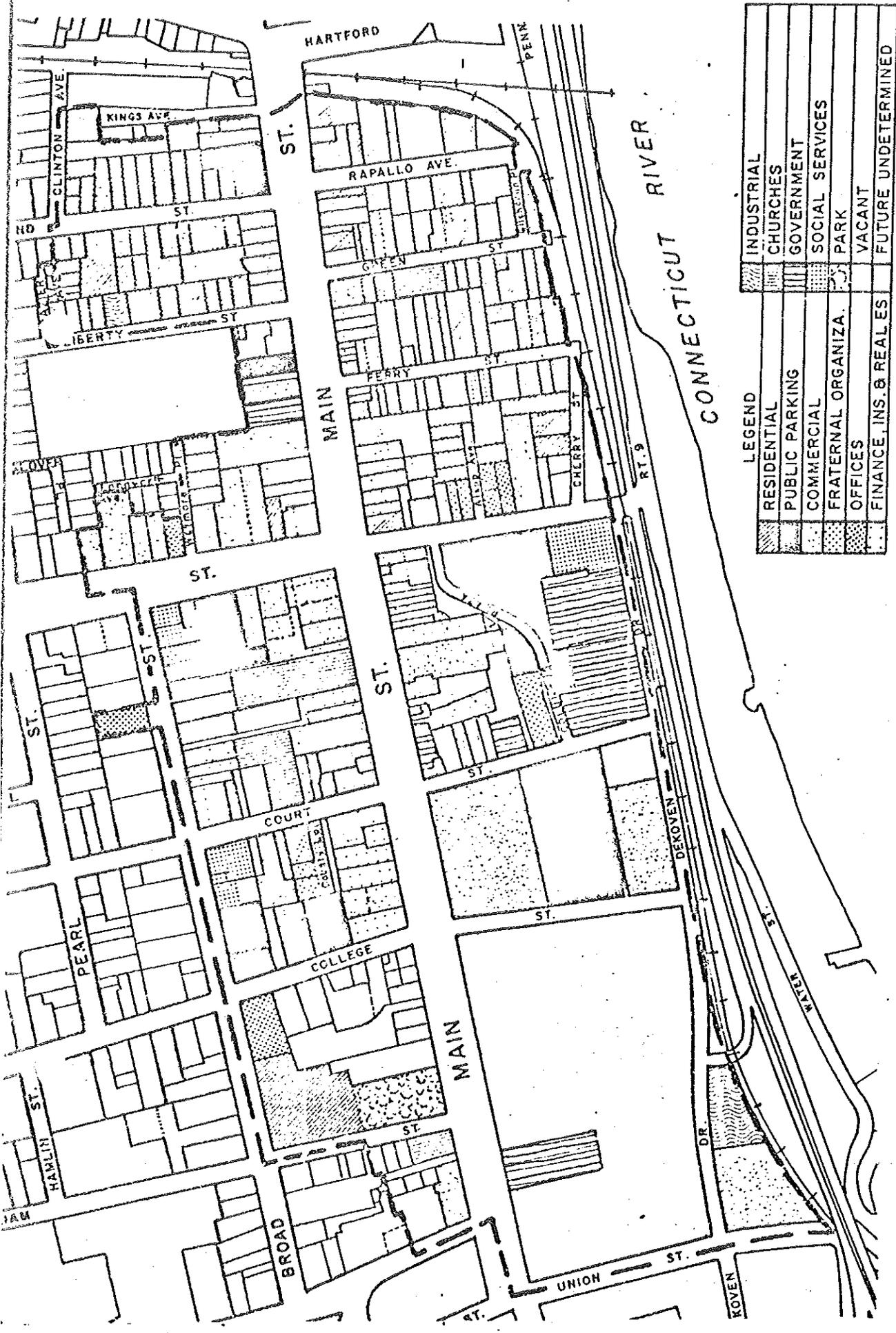
CBD RESIDENTIAL POPULATION	
1970 Census	1,303
Residents in New Living Units built since 1970	<u>132</u>
Total 1977 Estimated Population	1,435

Post - 1970 living units built in downtown Middletown provide housing for the elderly. Additional housing has also been proposed for areas adjacent to the CBD (South Green Apartments and the renovation of the old Middletown High School). These two projects will add 160 attached living units to the downtown.

Residential land uses in and surrounding the CBD, are important features in the success of the area. They bring people and activity downtown, at a time of day when retail stores and other businesses are closed.

SERVICES & BUSINESSES

Chart 3 (P.8) shows services and businesses in the Central Business District in May, 1977. Categories are based on the Standard Industrial



LEGEND	INDUSTRIAL	CHURCHES	GOVERNMENT	SOCIAL SERVICES	PARK	VACANT	FUTURE UNDETERMINED
[Diagonal lines /]							
[Diagonal lines \]							
[Horizontal lines]							
[Vertical lines]							
[Dotted pattern]							
[Cross-hatch pattern]							
[Blank]							
[Stippled pattern]							
[Diagonal lines /]							
[Diagonal lines \]							
[Horizontal lines]							
[Vertical lines]							
[Dotted pattern]							
[Cross-hatch pattern]							
[Blank]							
[Stippled pattern]							



DATE: 1 JULY 77

SCALE

LAND USES IN THE CENTRAL BUSINESS DISTRICT

CHART 3
CBD SERVICES AND BUSINESSES

TYPE OF ESTABLISHMENT	NUMBER
<u>FINANCE, INSURANCE & REAL ESTATE</u>	
Banking	6
Credit Agencies & Other Banks	4
Security & Commodity Brokers	1
Insurance & Real Estate	18
<u>MANUFACTURING</u>	
Apparel	2
Machinery, except electrical	1
Fabricated Metal Products	3
Electrical & Electrical Machinery	1
Printing, Publishing	2
Rubber & Misc. Plastic Products	1
Warehousing	1
<u>PROFESSIONAL SERVICES</u>	
Accountants	9
Architects	1
Attorneys	38
Dentists	9
Doctors	4
<u>PUBLIC ADMINISTRATION</u>	
Executive, Legislative, General Management	9
Justice, Public Order and Safety	8
Administration of Environmental Quality and Housing Program	3
Administration of Human Resource Program	1
<u>RETAIL</u>	
Building materials, hardware, garden supply and mobile home dealers	4
General merchandise stores	4
Food stores	5
Automotive dealers and gasoline service stations	10
Apparel and accessory stores	12
Furniture home furnishings and equipment stores	9
Eating and drinking places	26
Miscellaneous retail stores	45
<u>SERVICES</u>	
Hotel, rooming houses, camps, and other lodging	6
Personal services	13
Business services	5
Miscellaneous repairs	4
Amusement and Recreation	6
Health services	1
Social services	11
Educational services	1
Museums, gardens, art galleries	1
Membership organization	10
Miscellaneous services	1

*May, 1977

Classification (SIC) devised by the Office of Management and Budget. SIC was developed for use in the classification of establishments by type of activity for purposes of facilitating the collection, tabulation, presentation, and analysis of data relating to establishments, and for promoting the uniformity and comparability of statistical data. Five major SIC divisions are relevant to Middletown's Central Business District. These are finance, insurance, and real estate (FIRE); manufacturing; public administration; retail; and services. The Professional Services category has been used. Chart 4 (below) summarizes Chart 3 into these five divisions.

CHART 4

SUMMARY: CBD SERVICES AND BUSINESSES	
TYPE OF ESTABLISHMENT	NUMBER
Finance, Insurance & Real Estate	29
Manufacturing	11
Professional Services	61
Public Administration	21
Retail	117
Services	61
TOTAL	300
Tax Assessor's Office. MAY 1977	

The Charts substantiate the variety of services and businesses located in Middletown's CBD. There are banks, manufacturing concerns, lawyers, doctors, government agencies, food stores, general merchandise stores, fraternal organizations, and business and health services.

A frequent recommendation for Middletown's CBD is that unique specialty

stores should be encouraged there. (Middletown Economic Prospects) This has happened. There are thirty-eight (38) specialty stores in the downtown. By contrast, in three shopping areas, there are ten (10) specialty stores. By comparing the services and businesses in the CBD with those in the other commercial centers, it is apparant that the downtown has more establishments and a greater variety of establishments:

CHART 5

SERVICES AND BUSINESSES IN MIDDLETOWN'S SHOPPING CENTERS*	
TYPE OF ESTABLISHMENTS	NUMBER
Banks	3
<u>Retail</u>	
Building materials, hardward, garden supply, and mobile home dealers	1
General merchandise stores	3
Food stores	4
Apparel and accessory stores	2
Eating and drinking places	6
Miscellaneous retail stores	6
<u>Services</u>	
Personal services	7
Health services	1
Amusement & recreation	2
TOTAL	40

Tax Assessor's Office

MAY 1977

* Washington Street, Rte. 17

C L A S S I F I C A T I O N O F R E T A I L A R E A S

A. Kind of Establishment

Retail centers often are classified in terms of kinds of goods and

services offered. There are two categories.

Convenience goods are merchandise of daily consumption and purchases, such as food and drugstore items. Eating and drinking establishments are also in this category.

Comparison goods are merchandise subject to longer term consumption, as opposed to daily consumption. They are usually found in commercial areas with city-wide trading centers, rather than neighborhood trading centers. Examples are apparel and related soft goods, furniture and appliances, and specialties such as jewelry or stationary.

When commercial areas offer significantly more comparison goods than convenience goods they are designated as regional centers.

Shopping centers generally have stores dealing primarily in basic services and goods i.e. convenience items needed on a daily basis by individuals who live in close proximity to the shopping CBD's. Regional centers will have establishments that sell convenience items, but they will have many establishments which deal in comparison goods. Generally, comparison good stores will attract patrons from a greater distance.

Chart 6 shows the location of stores dealing with convenience and comparison goods in Middletown.

CHART 6

RETAIL ESTABLISHMENTS IN MIDDLETOWN: PRINCIPAL COMMERCIAL CENTERS		
CATEGORY OF ITEMS SOLD	SHOPPING CENTER ¹	CBD
CONVENIENCE GOODS	22	61
COMPARISON GOODS	13	78
TOTAL	35	138

¹. Middletown's three shopping centers:
Washington Plaza, Middletown Plaza and
Bradlees-Stop & Shop
May, 1977

The classic distinction between a CBD and other commercial areas can be seen by this classification of establishments. In the downtown, 56% of retail stores and services in the shopping centers deal with comparison goods. Only 37% of the stores in the shopping centers deal in comparison goods.

B. Square feet in Retail Centers

Another standard classification of retail centers is by square feet. Generally, a community center will have 100,000 - 300,000 square feet. A regional center will normally have between 500,000 - 1,000,000 square feet. The following charts indicate that Middletown's CBD is truly a regional center, but the shopping centers are community centers:

CHART 7

GROSS FLOOR AREA* OF SELECTED LAND USES: MIDDLETOWN'S CENTRAL BUSINESS DISTRICT	
LAND USE CATEGORY	GROSS SQ. FT.
Commercial	722,973
Banks	32,971
Government Buildings	55,221
Membership Organizations	45,236
Churches	32,926
Offices	129,879
	989,576

NOTE:

Commercial includes store, eating and drinking places and recreational facilities.

Membership Organizations refer to fraternal groups.

Churches includes churches, parish houses and parochial schools.

CHART 8

GROSS FLOOR AREA*
MIDDLETOWN'S THREE SHOPPING CENTERS
MAY, 1977

F-18

COMMERCIAL AREA	GROSS SQ. FT.
MIDDLETOWN SHOPPING PLAZA	120,110
WASHINGTON PLAZA	122,376
STOP & SHOP & BRADLEES	67,293
GRAND TOTAL	309,779

*Field cards in the Tax Assessor's Office
May, 1977

Of course, actual selling space in local stores is considerably less than gross area statistics:

CHART 9

SELLING SPACE IN SELECT RETAIL ESTABLISHMENTS*

I. CENTRAL BUSINESS DISTRICT

STORE	SQUARE FEET SELLING SPACE
BOB'S SURPLUS	15,000
KABACHNICKS	14,000
J.C. PENNY'S	10,000
SEARS & ROEBUCK CO	38,000
SHAPIRO'S	50,000
TOTAL	127,000

II. WASHINGTON STREET SHOPPING CENTERS

STORE	SQUARE FEET SELLING SPACE
KINGS	45,000
TOP NOTCH	12,000
CALDOR'S	59,000
SHOP RITE	27,000
TOTAL	143,000

III. ROUTE 17 SHOPPING CENTERS

STORE	SQUARE FEET SELLING SPACE
BRADLEES	NOT AVAILABLE
STOP & SHOP	16,200
TOTAL	

*STORE MANAGERS SURVEY
JUNE, 1977

TRADE AREAS

Planning future economic development takes into account trade areas of commercial centers. The trade area is the area which draws shoppers to retail stores. Communities try to expand their trade areas, since sales increase along with an increase in the number of potential shoppers.

During colonial times, and until the post-World War II period, Middletown was the dominant commercial center for the entire Middlesex County. Residents from as far away as Old Saybrook travelled to Middletown for their weekly shopping. However, the automobile and the proliferation of shopping centers has altered this pattern.

Middletown's three commercial centers have three levels of trade areas. They all have a primary trade area, a secondary trade area, and a tertiary trade area.

A primary trade area is a radius of $1/2 - 1\ 1/2$ miles from the commercial land uses. Shoppers in the primary area rely on the retail center for convenience goods, as well as for comparison goods. The CBD would be a primary trade area for Sbona Towers and Traverse Square. Employees in the CBD also purchase many of their convenience goods in downtown retail establishments. Wesleyan Hills would be in the primary trade area of the Route 17 shopping center. Sutton Towers and Bayberry Circle are in the primary trade area for shopping centers located on Washington Street.

The secondary trade area of any commercial area is its radius of 2-5 miles. The secondary trade area for all of Middletown's commercial areas extend across town boundaries.

Not every commercial center has a tertiary trade area. However, all of Middletown's commercial centers do have a tertiary trade area. This extends 5-20 miles from the center. People trade in retail establishments

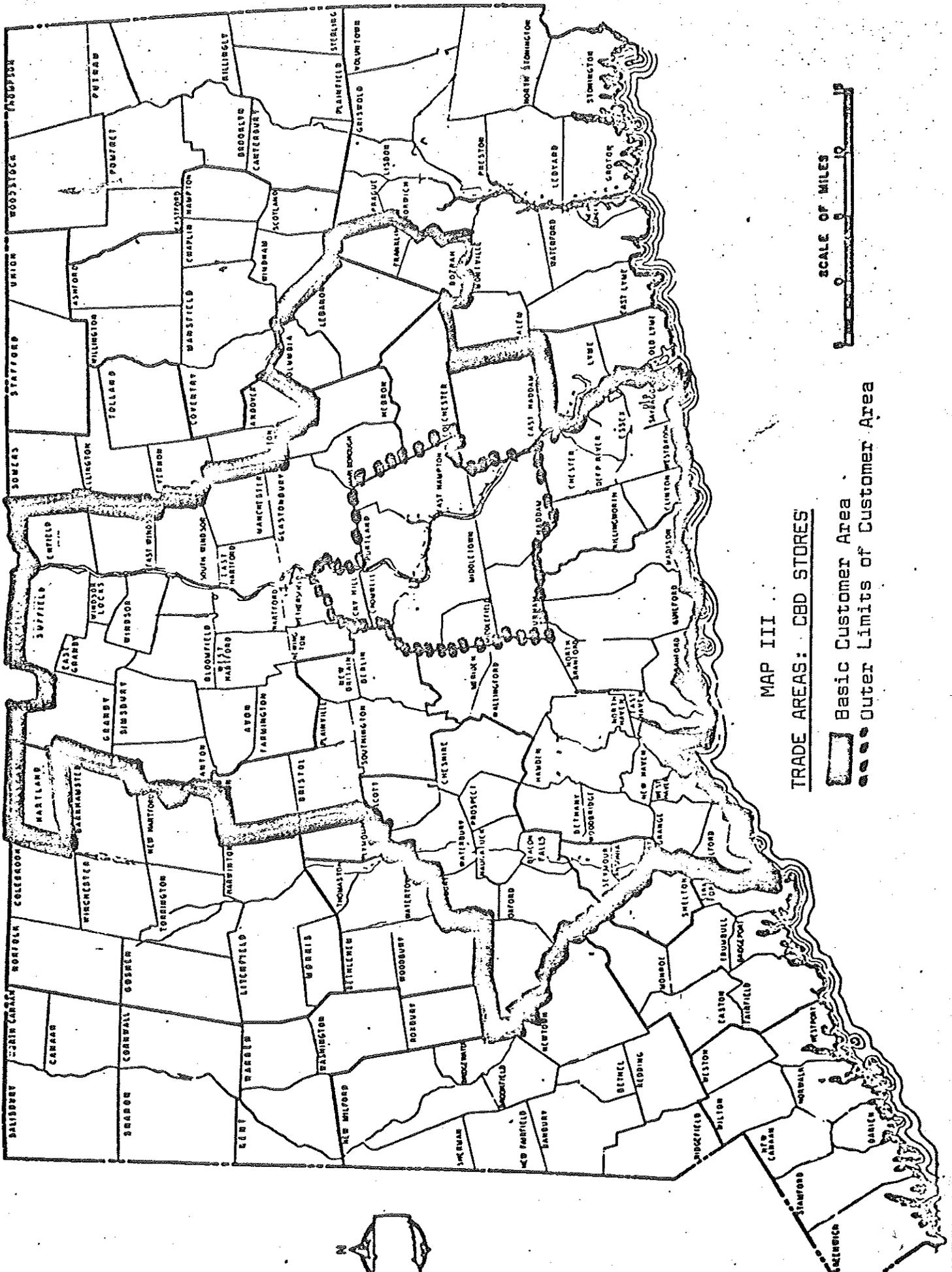
in the local commercial areas even though there might be more convenient places to purchase goods.

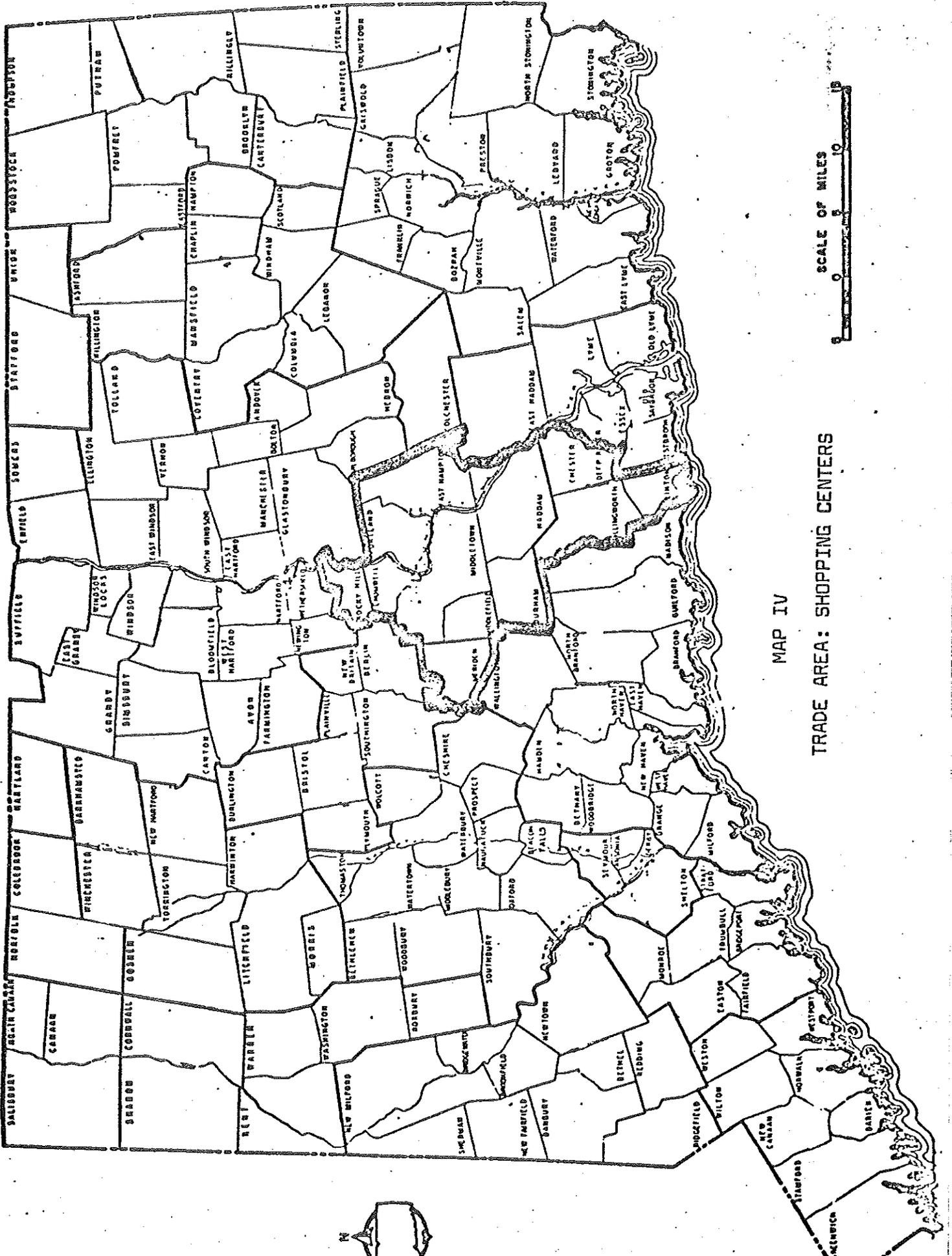
A Perception of Trade Areas

In June, 1977, store managers or owners of ten representative stores were interviewed to determine the trade area of their establishments. These are the boundaries as perceived by owners and managers of ten representative stores. Owners or managers of seven comparison goods stores were interviewed: Bob's Surplus, Bradless, Caldor's, Kabachnick's, King's, J.C. Penney's, Shapiro's, and Sears and Roebuck & Co. Three supermarket managers were interviewed: Shop Rite, Top Notch, and Stop and Shop. The only store which would not co-operate in the survey was Bradlees.

The predominant trade area of Middletown CBD stores (Map III) is eight towns: Middletown, Middlefield, Portland, East Hampton, Durham, Haddam, Cromwell and Rocky Hill. The western boundary does not extend past Meriden. The outer limits, however, go beyond the basic trade area. It is important to downtown development to note that two Central Business District stores account for the outer limits of the trade area. They draw shoppers to the downtown from as far away as Milford, Hartland, and Franklin, Conn. The shopping centers have a more restricted trade area. (Map IV P. 17).

Managers of downtown stores indicate that many customers came from the lower part of Middlesex County. This section though is no longer a part of the predominant trade area. In contrast, Washington Street store managers felt that a considerable number of their customers came from Rocky Hill, Wethersfield and Glastonbury. This is important because of the dramatic recent growth in these communities.





MAP IV

TRADE AREA: SHOPPING CENTERS



B. Trade Areas and Communication Media

Another standard indicator of the trade area of commercial establishments are the coverage of local newspapers, and the broadcasting range of local radio stations. In the Middletown area, there are three media sources.

All of the stores in the PZC staff survey (p. 15) advertise in the Middletown Press at least weekly or semi-weekly. Some advertise daily.

The Press regularly covers the news in seventeen towns (Chart 10). The market for Middletown stores is potentially 166,305 people.

CHART 10
TOWNS REGULARLY COVERED IN THE MIDDLETOWN PRESS

TOWN	1975 POPULATION*
Chester	3,283
Clinton	11,518
Cromwell	9,332
Deep River	4,091
Durham	5,268
East Haddam	5,213
East Hampton	8,565
Essex	5,166
Glastonbury	23,549
Haddam	6,414
Killingworth	3,581
Middlefield	4,280
Middletown	40,118
Old Saybrook	9,183
Portland	8,891
Rocky Hill	12,936
Westbrook	4,917
TOTAL	166,305

*Estimates from Current Population Report, U.S. Bureau of the Census

The Hartford Courant covers Middletown in its first edition. A variety of other towns are included in this edition, many on a very sporadic basis. News of adjacent towns, however, are almost always included. In June, 1977, the Hartford Courant had news items from the following towns in the first edition: Middletown, Durham, Madison, Stonington, East Lyme, Coventry, Clinton, Lyme, New London, Groton, Stafford, Portland, Deep River, Chester, Old Saybrook, Haddam, East Haddam, East Hampton, Cromwell, Essex, Colchester, Westbrook, Ledyard, Columbia, Waterford, Hebron, Vernon, and Middlefield.

Major chain stores, such as Caldor's advertise all their locations in one advertisement in the Courant and the Middletown Press. Middletown stores advertise less regularly, but they do advertise in the Courant. The exception is Bob's Surplus which advertises weekly. Besides the stores which participated in the survey, many of the specialty stores in the CBD (such as jewelry stores) advertise in the Courant.

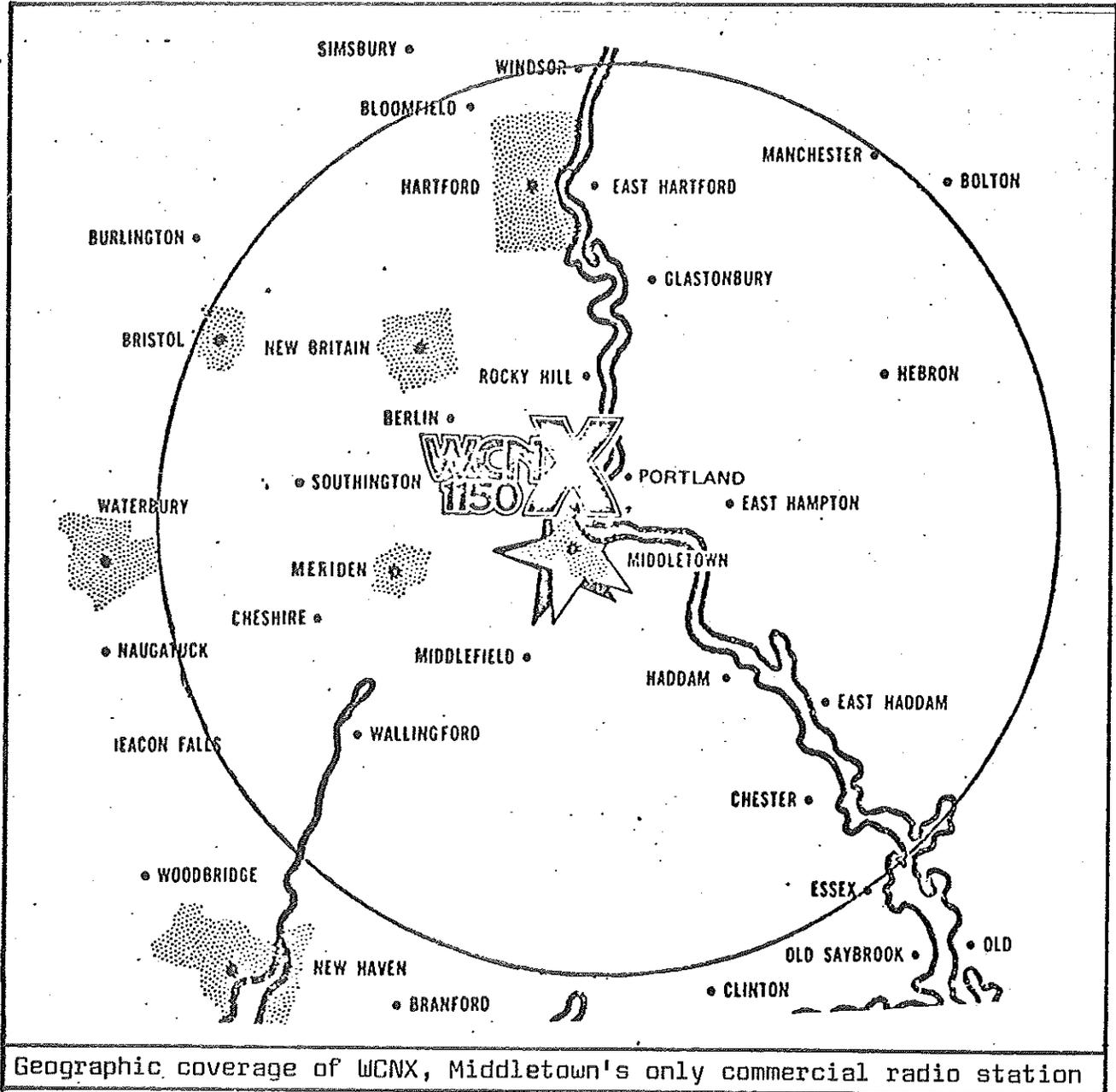
Advertising by Middletown stores in the state's most important newspaper is a measure the potential trade area for Middletown commercial areas. The Courant has a daily circulation of 207,000 and a Sunday circulation of 210,000.

Another advertising source for local shoppers is the Shoppers News. This weekly publication has a circulation of 18,500 households. It is distributed in Middletown, Middlefield, Durham, Portland, and new developments in Cromwell. Shoppers News has entertainment, retail sales, and institutional advertisements.

Radio coverage also measures the trade area of commercial centers. Middletown has three local stations: WESU, WIHS, and WCNX. WESU and WIHS are non-commercial and thus are prohibited by Federal Communication Commission regulations from accepting advertising. WCNX is a commercial station and can

air advertising. Its signal, according to the station, reaches 360,910 households.

MAP V



RETAIL SALES

Economic vitality of any community can be measured by retail sales. Data on retail sales is not available for individual commercial areas. Figures are aggregated for all of Middletown. It is impossible to compare sales in the CBD with sales in the shopping centers. Since generally CBD's

account for most of the sales in any community, Middletown's CBD probably accounts for most local retail sales.

A. Recent and Projected Retail Sales

From 1970 to 1976, gross receipts in Middletown had a greater per cent increase than state gross receipts. (Chart 11) The increase in Middletown

CHART 11

COMPARISON OF GROSS RECEIPTS¹
1970-1976

	POPULATION ²	1970	1976	% INCREASE
Connecticut	3,100,188	39,711,500,595	23,528,420,276	68.7
Middletown	40,118	165,628,725	286,621,931	73
Groton	39,704	435,481,690	295,458,808	197
Southington	35,297	136,397,388	230,931,261	69
Wallingford	37,357	438,263,693	258,064,978	70

1. State Tax Department

2. Middletown Estimate Planning Office

Estimates for other towns from Bureau of the Census

was also greater than the increase in Southington and Wallingford, two towns of comparable population size. Gross sales in Groton, another town the population of Middletown, increased dramatically. Groton's economy however is dominated by the navel base. Middletown's economy on the other hand, is more diversified.

Middletown retail sales have grown steadily, 9.2% yearly since 1970. Based on this increase, Middletown retail sales can be projected (000's).

Year	1976 ¹	1977	1978	1979	1980	1981
Gross Receipts	286,622	306,892	334,034	364,765	398,323	434,969

¹. Actual figures, State Tax Department

B. Sales by Kind of Retail Establishments

Retail establishments are often grouped into several broad categories: building materials, general merchandise, food stores, automotive dealers, gasoline stations, apparel and accessory stores, furniture and home furnishings, eating and drinking places, drug stores and proprietary stores, and miscellaneous retail stores. The State Tax Department does not report sales by kinds of business establishment at the town level. Individual stores will not volunteer sales data, fearing damage if competitors learned of sales volume.

The only available source for retail sales by establishment group is the Bureau of the Census publication Selected Retail Statistics. Chart 12 shows that the per cent distribution of sales in Middletown and Connecticut is comparable:

CHART 12

PERCENT RETAIL SALES BY MAJOR ESTABLISHMENT GROUP*:

GROUP	1967		1972	
	STATE	MIDDLETOWN	STATE	MIDDLETOWN
Building Material.....	4.5	4.7	4.6	3.2
General Merchandise.....	14.3	19.7	13.6	16.8
Food Stores.....	24.4	24.7	22.6	25.8
Automotive Dealers.....	17.2	13.5	16.8	13.5
Gasoline Stations.....	6.7	7.2	7.0	8.6
Apparel & Accessory Stores...	6.0	6.7	6.0	6.9
Furniture, Home Furnishings..	5.3	4.5	5.0	4.1
Eating and Drinking Places...	7.1	6.1	7.4	7.3
Drug Stores and Proprietary Stores.....	3.3	3.1	3.2	4.7
Miscellaneous Retail Stores...	11.0	9.7	13.6	9.1

*Retail Trade Statistics 1967, 1972
Bureau of Census

Note that sales in the general merchandise category in Middletown account for greater sales than in the State as a whole. Thus, Middletown is still an important center for comparison retail goods. It should be noted, however, that the per cent of retail sales did decrease from 1967 to 1970.

Since retail sales were comparable in 1967 and 1972, it could be expected that 1976 retail sales in Middletown would be distributed in the same proportions as in the State. Assuming this relation, 1976 retail sales in Middletown by category were estimated.

CHART 13

MIDDLETOWN'S ESTIMATED GROSS RECEIPTS* BY ESTABLISHMENT CATEGORY - 1976	
Food.....	32,961,498
Apparel.....	4,872,569
Merchandise.....	7,665,543
Automotive.....	23,789,603
Furniture.....	7,785,078
Building.....	10,655,004
Service.....	3,439,460
Drug Store.....	1,769,730
Hardware.....	2,006,352
Jewelry	1,646,486
Fuel & Ice.....	2,292,973
Manufacturing.....	79,394,421
Miscellaneous.....	108,343,013

TOTAL 286,621,730

* Derived from State gross receipts by business description. State Tax Department

While the estimated sales figure for the automotive and building groups might be high, the figures do show the approximate distribution of retail trade in Middletown.

C. Individual Income

The amount of money available to individuals and to families impacts potential sales in Middletown. The Bureau of the Census provides information on estimated per capita money income. The amount of money available to Middletown residents is important, but so is the amount available to individuals and families in the towns that constitute Middletown's trade area.

CHART 14

ESTIMATED PER CAPITA MONEY INCOME (\$)*				
	1969	1972	1974	%Change 1969-1974
STATE	3385	4480	5348	58%
Middletown	3336	3849	4516	+35%
Haddam	3570	4173	5076	42%
Durham	3422	4138	4982	45%
Middlefield	3552	4129	4948	39%
Rocky Hill	3980	4786	5846	47%
East Hampton	3332	3888	4645	+39%
Portland	3677	4211	4989	+37%

* Bureau of the Census Money Income refer to wage or salary income, net non-farm self employment income, social security or railroad retirement income, public assistance income, and other (interest, dividends, etc.)

OFFICE SPACE NEEDS

The largest gain of any employment group between 1970 and 1980 is expected to occur among white collar workers. This category will provide

almost 85 percent of new openings anticipated in this decade. Middletown should experience growth in office workers, which will impact office space needs here.

Middletown's potential for office development was noted in a 1968 Report on Middletown's Economy, (by Hammer, Greene, Siler Associates) which said

"The prospects for office development in Middletown are substantial and particular emphasis should be given to this land use in local planning."

The 1964 Land Use and Marketability Study (Raymond and May Associates) saw a potential demand for professional and non-professional office space of 162,000 square feet, with another 90,000 square feet for "selected service activities." This demand, though is considerably less than Middletown's requirements now.

A. Current Estimated Requirements

Current analysis by objective standards of Middletown's office market reveals that the future potential of office development still is here. The methodology leading to this conclusion is derived from the Downtown Improvement Manual.

Chart 15 shows current office space needs in Middletown, and projected needs.

CHART 15

OFFICE SPACE NEEDS IN MIDDLETOWN, CONN.		
Classification	1977 Estimated Needs (Sq. Ft.)	Projected Needs (Sq. Ft.)
Finance, Insurance, Real Estate	78,400	112,112
Business	14,240	20,363
Medical/Dental	165,200	236,236
Legal	31,200	44,616
Miscellaneous General Purpose	<u>80,236</u>	<u>114,737</u>
TOTAL	369,276	528,064

The Table divides office space needs into five (5) broad categories: Finance, Insurance and Real Estate (FIRE), Medical/Dental, Legal, Business, and Miscellaneous General Purpose.

The FIRE category includes banks and trust companies; insurance agents and brokers; and owners and operators land; lessors and lessess of real estate. Many establishments are engaged in a combination of these activities, no one of which is a principal activity.

The medical/dental and legal group refers to office occupied by the members of these professions: doctors, dentists, lawyers.

Business services are defined by the Standard Industrial Classification (SIC). They are establishments primarily engaged in rendering services, not elsewhere classified to business establishments on a fee or contract basis, such as advertising mailing services, building and maintenance services.

The miscellaneous general purpose category includes office workers in construction firms, engineering and architectural services, accounting, auditing and bookkeeping services, business education and those otherwise not categorized.

Employees in these categories were multiplied by standard factor (square feet) to determine current estimated needs and projected needs. The number of employees of FIRE establishments was determined from a survey conducted by the Planning and Zoning Commission staff in December, 1976. The number of lawyers was derived from the phone book. The number of dentists is from the Conn. State Dental Association. The number of doctors is from a report by the Commission on Hospitals and Health Care. Total projected needs are based on the Planning and Zoning estimate of

Middletown's future population. No specific time frame is associated with the estimate since it is based on new housing construction. The projected space needs were then allocated to the five (5) broad categories in the same proportion as the 1977 estimated needs.

Estimated current needs and projected needs are only meaningful in terms of current existing office space.

Chart 16 shows office space in Middletown based on information from field cards in the Tax Assessor's office.

TABLE 16
1977
OFFICE SPACE*
IN
MIDDLETOWN, CONNECTICUT

TYPE OF OFFICE SPACE	NET SQ. FT.
Medical - Dental	90,501
Contemporary Design (former AEP Bldg., Riverview Center, Etc.)	96,246
Standard Style (generally about CBD storefronts)	141,695
Other (Dekoven House, Single Family Dwellings, Etc.)	45,812
TOTAL	374,254

*Tax Assessor's Records

This Chart classifies office space in four (4) categories: Medical/Dental, Contemporary Design, Standard Style, and others. The Medical/Dental classification refers to buildings almost exclusively occupied by doctors. Examples are the Medical Building's on South Main Street, Poden Realty, Queens Medical Clinic. Contemporary design office space is considered to be the former AEP Building, second floor office space in Riverview Center, the offices of the Motor Vehicles Department, and the third floor above Atticus Bookstore. Standard style refers to a space above store fronts in the Central Business District. Examples are the office space above the Hartford National Bank, and above Young's Printing. The category "other" is a miscellaneous group of buildings such as the Dekoven House, and converted single family dwellings.

B. Future Estimated Requirements

The conclusion is that by objective standards, there is a need for additional office space in Middletown. While the 1977 estimated demand approximates existing square footage, current office space is considerably less than the future demand. While we have 374,254 sq. foot of office space, the projected need is for 528,064 sq. feet.

Even more significant than total space requirements is the categories of office space in Middletown. 34% is in the contemporary design, 49.9% is standard style and 16.1% is in the other category. Of the contemporary category, only the space above Atticus Book Store and Riverview Center is available immediately to small-scale offices. The former AEP building and the offices of the Motor Vehicle Department would require extensive alterations before being rented by smaller offices .

Most of Middletown's office space, then, is in older building stock, in the Central Business District. Much of these structures would probably have to be replaced in the near future or extensively modified. Thus,

not only is there a demand for additional office space but much existing office space should be replaced by newer structures. The conclusion is that prospects for future office space development in Middletown are good.

AREAS WHERE OFFICES CAN BE LOCATED

1. Professional and Business Offices: Special Exceptions in R3, R4, and TD Zones;
2. Office and Studio: Special Exception in R1, R2, R3, R4, TD;
3. Office buildings, including general and professional tenants, as well as banking, savings and loan and other financial institutions. B2, B3, TD (Special Exception);
4. Public building including post office, fire and police stations, bus passenger terminal, telephone exchange or office or other public utility office and governmental buildings. B2, B3, TD (Special Exception);
5. Office buildings including general and professional tenants. I1, I2.

CBD REGULATIONS

Development in the CBD must be within the restrictions of a variety of governmental regulations.

The Zoning Code permits in the CBD the highest maximum building height in Middletown. There is no minimum lot area or frontage. Commercial establishments do not have to follow parking requirements. The Sign regulations allow for each retail use four (4) signs, four (4) ft. to each sq. foot of lot frontage. Commercial establishments are exempt from parking requirements. Generally, all retail uses are allowed in the downtown with the exception of large equipment.

The CBD is in the City Fire District. This is the only fire district with a professional, full time staff. Buildings must meet the requirements of Fire Limits A, which has the strictest regulations. All materials of construction are masonry and non-combustible.

By a 1971 Special Act of the General Assembly, a CBD taxing district was created. While it encompasses more area than the B-3 zone, its purpose is to develop off street parking within the district. Non-residential property is taxed. FY 1977 was the first there was a mill rate for the district. It is currently being challenged by local businessmen.

The Health Department has divided Middletown into four (4) health districts, each under the supervision of a sanitarian. The CBD is in Health districts 1 and 2.

The CBD is in the First Taxing District and the First Sanitary Disposal District. The downtown has two voting districts, 1 and 2.

URBAN REAL PROPERTY VALUES AND LAND USE

Urban land is valued since it is the location of man's many diverse activities. Urban property values have received increasing attention from city planners because of the decentralization, obsolescence and financial crisis in local government. Taxation is based on property values, so taxation determines both the quality and quantity of municipal services in the community. Sound comprehensive planning policies can only be effective if they take into account property values.

Real property values are interrelated with land use. Property values have a direct impact on utilization of land for various purposes, locations, and densities. Studies of real property values can help towns decide if proposed locations of particular uses, or groups of uses, are feasible. Examining the pattern of land and building values can give towns some notion whether developers are likely to take up land in the use and intensity that may be significant from a public interest point of view. The urban land market is critical in deciding land use, the amount of improvements to land, and the timing of improvements.

The urban land market is important in deciding the highest and best use of land. This traditional appraisal term describes the land development for a particular site, which in comparison with other development schemes will justify the highest payment for land when the cost of buildings and improvements is assumed to be a given amount. The urban land use market effects land use, the amount of public improvements to land, and the timing of improvements. Since real property valuation is the basis of local taxes, land use policy impacts all aspects of municipal services.

THE PROPERTY VALUE MAP

By showing valuation data in map form, the geographic pattern of values can be properly analyzed. Although market value appraisals give the most accurate figures for a map of property values, assessed values, on file in the Tax Assessor's Office, can also be used. These values, however, have an approximate relation to true market values. Assessed values generally are below the estimated true value by an established percentage.

Valuation was shown on a 3 X 5 Planning and Zoning Commission map of land use and related information. Property valuation (i.e., land and buildings together) was summed for each census block. The U.S. Bureau of the Census defines a block as any rectangular piece of land bounded by streets or roads. Valuations for the census tracts where Wesleyan Hills and the Connecticut Valley Hospital are located was not determined, since their future development is minimally affected by municipal policy. In addition, redevelopment parcels were not studied since their values will change drastically in the near future. Land and building value together was studied, since land use is made up of building value and land value together.

Totals for property values on each block were divided into ten categories:

1. Less than \$100,000
2. \$ 101,000 to \$ 200,000
3. \$ 201,000 to \$ 300,000
4. \$ 301,000 to \$ 400,000
5. \$ 401,000 to \$ 600,000
6. \$ 601,000 to \$ 800,000
7. \$ 801,000 to \$ 1,000,000

- 8. \$ 1,000,001 to \$ 2,000,000
- 9. \$ 2,000,001 to \$ 3,000,000
- 10. Over \$ 3,000,000

THE STRUCTURE OF URBAN PROPERTY IN MIDDLETOWN: AN ANALYTIC VIEW

Sites with the highest value are found in the outlying areas of town. These areas are usually one or two blocks in size surrounded by blocks of considerably lower value. The areas of Middletown with the highest value are:

1. Property along East Street, close to Cromwell;
2. High rise apartments off Newfield Street, and the public schools near Newfield Street;
3. Commercial areas on Washington Street;
4. Lands west of Route 17, primarily Wesleyan Hills and the schools (Vinal Technical School, Snow School, Mercy High School);
5. The area between Bartholomew Road and Chamberlain Road, where Xavier High School and Cedar Village is located;
6. Industrial lands in the south east, where HELCO and United Technologies is located.

The highest valued property in Middletown is residential property. These areas have a high ratio of dwelling units per acre. Examples are Wesleyan Hills, and the high rises east of Newfield Street. Neighborhoods developed as single lot subdivisions have lower values than if they were clustered.

The block with the highest value is the Westlake area. The next highest valued land is industrial land, where Hartford Electric Light and Pratt and Whitney is located.

As might be expected, business areas also are quite valuable. The downtown section is valued between \$1,000,000 and \$2,000,000. This high value is concentrated in four blocks, surrounded by lower valued land and redevelopment areas. The business core has not developed with the finger like extensions from the central core, as did the cities described by Stuart Chapin in URBAN LAND USE. In fact, two other commercial areas, Route 66 and Route 17 are even higher valued.

Because of the large size of the property valuation map, there is a summary map on page F-21. This map shows property valuation for each census tract. Census tracts are small, permanently established geographic areas into which cities and counties have been divided for statistical purposes.

The summary map shows the importance of site development in assuring that land is utilized in a way that provides the most beneficial return to the City. The highest cost per square foot is in Census Tract 5407, an intensively developed area just south of the business section. But, this is a neighborhood often cited as needing redevelopment. Clearly, it is the way land and buildings are grouped that yield a high market value and, correspondingly high taxes to the City.

LAND USE POLICY: KEY TO A VIABLE MIDDLETOWN

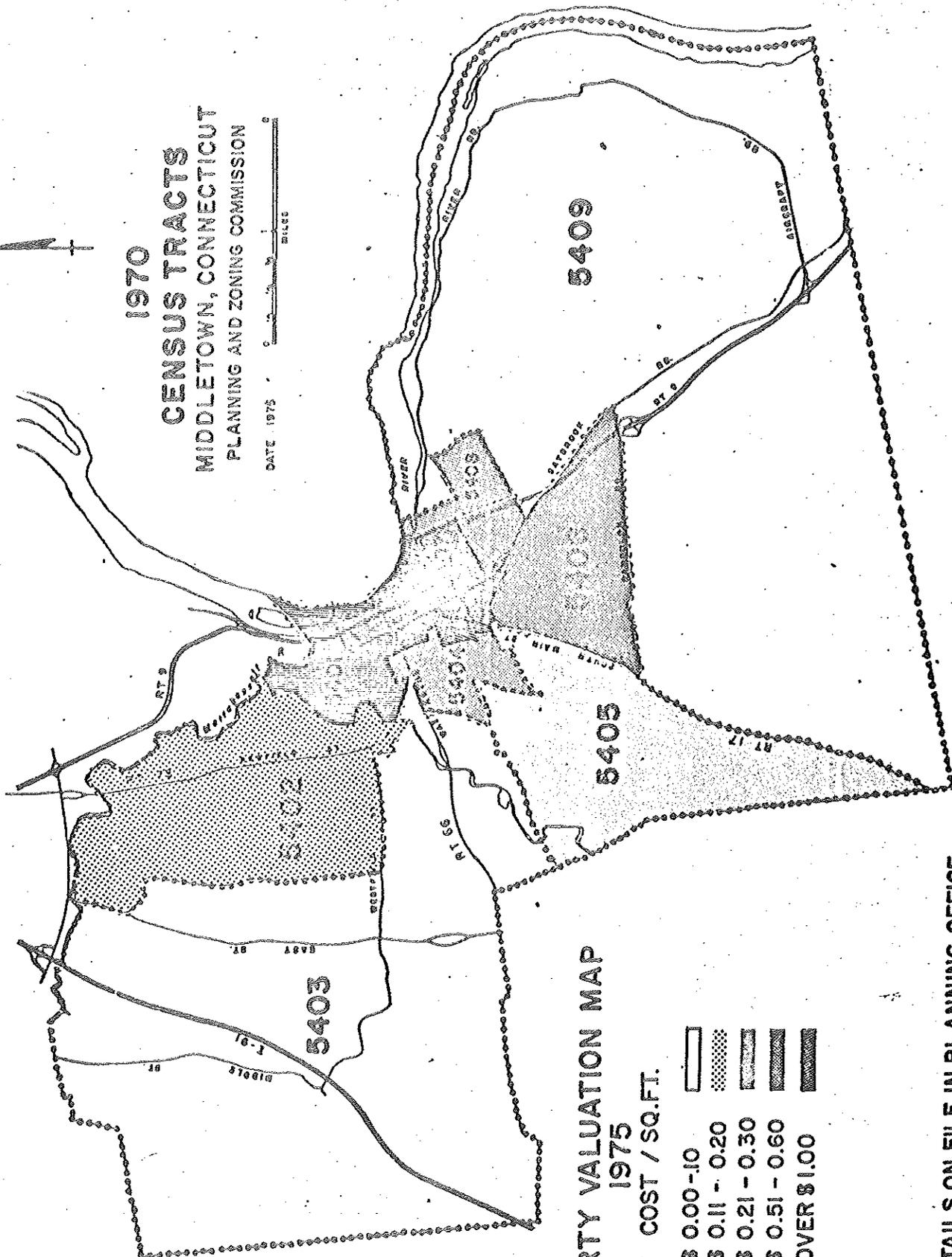
Property value studies are of paramount importance in deciding proper land use. Such studies determine and reflect the character and intensity of land use. As land use policy becomes more important, city planning becomes more involved with the fiscal administration of local government. One of the new concepts now discussed to alleviate the financial

crisis of municipalities is to make the local property tax a site tax. Such a change would tie planning more closely to land use, and would help assure that the highest and best use of land in towns such as Middletown is achieved. Land use policy for undeveloped portions of the City will have to be carefully formulated since it effects the full spectrum of the municipal delivery system.



1970
CENSUS TRACTS
MIDDLETOWN, CONNECTICUT
PLANNING AND ZONING COMMISSION

DATE 1975 0 10 20 30 40 MILES



PROPERTY VALUATION MAP
1975
COST / SQ.FT.

\$ 0.00 - 0.10	[White box]
\$ 0.11 - 0.20	[Dotted box]
\$ 0.21 - 0.30	[Horizontal lines box]
\$ 0.51 - 0.60	[Vertical lines box]
OVER \$1.00	[Diagonal lines box]

BLOCK DETAILS ON FILE IN PLANNING OFFICE

FOCUS ON MIDDLETOWN'S ECONOMIC FUTURE

Planning's early ties with architecture and engineering made the first attempts at improving the local economy project oriented. In Middletown, as in most small American cities, there has been an emphasis on building industrial parks, civic and arts centers, and redeveloping downtown areas. But, every local decision affects the local economy, not just those concerned with facilities. The paramount efforts of local government is to improve the quality of life, for ultimately it is the quality of life which determines the success or failure of the urban economy. This document has not itemized development projects, but has presented essential background material needed to guide positive economic development. This background material can be used as a start in analyzing issues so that the economic vitality of Middletown will be preserved and maintained.

Two comprehensive planning goals are particularly relevant to assuring Middletown's sound economic development.

1. To create an economically sound community, by providing an economic climate favorable for commercial, industrial, and service related activity. The basis for this is a strong central business district, which is the focus for retail business and service offices, and public buildings.
2. To create a healthy, safe, pleasant and attractive environment in the community by setting the highest possible standards for living and working conditions.

Two programs might help to achieve these goals. The first would be the development of a higher standard of living through

improved employment and better jobs, not just more jobs. High quality, high paying jobs would have a positive effect on the entire economic structure of the City.

As already discussed, Middletown's population subsists on an income level below the State median. If local residents are to enjoy Connecticut's renowned quality of life, economic policy must encourage higher salary positions. Middletown should try to maximize opportunities for employment advances, and to stimulate employment opportunities for skilled and professional workers. Such a policy hopefully would give the city a higher income which could better finance the increasing demands for services placed on the City.

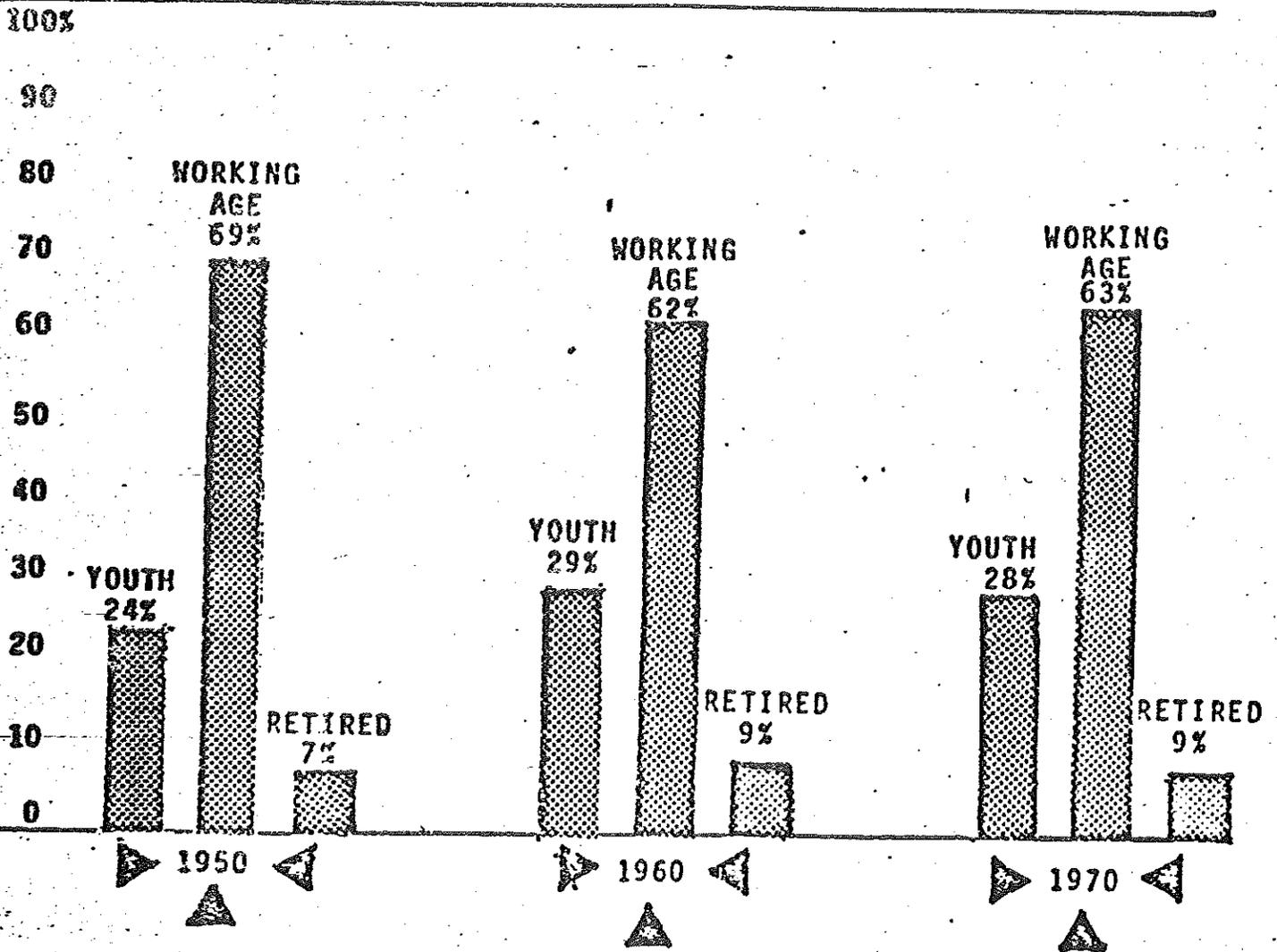
The second program which would contribute to Middletown's economic development is an adequate economic base. Emphasis should be on diversification of the base, coupled with a balanced expansion of the existing economy. Middletown's leadership should give this goal their immediate attention if services and facilities are to be provided for the population of Middletown.

Middletown should try to attract employment in export industries with good prospects for the future. This would mean discouraging more employment in durable goods, since they are so sensitive to changes in the national level of the business cycle. Middletown should look towards encouraging service industries which are less affected by high fuel and power costs and distance to markets and thus more likely to grow, given current trends. As noted in the section on economic base analysis, service industries already

are an important element in Middletown's economic structure. The cornerstone of the City's economic policy should be to encourage the service industries: education, medicine, hospitals, health and allied services, insurance, banking, and research and development firms. These industries are generally high salaried, and employees prefer to locate in areas which offer the amenities of good living. Middletown and the Midstate Region qualify as one of these areas.

The percent age distribution of Middletown has been constant for a twenty year period.....

	<u>1950</u>	<u>1960</u>	<u>1970</u>
Youth (0-14 yrs.)	5,962	8,341	9,346
Working Population (15-64 yrs.)	17,330	18,073	20,976
Retired (65 + yrs.)	1,916	2,720	2,955
TOTAL	25,208	29,136	33,277



COMPONENT G
VEHICULAR CIRCULATION

VEHICULAR CIRCULATION

The key factor in Middletown's development has been its location along the Connecticut River (see historical section of this report). When the river trade ended, there was no rail line here for convenient access from the City to other areas. It wasn't until the development of modern highway system that Middletown had extensive arteries connecting to the region and nation.

The two major highways in Middletown are Interstate 91 and State Route 9. The chief east-west link is State Route 66, locally known as Washington Street. The other streets in Middletown have developed on an incremental basis, with no evidence of conscious planning of an adequate circulation system.

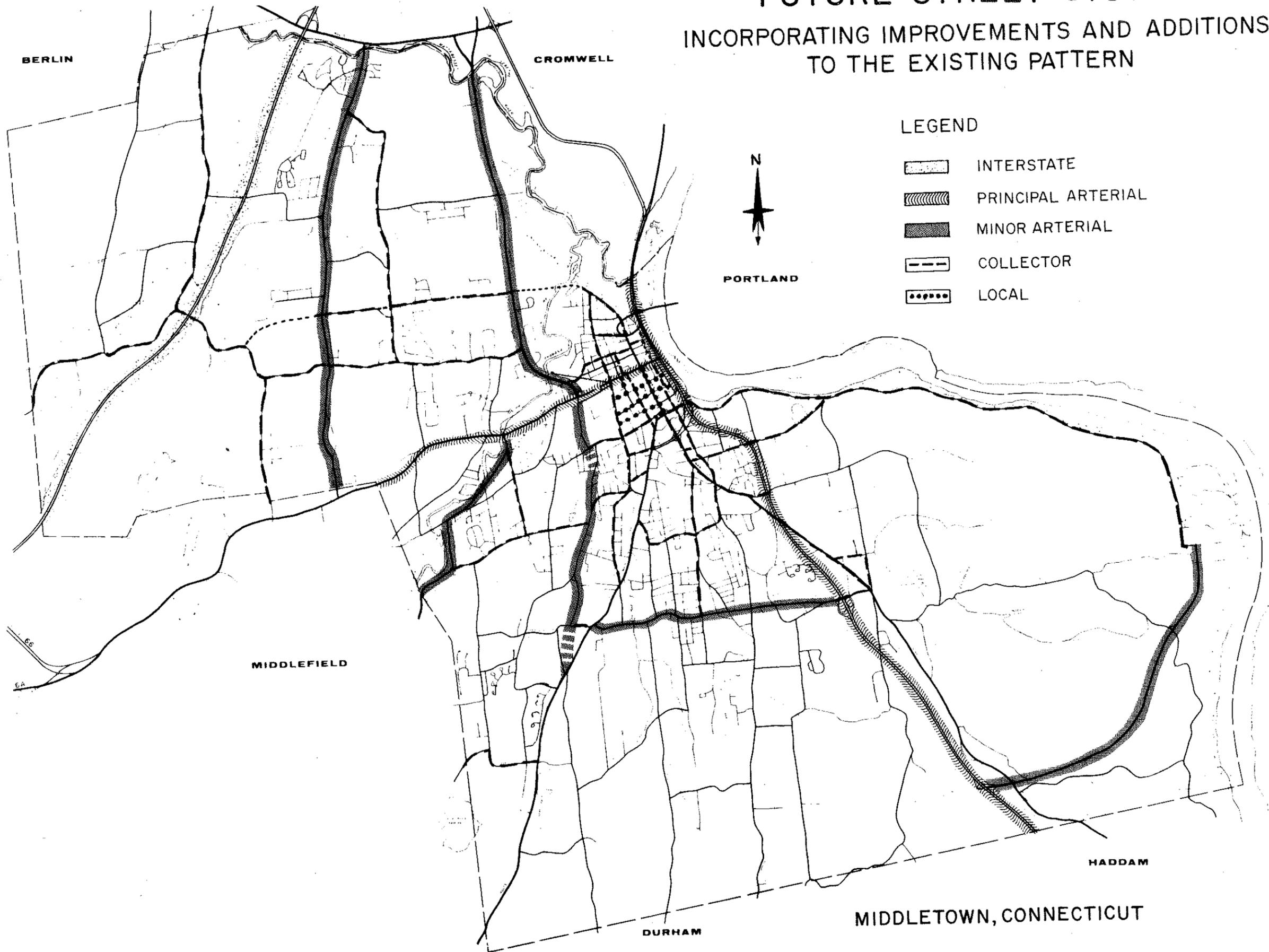
The area wide TOPICS study provided Middletown with an opportunity to look at its streets comprehensively.

TOPICS is designed to determine and record a traffic improvement plan which would increase the capacity and safety of the existing vehicular system, starting with Middletown's current transportation network. The program took into account (a) existing street and traffic conditions; (b) projects currently in the construction stage; (c) projects in the planning stage; (d) projections of future streets needed to meet the objective of a more adequate circulation system.

The following map shows Middletown's proposed future street system and incorporates improvements and additions to the existing pattern.

FUTURE STREET SYSTEM

INCORPORATING IMPROVEMENTS AND ADDITIONS
TO THE EXISTING PATTERN



- LEGEND
- INTERSTATE
 - PRINCIPAL ARTERIAL
 - MINOR ARTERIAL
 - COLLECTOR
 - LOCAL

PLAN OF DEVELOPMENT

COMPONENT H
COMMUNITY FACILITIES

C O M M U N I T Y F A C I L I T I E S

Every community requires certain facilities which are designed to serve the general public. These facilities and the lands on which they are located are usually in public ownership. They are planned, constructed, and operated by a governmental entity or by a private organization under governmental regulation. Such public or semipublic facilities serve either the entire population of the City or a particular geographic area of it.

Community facilities include the following: (a) a variety of buildings to house administrative, educational, cultural, health, safety, recreational, and service needs; (b) public works and utilities to provide water, power, heat, light, communications, sewage treatment, flood control, solid waste disposal, and transportation; and (c) public lands to accommodate the buildings and public works facilities and to provide open space for parks, playgrounds, malls, landscaping and beautification.

Community facilities should be planned and developed so that they will enhance the community's objectives. They should serve the residential, commercial and industrial activities within the community.

They must not conflict with adjacent land uses or be a blighting influence. On the contrary they should stimulate other desirable land uses and improve the physical appearance of the community.

The Community Facilities Component of the Plan of Development is directly associated with the Capital Improvements Program which is a supplementary document to this Plan.

1. RECREATION

Middletown is incorporated as a City, but besides having highly developed urban areas, it also has large rural areas. Much of Middletown's total land belongs to one or another of the institutions located here, including some State park and forest land. This land is likely to remain open, or sparsely used, in the foreseen future. In addition, a considerable amount of the total available land area in Middletown is topographically unsuited to highly intensive development.

It is apparent that there will be areas with a mixture of business, industrial and residential characteristics, but most of the City will be residential. These variations do not make feasible the strict application of usual standards for recreation facilities.

Certain types of facilities serve the entire community, such as a large forest or park. Others serve special segments of the population; such as ball grounds or tennis courts. Still others serve small neighborhood areas, offering places where small children can play, and adults can sit or stroll. Low density suburbs, where each family has its own back yard, require less of neighborhood facilities than more compact residential areas.

The Community-Wide Citizen Survey had several questions on recreational facilities. However, an extensive evaluation of Middletown's recreational facilities and park and recreation improvement plan has not been done since 1964, when one was prepared by the Allen Organization of Bennington, Vermont. This report listed thirty specific proposals for the use and improvement of existing areas, and the acquisition of new ones. These recommendations

were based on data from the Plan of Development. Certain recommendations are still relevant and can be modified to meet Middletown's planned future.

RIVERFRONT PARK

The riverfront, until recently, has been neglected. The proposed park is Middletown's connection with the river. It can add to the attractiveness of of City's center, and become an important amenity to the central business district.

The City should undertake a program of stabilizing the riverbank by installing a bulkhead creating a retention wall. The park itself should be landscaped, and provided with walks and benches for public enjoyment.

Immediately south of Sumner Creek there is a small area now used as a storage terminal and waste treatment facility. South of this area, the river remains in its natural state. The shore should be a gradually improved to take advantage of the scenic vistas of the valley.

PLAYFIELD AND ATHLETIC FACILITIES

Organized sports require larger facilities than those available in neighborhood playgrounds, particularly when there are a large number of spectators. Currently, there are three major playfields where organized sports are played.

The Pat Kidney Field is located besides Woodrow Wilson Junior and Senior High Schools. It is also used by other groups, particularly for softball. It has grandstand seating. Additional land should be

acquired to give a more adequate site for these schools, and for related athletic and other recreational facilities. Palmer Field lies next to the Veterans Memorial Park, but is separated by the Coginchaug River. It contains a baseball field. It is recommended that the Park be improved.

There are several other potential areas for athletics---Hubbard Park, and at the school sites.

The addition of tennis courts at several locations will be especially popular with adults, and might even be self supporting.

LARGE CITY WIDE PARKS

There are two major parks which serve a large part of the City.

Veterans Memorial Park is a 39 acre tract. It has a well equipped playground and is close to a growing residential area.

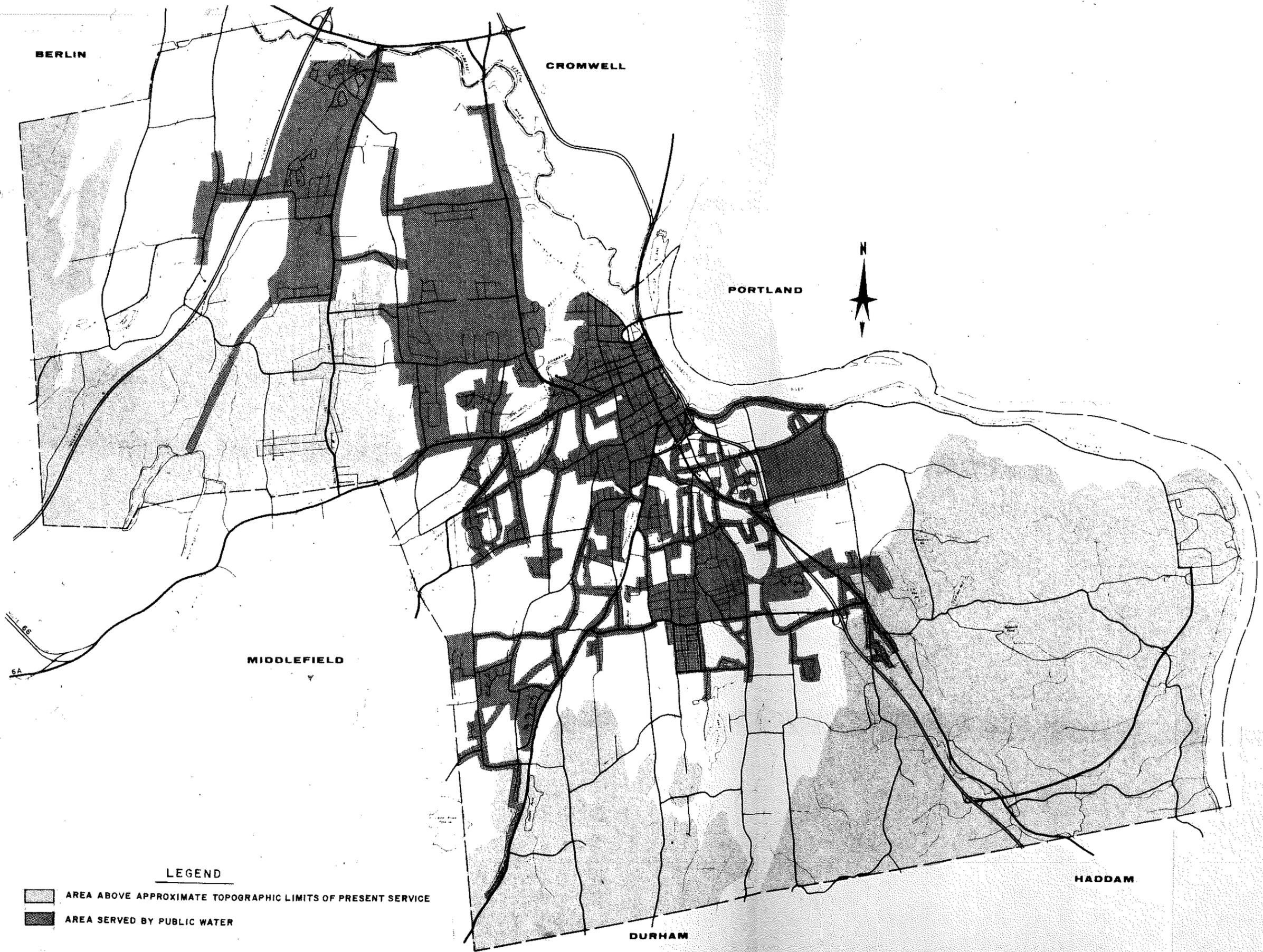
In recent years, the land around Crystal Lake has been improved. It now has facilities from picnics and swimming, as well as informal games.

CONSERVATION AND PARK DEVELOPMENT

Many areas of wetland and stream valleys in Middletown should be acquired for conservation purposes. By degrees, these could form greenbelts, protective stream flows, and be important in the extension of sewer and drainage systems. At various places, these greenbelts maybe widened to form park areas of sufficient size.

2. WATER SUPPLY AND SANITARY SEWER

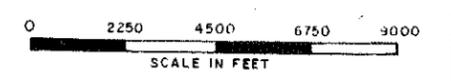
There is a close relation between proposed development of land and water supply and sanitary sewers. The City should plan its water supply on a long-range basis first to secure an adequate supply for the City's ultimate development, both domestic and industrial, and second to plan for the gradual improvement of the distribution system. The following map shows the extent of the City's water supply and sanitary sewerage system, both planned and already operating.



LEGEND

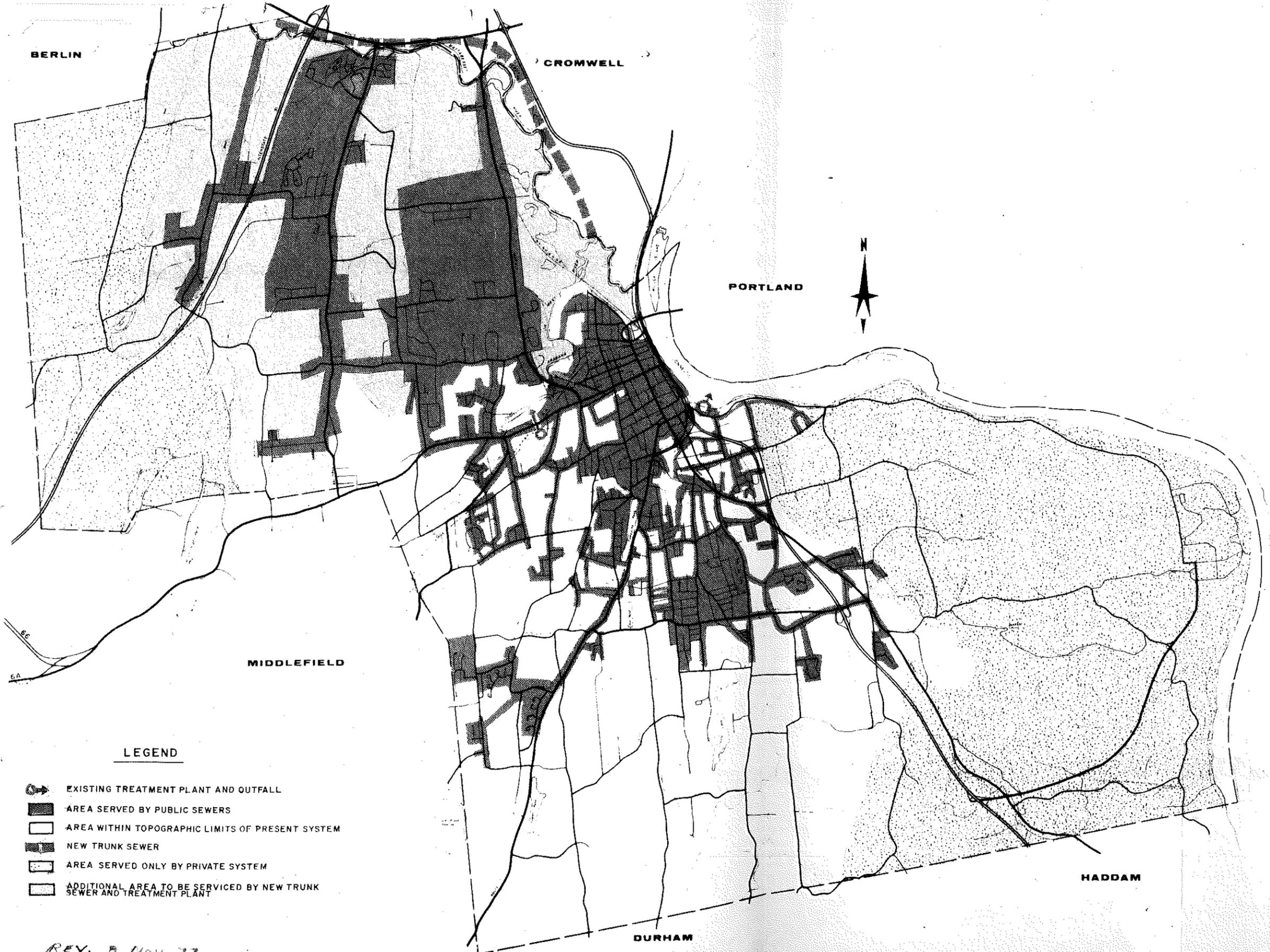
- AREA ABOVE APPROXIMATE TOPOGRAPHIC LIMITS OF PRESENT SERVICE
- AREA SERVED BY PUBLIC WATER

WATER SUPPLY



PLANNING AND ZONING COMMISSION

REV. 9 NOV. 77



BERLIN

CROMWELL

PORTLAND

MIDDLEFIELD

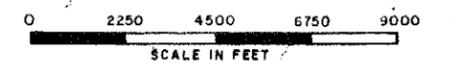
HADDAM

DURHAM

LEGEND

-  EXISTING TREATMENT PLANT AND OUTFALL
-  AREA SERVED BY PUBLIC SEWERS
-  AREA WITHIN TOPOGRAPHIC LIMITS OF PRESENT SYSTEM
-  NEW TRUNK SEWER
-  AREA SERVED ONLY BY PRIVATE SYSTEM
-  ADDITIONAL AREA TO BE SERVICED BY NEW TRUNK SEWER AND TREATMENT PLANT

SANITARY SEWERAGE



PLANNING AND ZONING COMMISSION

REV. 8 NOV. 77

COMPONENT I
ORGANIZATION FOR IMPLEMENTATION

ORGANIZATION FOR IMPLEMENTATION

I. INTRODUCTION

The primary function of the Planning and Zoning Commission in Middletown is to prepare, adopt, and implement a comprehensive plan of development. State law authorizes the Commission to consider the physical, social, economic and governmental conditions of the community. Basic to any understanding of governmental conditions is the structure of government organizations. Government structure is truly an important aspect of the environment of a community.

Middletown's local government is a large and complex organization faced with the task of providing vital services to the community. The City had a combined budget of \$18.0 million for fiscal year 1973, including the Water and Sewer Budget which operates on a calendar schedule. This money is administered by the over 950 employees of city government; personnel expenditures for 1973 totalled \$8.98 million. If the 190 citizens who serve on boards, commissions, and committees were added the city employees, then 1,140 people are directly involved with Middletown's local government. (Page I-20)

Effective administration of this intricate structure involves many operations: planning, organizing, directing, and coordinating public services. The relation of administration to planning becomes more important as planning is integrated with government management. Planning, then, is a part of public administration. Planning tries to make the consequences of action known, and to measure consequences against established goals. An understanding of governmental structure is critical to comprehensive planning, because government commands the most resources in a community to implement the plan. In fact, local government and comprehensive planning have a similar goal: the promotion of the welfare of the community.

Government is a system of consciously coordinated activity which should be reviewed if it is to promote the welfare of the community. Organization structure makes up the delivery system of government. This structure is crucial to management since good programs and policies often fail when government is unable to deliver timely and solid performance. A review of the organization will help it function better.

The following study provides:

1. An historical review of Middletown government organization;
2. A review of it's current organization;
3. Recommendations for future organization of the City's government.

II. HISTORICAL DEVELOPMENT

Early History

Middletown was one of the first towns incorporated in Connecticut. Many years prior to incorporation, the Massachusetts General Court had ordered the appointment of a constable. The appointment and swearing in of a constable was considered incorporation of a town, and any remaining government organization was left to the inhabitants of the community. The charter formally organizing Middletown city government was granted in 1784 by the Connecticut General Assembly. This charter provided for a mayor, alderman, a Common Council, a city court, sheriffs, and a tax collector.

Legislative Authority

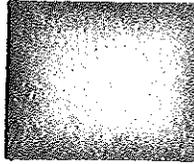
The Common Council has had the most extensive governmental authority in Middletown. By 1888, it set rules and regulations for public works, registration of voters, preservation of records, health, public utilities, consumer protection, law enforcement, and waterfront matters. The 1888 City Code mandated eight committees of the Council; Streets and Highways, Finance, Sewers, Fire, Police, Abatement, Street Lamps and Lights, and Health and Nuisance.

When city departments were created to administer the day to day activities of city government, they came under the control and direction of the Common Council. In 1924 there were five departments: The Department of Public Works, the Police Department, the Fire Department, the Charities Department, and the Park Department. Thus, besides making bylaws and ordinances which articulated city policy, councilmanic authority extended to the daily regulation of municipal affairs. Current councilmanic commissions are hold overs from this former authority. At present they wield no administrative powers but are advisory only. They constitute an additional layer in Middletown's bureaucratic structure.

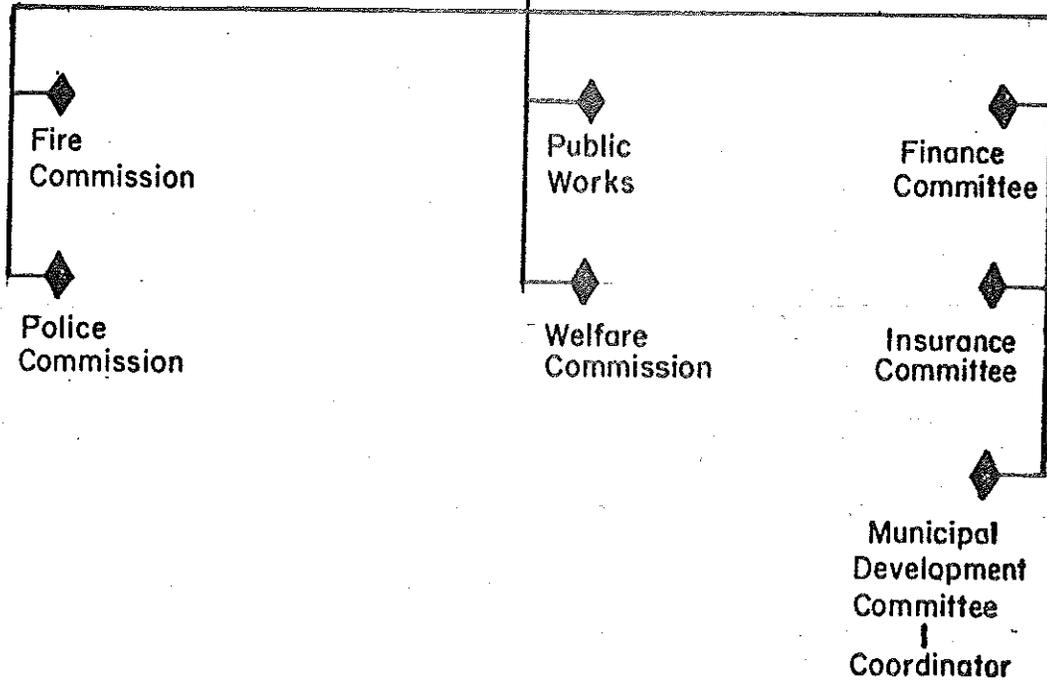
The present Charter delegates all legislative powers to the Common Council. It is the primary policy setting body in Middletown. (Page 4) The Council implements policy by its authority to levy taxes, to borrow money, to adopt a budget, and to appropriate funds.

ELECTORATE

ELECTS



COMMON COUNCIL



Councilmanic Representation On:

- Affirmative Action Committee
- Board Of Health
- Harbor Improvement Agency
- Highway Safety Commission
- Human Resources Study Committee
- Inland Wetlands Committee
- Inland Wetlands And Watercourse Agency
- Long Lane Communication Committee
- Personnel Appeals Board
- Planning And Zoning Commission
- Senior Affairs Commission
- Solid Waste Disposal Study Committee
- Suggestion Award Board
- Board Of Water Commissioners
- Youth Services Commission

Executive Authority

Until recently, Middletown's government was characterized as weak mayor-strong council. The mayor's function was to preside at Council meetings. He was a member ex-officio of the council. The chief law enforcement officer in the city was the Mayor. He could suppress all "tumults" and could jail persons for twenty-four hours if they behaved in a disorderly manner. Recommendations could be made to the Council by the mayor only in particular areas: police, security, health, cleanliness, ornament of the city, and the improvement of government and finance. While the mayor prepared a yearly report on government, finances, and improvement, the report was published by the Common Council.

The mayor's office was considerably strengthened in 1964 when he was made a voting member of boards, commissions, and agencies appointed by him. The 1964 Charter further made the mayor responsible for the administration of all city departments, agencies, and offices. The mayor could now make recommendations to the Common Council in any area.

The greatest innovation brought on by this Charter revision concerned the mayor's budget making authority. This was probably the most significant change in Middletown's government operation since it's incorporation. The mayor became the official responsible for submitting a budget to the Council.

These increases in the mayor's authority are in keeping with the nation-wide trend for a stronger chief executive. Charter revisions effective in November, 1973, further strengthened the office of the mayor, so now he exercises even more influence on city management. The mayor can veto ordinances and appropriations passed by the Council. A vetoed provision cannot become law unless it is passed again by the legislative body.

III CURRENT ORGANIZATION

Recent Growth of Municipal Agencies

Middletown does not have a formal organization chart. Through examination of the City Charter and ordinances the chart on page 8 has been prepared to illustrate the City's present government structure. Agencies can be added or deleted from Middletown's government by executive order, by councilmanic resolution, by ordinance, or by charter. Organizations set up by Charter are the most stable through time since they require a public referendum to change.

City governments can be organized in many ways. Community groups influence city organization. Public organizations are created or modified because these groups feel a need to attain a particular goal. A unit can be set up in many ways to achieve this goal - at the expense of other goals that might be attained with a different organizational framework. Disagreements about government organization (i.e. whether or not to establish a separate office to administer a new activity or to incorporate that activity within an existing department) are really basic decisions about the goals of the organization.

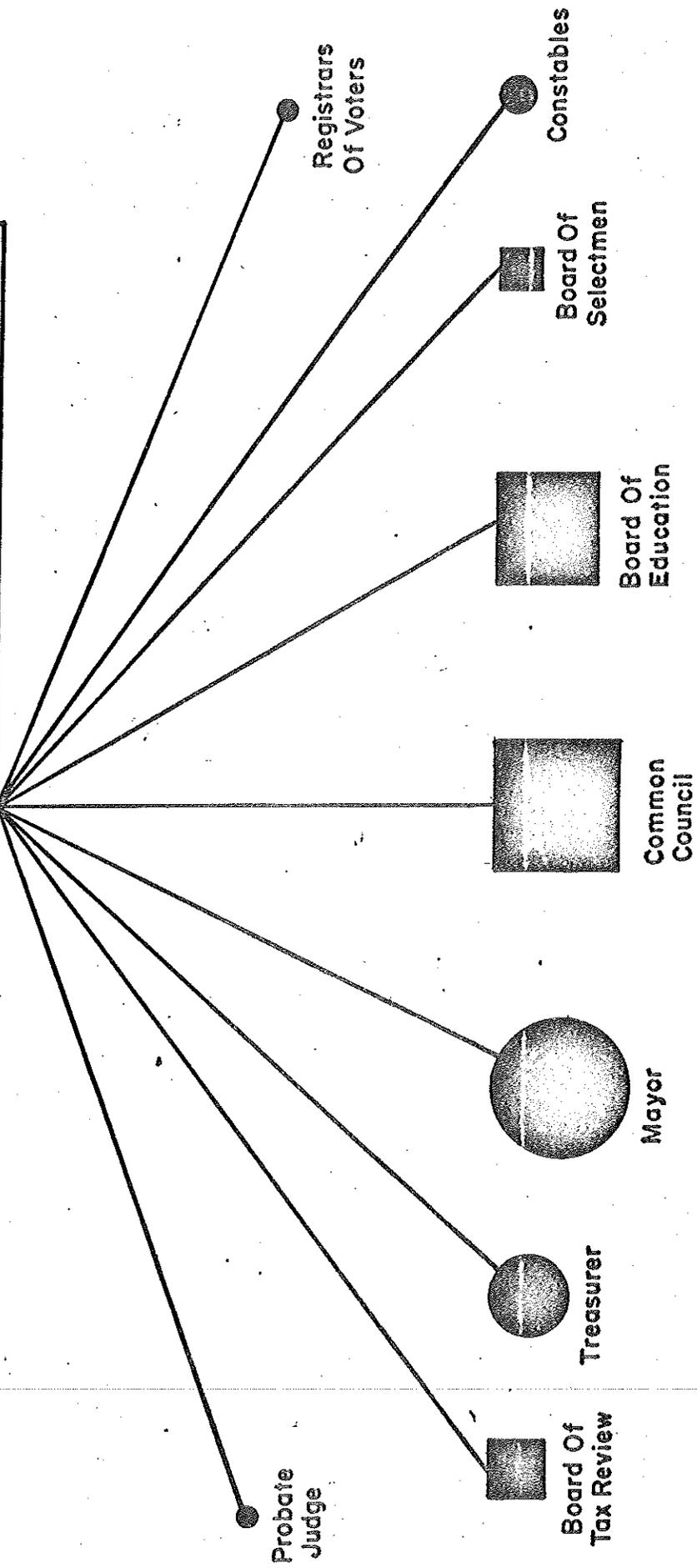
Government agencies are created to perform tasks which public groups can accomplish better than private enterprise. This is because government has powers not possessed by private associations, such as the power to raise revenues by taxation and the power to regulate the behavior of persons who are not members of the organization. While older local government units have shown much persistence, many new agencies have been created to deal with the expanded activities of government.

New municipal agencies are a result of the increase in the functions of local government across the nation. Middletown illustrates this trend. Government here in the seventies is involved with many functions: law enforcement, mass transportation, welfare, health education, housing, environmental protection, and land use planning.

Increased government growth often leads to fragmentation in the delivery of government services. "The most striking feature

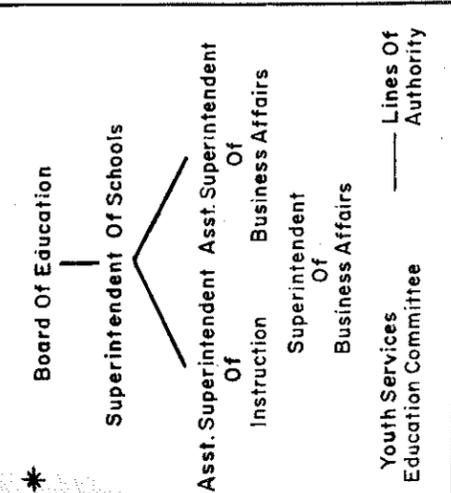
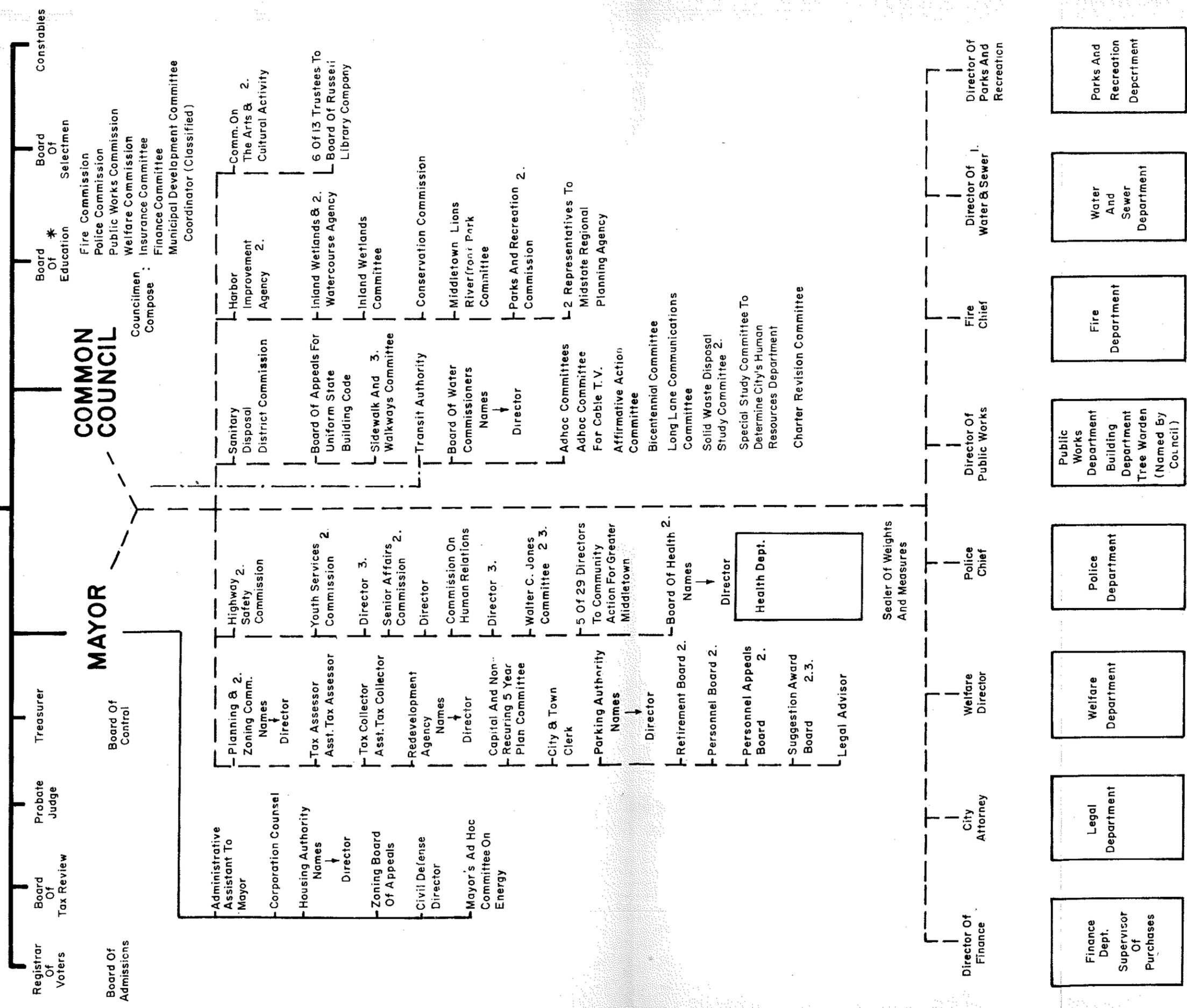
ELECTORATE

ELECTS

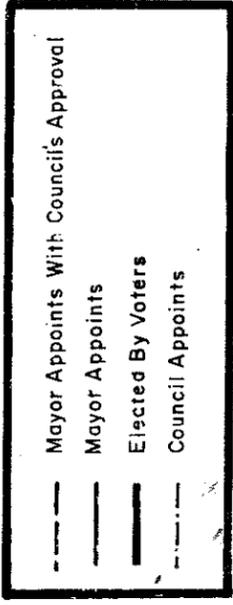


ORGANIZATION OF MIDDLETOWN GOVERNMENT

VOTERS OF MIDDLETOWN



Note: Chart Derived From City Charter, Ordinances, Resolutions, And State Statutes



1. Two Procedures For Appointment In Separate Sections Of The Charter.
2. Council Names Members From Itself To This Agency.
3. Resolution 109(1971) Requires Council Approval Of All Appointments Except Those Specified By Charter And State Statute As Being Mayors Appointments
4. Councilmanic Members Selected By Council From Its Membership

of government structure of at any level in the United States is fragmentation. Division and separation, rather than coordination and control, characterize American government. Fragmentation causes both duplication of effort and failure in some policy areas. The typical urban government structure is even more fragmented with a great overlap of agencies than is state government." Currently there are 63 units of government in Middletown, a 57% increase since 1960. (see chart) This number includes all departments, boards, commissions and committees. As a comparison, Greenwich, where the population was 60,100 in 1970 had 26 municipal agencies.

Boards, Commissions and Committees

In 1973, the Connecticut Public Expenditure Council, a private government research group, conducted a survey of statutory boards and commissions. The CPEC found that the 31 municipalities with the mayor-council form of government tend to use about 30% more administrative boards and commissions than do towns and cities that have the council-manager form. The median is 17. Middletown has 11: a Board of Tax Review, a Board of Education, a Board of Health, a Retirement Board, a Planning and Zoning Commission, a Housing Authority, a Conservation Commission, a Zoning Board of Appeals, a Redevelopment Agency, a Water and Sewer Commission, and a Library Board. Five Commissions in Middletown (the Welfare Commission, the Police Commission, the Fire Commission, the Park and Recreation Commission, and the Municipal Development Committee) are similar to statutory agencies, but in Middletown they are advisory only. So while these five units appear on an organizational chart, it is difficult to determine their impact on the system.

Middletown's boards and commissions serve four primary functions: a staff function, a quasi-judicial function, an administrative function, and an advisory function.

A staff function is served by the Board of Control, the Finance and the Insurance Committee of the Common Council, the Personnel Board, and the Retirement Board. These agencies perform functions which satisfy the structural requirements of local government, such as the day to day management of personnel and financial affairs.

Quasi-judicial boards and commissions are responsible for investigating facts and rendering decisions when an aggrieved party contests and appeals an administrative decision or order. Examples are the Board of Appeals for Uniform State Building Code, the Board of Tax Review, and the Zoning Board of Appeals.

The Planning and Zoning Commission and the Inland Wetlands and Watercourse Agency are quasi-legislative agencies. These commissions enact regulations which have the effect of law.

Administrative boards and commissions are those that have the authority to directly administer services. The City's eighteen administrative boards and commissions are: the Bicentennial Committee, the Board of Admissions, the Board of Education, the Board of Health, the Board of Selectmen, the Board of Water Commissioners, the Commission on the Arts and Cultural Activities, the Harbor Improvement Agency, the Housing Authority, the Parking Authority, the Redevelopment Agency, the Russell Library, the Sanitary Disposal District Commission, the Senior Affairs Commission, the Sidewalk and Walkways, the Commission on Youth Services, the Transit Authority and the Walter C. Jones Committee.

Advisory boards and commission give advice and make recommendations to the Mayor and the Common Council. They do not actually administer programs. The twelve advisory agencies in Middletown are: the Ad Hoc Committee for Cable T.V., the Affirmative Action Committee, the Commission on Human Relations, the Capital and Nonrecurring Five Year Plan Committee, Highway Safety Commission, Long Lane Communications Committee, Middletown Lions Riverfront Committee, the Youth Board, Solid Waste Disposal Committee, Personnel Board, Special Study Committee to Determine the City's Human Resource and the Charter Revision Committee. In addition, the Common Council has five advisory units: the Fire Commission, the Police Commission, the Public Works Commission, the Welfare Commission, and the Municipal Development Committee.

Program Areas of Middletown Government

Middletown's government can be divided into five program areas. (Page I-21) These are Conservation and Preservation of Natural Resources and Recreation, Education and Culture, General Government, Public Health, Safety and Welfare, and Public Works and Utilities. While only five agencies administer funds in the Education and Culture area, they receive about half the City's budget. The greatest percentage (35%) of agencies

is in the general government area. These units are involved in the day to day operation of city affairs. There are more General Government agencies than Education and Culture agencies, but the City depends more on Education and Culture than it does on General Government. Middletown spends the least in the Conservation and Preservation of Natural Resources and Recreation. This area has seven agencies.

IV REORGANIZATION

Basic Principles

A good occasion for local governments to study itself is in connection with updating its comprehensive plan, or in connection with charter revisions. Generally, reorganization plans that are guided by five principles, all designed to promote greater efficiency and economy through closer administrative control of the spending agencies of government.

The first principle is consolidation of many of the smaller operating units of government into a few larger ones. A government management study committee in New Britain recommended a position of Director of Public Services who would be responsible for functions performed by Public Works, Health, Parks and Recreation, Police, Sealer of Weights and Measures, the Fire Department, and the Engineering Department. Consolidations can significantly improve the delivery of public services and produce economies of government.

Strong authority of the chief executive is also an important element in reorganization. This authority refers to the chief executive's powers to help apportion the City's financial resources among the agencies to assure that the administrative program of each unit is coordinated with the Comprehensive Plan, and to make certain that adequate lines of communication are maintained throughout the organization. As already noted, Middletown's mayor can make changes in the budget as approved by the Common Council. If the Council does not readopt items disapproved, the budget is effective as modified. Since the Mayor already has strong financial authority, what is needed now are procedures to promote smoother operation.

Adoption of budget systems which clearly indicate expenditures and revenues is an important aspect of many government reorganization schemes. Middletown's budget can be organized to more clearly reflect items on a program basis, so we know how much the City spends in the various areas. Currently Middletown has five separate funds which preclude a precise definition of spending priorities.

Another frequent element in reorganization is extending the scope of auxiliary agencies, which relieves line agencies of functions common to all. Often, a city will create a Department of Finance and Administration to take care of items such as assessments, cash flow,

-accounting, and collections.

Finally, one principle of reorganization can be implemented in government by proper utilization of the planning office. This principle is coordination and central direction of government. Better methods run the gamut from improved daily communication to more effective comprehensive planning. Comprehensive planning is actually an attempt to consider all factors affecting a city's development, and to blend municipal services, facilities, and improvements, along with the necessary regulations, into a pattern which guides development. Coordination through comprehensive planning recognizes the ineffectiveness of dealing with urban problems in isolation, and of trying to continue individual programs without regard to the range of programs supported by the town. Since planning is concerned with setting goals for the future development of the community, the effectiveness of government organization can be measured in terms of progress in realizing the goals of the city's comprehensive plan.

Recommendations for Middletown

Organizational problems exist in Middletown which hamper the operation of its strong mayor government. These problems are the broad span of control imposed on the mayor, a proliferation of boards and commissions, and fragmentation of responsibility and authority.

Some changes should be made which would help the mayor administer his responsibility more effectively and implement his charter authority.

These changes would involve alterations in the structure and relationship of present governmental units. Revisions would require changes in the city charter, in municipal ordinances, and in traditional practices. Many changes in organization can be made WITHOUT a charter mandate.

To determine how government structure should be changed in Middletown, an in depth analysis of the organization should be conducted. Four characteristics of each unit in the organization must be considered: the objectives of the agency, the policies designed to achieve the objectives, the structure and system of the agency, and its staffing. Information should be used to structure city organization based on three universal principles:

1. Unity of Command. Organizations should not be required to report to more than one person or group. Currently, many agencies in Middletown report to both the Council and the Mayor.
2. Span of Control. In Middletown the Mayor is directly responsible for the administration of "all departments, agencies, and offices in charge of persons or boards appointed by him and shall supervise and direct the same (SIC)." This means the Mayor's span of control extends to forty city agencies. A wide span of control can so complicate a chief executive's responsibilities that they become unmanageable.
3. Fragmentation of Responsibility. Many boards and commissions perform administrative tasks as well as set policy and advise department heads on specific problems. Overlapping of interest and duplicate lines of authority slow the administrative process and interfere with effectiveness and economy of operation. A basic principle of public administration is that fragmentation, coupled with the unmanageability of wide span of control, combine to encourage inefficiency.

On the basis of this report specific recommendations for Middletown's municipal government can be made. These recommendations are premised on established universal principles of organization. While this suggestion might be modified for a more effective organization in Middletown, they can serve as a starting point for discussion.

The chart on page 16 shows a proposed reorganization scheme for Middletown. Almost all administrative boards and commissions have been eliminated, and those remaining are advisory in nature. Most Ad Hoc and advisory committees have also been eliminated. If the City is concerned with certain issues and problems, then they deserve the consideration of regular city government agencies.

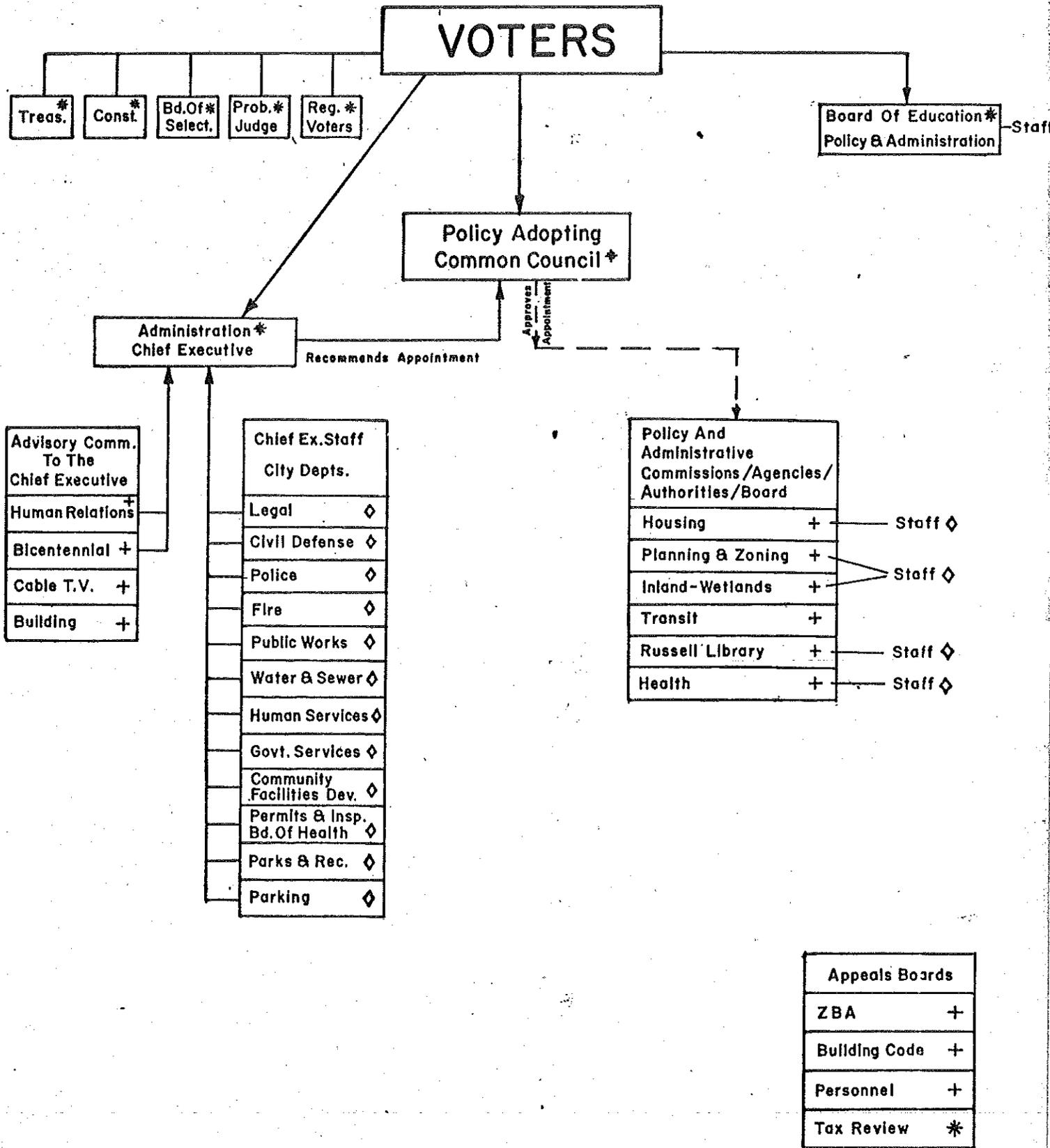
The reorganization concept has six guiding principles:

1. The Common Council does not become involved in administrative activities.
2. The chief executive is responsible for implementing all regulations and ordinances adopted by the Council. He also

presents all proposals for adding, modifying, or deleting ordinances to the Common Council.

3. Commissions, Authorities, and the Russell Library Company operate independently under authority of State enabling legislation, following ordinance adoption by the Common Council.
4. Functional City operations are conducted by departments following adoption of regulations by the Council.
5. Study committees may be established for the purpose of assisting the chief executive in the development of ordinances to be recommended to the Council.
6. The Redevelopment Agency should be phased into a department. The present functions of the Agency become those of the chief executive administered by the Department of Community Facilities development. This new department would be responsible for all above surface public expenditures. A Standing Building Committee advises the chief executive replacing numerous building committees.

PROPOSED REORGANIZATION OF MIDDLETOWN GOVERNMENT



* Elected
 + Appointed
 † Hired

Appeals Boards	
ZBA	+
Building Code	+
Personnel	+
Tax Review	*

V. CONCLUSION

Underlying these suggestions for more effective city organization is the idea that simplicity, coordination, and a clear definition of responsibility should prevail. In any organization, the parts have to work together to achieve the desired results. Coordination is the adjustment of the functions of the parts to each other, and of the operation of the parts so that each can contribute to the product of the whole.

While the division of work set forth in formal organization plans is important, it may or may not correspond to the daily operation of the organization. If informal organization significantly differs from formal organizations, coordination of the system is impossible. All activities of members of the organization must be coordinated if the organization is to accomplish its purpose. To realize coordination, each person will need to know what the others are doing so he can fit his actions with others. Reorganization-by executive order, by councilmanic vote, or by Charter Revision-can never produce economy, efficiency, and effectiveness in government unless each unit of organization is aware of the goals, policies, and procedures of the other units.

DEFINITIONS OF ORGANIZATIONAL UNITS IN
MIDDLETOWN CITY GOVERNMENT

- COMMITTEE:** Group appointed to perform some services, such as to investigate, report on or act upon a particular matter. These units show the greatest variety of form. There are many kinds of committees in Middletown: Committees of the Common Council (The Municipal Development Committee), Ad Hoc Committees (Bicentennial Committee) and committees with continuous functions, such as the Walter C. Jones Committee.
- BOARD:** An official group of persons who direct or supervise an activity. Boards are designed to promote specific government functions. Generally they have fewer resources at their command than departments, so are limited in their capabilities. Examples in Middletown are the Board of Admissions and the Zoning Board of Appeals.
- COMMISSION:** A group of persons authoritatively charged with certain functions. They are agencies are headed by a plural executive. Commissions are required to represent both political parties and are staggered so that the chief executive cannot appoint a majority during any one term. Planning and Zoning and Youth Services are organized as Commissions.
- DEPARTMENT:** Largest subdivision of a government. Middletown city departments are headed by a single executive responsible to the Mayor. Because they are set up by charter, they are the most difficult units of government to change in Middletown. There are nine departments: Finance, Health, Legal, Middletown Fire District, Parks and Recreation, Police, Public Works, Water and Sewer, and Welfare.
- OFFICE:** City agency headed by a single executive which performs a specific task or duty such as collecting taxes (Tax Collector's Office) or keeping custody of and

disbursing city funds (Treasurers Office).

AUTHORITY:

Governmental unit which has the power to determine, adjudicate, or settle disputes and issues in particular areas. The Parking Authority and Housing Authority in Middletown exercise this type of jurisdiction.

MEMBERSHIP ON BOARDS AND COMMISSIONS						
AREA	NUMBER OF BOARDS OR COMMISSIONS	NUMBER OF ELECTOR POSITIONS	NUMBER OF COUNCILMANIC POSITIONS	NUMBER OF EX-OFFICIO POSITIONS	TOTAL NUMBER OF POSITIONS	
Conservation and Preservation of Natural Resources and Recreation	6	26	3	25	54	
General Government	12	44	9	41	94	
Public Health Safety and Welfare	13	63	12	18	93	
Public Works and Utilities	7	33	5	9	47	
Education and Culture	4	24	2	3	29	
Totals	42	190	31	96	317	

NO. OF AGENCIES AND BUDGETED EXPENSES, BY PROGRAM AREA

	1972-73 Budgeted Expenses (000's)	1973-74 Budgeted Expenses (000's)	No. of Agencies
Conservation and Preservation of Natural Resources and Recreation	\$.3	\$.3	7
Education and Culture	\$ 8.2	\$ 9.0	5
General Government	\$ 2.7	\$ 3.1	22
Public Health, Safety and Welfare	\$ 2.3	\$ 2.7	20
Public Works and Utilities	\$ 2.3	\$ 2.8	10
TOTAL	\$ 15.9	\$ 18.0	63

CONSERVATION AND PRESERVATION OF NATURAL RESOURCES AND RECREATION

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions</u>	
		<u>Membership</u>	<u>Term (Years)</u>
Conservation Commission	CGS 7-131a Sec.2-60, City Code	5 appointed by Mayor with Council consent Mayor ^a .	5**
Harbor Improvement Agency ^b .	Sec.2-70, City Code	1 Councilman ^c . 11 Electors Mayor ^a	4**
Inland Wetlands Committee	Common Council Resolution # 118, 1972	Mayor 10 Electors ^d .	
Inland Wetlands and Watercourse Agency	CGS 7-131a Ordinance passed May 18, 1973	7 Ex-Officioe. 3 Citizen rep. (all appointed by Mayor with Council's consent) Mayor ^a	Term of Office 3**
Middletown Lions Riverfront Park Committee	Sec. 18-2, City Code	Mayor 2 Park Commissioners 2 Member's Middletown Lions Club	
Park and Recreation Commission	Ch V, Sec. 3, City Charter	5 Appointed by Mayor with the Council's consent 2 Councilmen Mayor ^a .	4**
Park and Recreation Department	Ch V, Sec. 1, City Charter		
Director of Parks and Recreation	Ch V, Sec. 1, City Charter		

** Indicates overlapping terms of office.

a. Mayor's membership is by authority of Chapter IV, Section 2 of the City Charter, which makes the Mayor "except as otherwise provided by law, a voting member of all boards, agencies, and commissions appointed by him."

CONSERVATION AND PRESERVATION OF NATURAL RESOURCES AND RECREATION

- b. January 6, 1969 resolution changed the name of the Waterfront Commission to the Harbor Improvement Agency.
- c. Method of selection not stated in enabling ordinance but Chapter V, Section 4 of the City Charter directs that "boards, agencies, and commissions shall be appointed by the Mayor and the consent of the Common Council."
- d. Mayor, and one representative each from the Planning and Zoning Commission, Conservation Commission, Harbor Improvement Agency, Public Works Commission, Water and Sewer Commission, Midstate Regional Planning Agency, Health Board, Middlesex Soil and Conservation District, and the Municipal Development Committee.
- e. One representative each from the Planning and Zoning Commission, Conservation Commission, Public Works Commission, Midstate Regional Planning Agency, Water and Sewer Commission, Health Board, and Municipal Development Committee.

EDUCATION AND CULTURE

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions</u>	
		<u>Membership</u>	<u>Term (Years)</u>
Commission on the Arts and Cultural Activity	Resolution #29, 1972	7 Electors 2 Councilmen Mayor *	5 ** Term of Office Term of Office
Bicentennial Commission	Resolution #116, 1972	11 Electors Mayor *	
Board of Education ¹ .	CGS 10-218 thru 10-239	9	2
Russell Library Company ² .	Amended Certificate of Corp.- Res. #115, 1972	6 to Board of Trustees	4 **
Youth Services Health Education Commission	Resolution #81, 1972	Youth Service Director Superintendent of Schools Director of Health School Physician	

** Indicates overlapping term

1. The Board of Education organizes in several subcommittees. During 1971-1973, there were eleven committees: Personnel and Merit, Curriculum, Finance and Budget, Negotiation Long Range Planning, CAUSE, Equivelency, Athletic, Building and Transportation, Insurance and Policy.
2. The Russell Library, supported by city funds, was the gift of Mrs. Frances A. Russell as a memorial to her husband. The Board of Trustees of the Russell Library Company consists of six elected from the private compnay, one member of the Russell family, and 6 named by the Mayor and Common Council.

GENERAL GOVERNMENT

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions</u>	
		<u>Membership</u>	<u>Term (Years)</u>
Auditor ^{1.}	Ch V, Sec. 10, City Charter		
Board of Ad- missions	9-15a CGS	3 Selectmen ^{2.} Town Clerk	
Board of Control ^{3.}	Resolution Nov. 3, 1958	Comptroller Mayor Director of Public Works	
Capital and Non-Recurring Five Year Plan Committee ^{4.}		3 appointed by Mayor with Council's consent Mayor*	
City Attorney ^{5.}	CH V, Sec. 8, City Charter		
City and Town Clerk ^{6.}	CH IV, Sec. 4, City Charter		
Corporation Council	CH IV, Sec. 1, City Charter		
Finance, Dept. of	CH V, Sec. 1, City Charter		
Director of Finance ^{7.}	CH V, Sec. 2, City Charter		
Legal Advisor ^{8.}	CH IV, Sec. 3A, City Charter		
Legal Depart- ment	CH V, Sec. 1, City Charter		
Mayor	CH II, Sec. 3, City Charter		
Mayor's Admin- istrative Asst.	CH IV, Sec. 1, City Charter		

GENERAL GOVERNMENT

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions Membership</u>	<u>Term (Years)</u>
Mayor's Ad Hoc Committee on Energy	Set up in Nov. 1973	Director of Civil Preparedness, Chamber of Commerce, Education Dept., Fire Chief, Deputy Fire Chief Coordinator Municipal Development Committee, Chief of Police, Director of Parks and Recreation, Deputy Director of Parks and Recreation, Director of Water and Sewer, Sealer of Weights and Measures, Mayor*	
Midstate Regional Planning Agency	Sec. 2-35 thru 2-36, City Code	1 by Planning & Zoning 1 by Mayor	4**
Parking Authority	CGS 7-202 to 7-212a, Ch IX Sec. 1, City Charter	6 appointed by Mayor with Council's consent ⁹ . Mayor Chief of Police Director of Public Works Member, Planning and Zoning	6**
Personnel Board	Sec. 20-1 City Code	3 appointed by Mayor with Council's consent Mayor*	6**
Personnel Appeals Board	CGS 7-407 thru 7-422; Sec. 20-11 City Code	2 Councilmen 4 appointed by Mayor with Council's consent (one must be a City employee) ¹⁰ . Mayor	
Planning and Zoning Commission	CH V, Sec. 3A, City Charter	7 Members ¹¹ . 4 alternates Mayor*	2 years for Councilmen 4**

GENERAL GOVERNMENT

<u>Organization Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions Membership</u>	<u>Term (Years)</u>
Redevelopment Agency	CGS 8-126 Resolution Dec. 15, 1953	10 appointed by Mayor with Council's consent Mayor*	5**
Retirement Board	Sec. 20-29, City Code	1 Councilman Director of Finance 4 appointed by Mayor with Council's consent ¹² . Mayor	5**
Registrars of Voters	CGS 9-185		
Suggestions Award Board ¹³ .	Sec. 2-46, City Code	1 City Employee 1 Councilman 1 Department head 1 Elector Mayor	4**
Supervisor of Purchases	Ch VI, Sec. 1, City Charter		
Tax Assessor	Ch VI, Sec. 8, City Charter		
Asst. Tax Assessor ¹⁴ .	Sec. 8-16, City Code		
Tax Collector	Ch. XI, Sec. 7, City Charter		
Ass't. Tax Collector ¹⁵ .	Sec. 8-17, City Code		
Treasurer	Ch. II, Sec. 3, City Charter		
Zoning Board of Appeals	CGS 8-5 thru 8-13a	5 Regular members 3 alternates. All members appointed by Mayor Mayor*	5** 3**

GENERAL GOVERNMENTOrganizational
UnitLegal
AuthorityBoards and Commissions
MembershipAddendum

Charter Revision Committee	Resolution #117, 1973	9
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**Indicates overlapping terms

*Mayor's membership by authority Chapter IV, Sect. 2 of the City Charter which makes him a voting member of the boards, agencies, and commissions appointed by him, except as otherwise provided by law.

1. The Common Council by majority vote at a meeting held not later than one month after each biennial election appoints a certified public accountant or a firm.
2. State law requires the Board of Admissions to consist of the Town Clerk and the selectman or the Common councilmen.
3. Has charge and control of operation and maintenance of the municipal building.
4. Prepares a budget for capital and non-recurring expenditures for a five year period. Each city agency submits a CNR budget and the committee makes a physical investigation of each office. The current CNR budget is from 1973 to 1978.
5. Appointed by Mayor and Common Council's consent. Acts as Director of Legal Department.
6. Also serves as clerk of Common Council.
7. Serves as Superintendent of Purchases.
8. When majority of Common Council are members of a different political party than the Mayor. The Council nominates and the Mayor appoints an attorney to serve as legal advisor for the majority on legislative matters.
9. Members cannot succeed themselves. Mayor a member ex-officio with a vote. Chief of Police, Director of Public Works, and members of Planning and Zoning are members ex-officio without the right to vote.
10. One member must be a practicing attorney. The City employee is appointed from a list of three names chosen by majority of all City employees.
11. Four electors of the City appointed by Mayor with the Council's consent. Three commissioners are councilmen. Mayor appoints two as alternates with the consent of the Common Council. Council appoints two councilmen as alternate commissioners.
12. One of the appointees must be a member of the retirement system elected by its members.

GENERAL GOVERNMENT

13. All board members appointed by the Mayor.
14. Part of the classified service.
15. Part of the classified service. Functions as clerk in the Tax Collector's office.

PUBLIC HEALTH, SAFETY AND WELFARE

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions Membership</u>	<u>Term (Years)</u>
Affirmative Action Committee (Ad hoc)	Resolution #90, 1973	2 Councilmen, 2 members Board of Education, 1 member of Human Relations Committee Director of Public Works 1 member of Personnel Commission Purchasing Director 4 Citizens Mayor*	
Board of Health ^{1.}	CGS 19-74 thru 19-104, Ch X, Sec. 1, City Charter	5 appointed by Mayor with Council's consent at least 1 Councilman, but not more than 2 Mayor	4** Term of Office
Civil Defense ^{2.} Director	CGS 28-7		
Commission on Human Relations	Sec. 2-52, City Code	9 appointed by Mayor with Common Council's consent Mayor*	3**
Community Action for Greater Middletown ^{3.}	Bylaws of Organization	5 of 29 Directors	
Fire Commission	Ch V, Sec. 3 City Charter	3 Councilmen	Term of Office
Fire District Middletown ^{4.}	Ch V, Sec. 1 City Charter		
Fire Chief ^{5.}	Ch V, Sec. 2 City Charter		
Superintendent of Fire Alarms	Sec 9-3, City Code		

PUBLIC HEALTH, SAFETY AND WELFARE

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions Membership</u>	<u>Term (Years)</u>
Health Dept. ⁶ .	Ch V, Sec. 1 City Charter		
Health Director	Ch V, Sec. 2 City Charter		
Highway Safety Commission	Sec. 2-58 City Code	3 appointed by Mayor with Council's consent 2 Councilmen ⁸ . Mayor*	5**
Housing Authority	CGS 8-40 Resolution March 5, 1970	5 appointed by Mayor with Council's consent Mayor*	5**
Long Lane Communications Committee (ad hoc)	Resolution Sept. 18, 1973	2 Councilmen Police Chief 6 Electors Mayor*	
Police Commission ⁹	Ch V, Sec. 3 City Code	3 Councilmen	Term of Office
Police Department	Ch V, Sec. 1 City Code		
Chief of Police	Ch V, Sec. 2 City Code		
Redevelopment Agency	CGS 8-40 Resolution Dec. 15, 1973	10 by Mayor with Council's consent Mayor*	5**
Sealers of Weight and Measures	CGS 43-6 Resolution #53, 1971		
Senior Affairs Commission	Sec. 2-63 City Code	9 appointed by Mayor with Council's consent 2 Councilmen Mayor*	3**

PUBLIC HEALTH, SAFETY AND WELFARE

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions Membership</u>	<u>Term (Years)</u>
Special Study Committee to determine the City's Human Resources Department	Res. #60, 1973	Mayor* Councilmanic Representation not mandated, but Councilmen named	
Walter C. Jones Committee	Sec. 2-69 City Code	3 appointed by Mayor Mayor*	5**
Welfare Commission	Ch V, Sec. 3 City Charter	3 Councilmen	Term of Office
Welfare Department	Ch V, Sec. 1 City Charter		
Youth Services Commission	Sec. 2-71 City Code	5 appointed by Mayor with Council's consent 2 Youth Board Members 2 Councilmen Mayor*	3** 1 Term of Office
Youth Board ¹² .		25 to 30 High School and Middle School students elected by the student body.	1

* Mayor's membership by authority of Chapter IV, Section 2 of the City Charter which makes the Mayor a voting member of all boards, agencies, and commissions appointed by him, except as otherwise provided by law.

** Indicates overlapping terms.

1. People can appeal to the Board of Health on any order of the Health Department. Appeals fall into the categories of general environmental sanitation, air pollution, and housing code enforcement.
2. Appointed by the Mayor.
3. A private, nonprofit, regional corporation

PUBLIC HEALTH, SAFETY AND WELFARE

4. The Middletown Fire District is the Fire Department. The other districts are the Westfield Fire District and the South Fire District.
5. Also known as Chief Engineer.
6. The Mayor is a member of the Board of Health.
7. Health Director serves as clerk of Board of Health and Registrar of Vital Statistics.
8. One member of the Police Commission, and a member of the Public Works Commission.
9. Art. 1, Sec. 1 of Appendix B (Traffic Regulations) defines the Police Commission as the Traffic Authority.
10. Chief executives of cities with less than 25,000 may appoint a Sealer of Weights and Measures. But Resolution #53, 1971 makes the office a classified position.
11. One must be an officer or employee of the Health Department, and one a member or employee of the Recreation Department.
12. The Youth Board elects two from its membership to the Youth Services Commission. The Board advises the Youth Service Director and the Commission on youth needs. The Board plans and runs programs of interest and benefit to City youth. The Board admits as members any student who has attended four consecutive meetings.

PUBLIC WORKS AND UTILITIES

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions Membership</u>	<u>Term (Years)</u>
Ad Hoc Committee for Cable TV	Resolution #25, 1973	2 Councilmen 6 Electors Mayor*	
Board of Appeals for Uniform Building State Code ^{1.}	19-402 CGS	5 appointed by Mayor with Council consent Mayor*	5**
Public Works Commission ^{2.}	CH V Sect 3 City Charter	3 Councilmen	Term of Office
Public Works Department	CH V Sect 1 City Charter		
Director of Public Works ^{3.}	CH V Sect 2 City Charter		
Sanitary Disposal District Commission ^{4.}	CH VII Sect 3 City Charter	5 appointed by Mayor with Council consent ^{5.} Mayor	5**
Sidewalk and Walkways Committee ^{6.}	Sec 25-41 City Code	1 Elector 1 from Board of Education 1 from Planning Commission 1 from Police Dept. 1 from Public Works Dept. 1 from Recreation Dept. Mayor*	
Solid Waste ^{6a.} Disposal Study Committee	Dec. 1973	5 Electors 2 Councilmen Mayor*	
Transit Authority	Ordinance passed 9/3/68 under authority of 103A CGS. App'd. at Referendum 11/5/68	6 appointed by majority of vote of Council	4**
Tree Warden ^{7.}	Sec 27-1 City Code		

PUBLIC WORKS AND UTILITIES

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions Membership</u>	<u>Term (Years)</u>
Board of Water ⁸ . Commissioners	7-246 CGS CH VIII, Sect 1 City Charter	5 appointed by Mayor with Council's consent 1 Councilman	5** Term of Office
Water and Sewer Department	CH V, Sect 1 City Charter		
Director of Water and Sewer ⁹ .	CH V, Sect 2 City Charter		

* Mayor's membership is by authority of Chapter IV, Sec 2 of the City Charter which makes him a voting member of all boards, agencies, and commissions appointed by him, except as otherwise provided by law.

** Indicates overlapping terms

1. Replaces the Building Commission referred to in Sec 5-5 of the City Code. Also hears appeals from Decisions of Director of Public Works on electrical and plumbing matters.
2. Designated as street naming committee of Common Council. Gives official names to city streets with approval of Common Council.
3. Director of Public Works functions as Building Official. Also has duty to enforce ordinances regarding plumbing and electricity.
4. Operates through the Public Works Department.
5. Must be residents of the District.
6. Committee is appointed by the Mayor to serve at his pleasure with the consent of the Common Council. The elector appointed to the committee must not be directly affiliated with any of the agencies with representation on the committee.
- 6a. Authorized to recommend what method should be adopted by the City for a future Solid Waste Disposal Program. Members from the Council were appointed in Nov. 1973.
7. Appointed by the Common Council. No set term.
8. Also functions as sewer authority.
9. CH V, Sec. 6 of the Charter gives appointing authority of the Director of Water and Sewer to the Board of Water Commissioners with the Common Council's consent. Ch. V, Sec. 2 of the Charter requires the Mayor to appoint all department heads with the consent of the Common Council. the Mayor is a member of the Board of Water Commissioners.

MUNICIPAL AGENCIES WITH EX-OFFICIO MEMBERSHIP

Ad Hoc Committee for Cable TV

Mayor*

Affirmative Action Committee (ad hoc)

Two Councilmen
Two members Board of Education
Purchasing Director
Member, Personnel Commission
Member, Human Relations Commission
Mayor*

Arts and Cultural Activity, Commission on

Two Councilmen
Mayor*

Charter Revision Committee

Mayor*

Conservation Commission

Mayor*

Control, Board of

Director of Finance
Mayor
Director of Public Works

Finance Committee

Three Councilmen

Fire Commission

Three Councilmen

Harbor Improvement Agency

One Councilman
Mayor*

Health, Board of

At least one Councilman, but not more than two
Mayor

Highway Safety Commission

Two Councilmen
Mayor*

Housing Authority

Mayor*

Human Relations, Commission on

Mayor*

Inland Wetland, Committee

Representatives of:
Planning and Zoning Commission
Conservation Commission
Harbor Improvement Agency
Health Board
Mayor
Middlesex Soil and Conservation District
Midstate Regional Planning Agency
Municipal Development Committee
Public Works Commission
Water and Sewer Commission

Inland Wetlands and Watercourse Agency

Representatives of:
Planning and Zoning Commission
Conservation Commission
Health Board
Mayor
Midstate Regional Planning Agency
Municipal Development Committee
Public Works Commission
Water and Sewer Commission

Insurance Committee

Three Councilmen

Long Lane Communications Committee

Two Councilmen
Mayor*

Mayor's Ad Hoc Committee on Energy

Director of Public Works
Director of Civil Preparedness
Chamber of Commerce
Education Department
Fire Chief
Deputy Fire Chief
Coordinator Municipal Development Committee
Chief of Police
Director of Parks and Recreation
Deputy Director of Parks and Recreation
Director of Water and Sewer
Sealer of Weights and Measures
Mayor*

Municipal Development Committee

Five Councilmen

Parking Authority

Chief of Police
Director of Public Works -
Mayor
Member, Planning and Zoning Commission

Park and Recreation Commission

Two Councilmen
Mayor*

Personnel Appeals Board

Two Councilmen
Mayor*

Personnel Board

Mayor*

Planning and Zoning Commission

Mayor*
Three Councilmen - Regular members
Two Councilmen - Alternates

Police Commission

Three Councilmen

Public Works Commission

Three Councilmen

Redevelopment Agency

Mayor*

Retirement Board

Director of Finance

Mayor

Sanitary Disposal District Commission

Mayor

Senior Affairs Commission

Member or employee of the Health Department

Mayor*

Member or employee of the Recreation Department

Two Councilmen

Sidewalk and Walkway Committee

Representatives of:

Board of Education

Planning and Zoning Commission

Police Department

Public Works Department

Recreation Department

Mayor*

Solid Waste Disposal Study Committee

Two Councilmen

Mayor*

Special Study Committee to determine the City's Human Resource Department

Mayor*

Suggestions Award Board

City Employee

Department Head

Mayor

One Councilman

Uniform Building Code, Board of Appeals for

Mayor*

Walter C. Jones Committee

Mayor*

Water Commissioner, Board ofOne Councilman
MayorWelfare Commission

Three Councilmen

Youth Sevices CommissionTwo Councilmen
Two members of the Youth Board
Mayor*Youth Service Health Education CommissionYouth Service Director
Superintendent of Schools
Director of Health
School Physician

*Mayor's membership is by authority of Chapter IV, Section 2 of the City Charter which makes the Mayor "...except as otherwise provided by law, a voting member of all boards, agencies, and commissions appointed by him."

OFFICERS AND EMPLOYEES WITH EX-OFFICIO ASSIGNMENTS:

Board of Education, Member of

One representative to Sidewalk and Walkway Committee
Two representatives to Affirmative Action Committee (Ad Hoc)

Chief of Police

Parking Authority

City Employee

Suggestion Award Board

Civil Preparedness, Director

Mayor's Ad Hoc Committee on Energy

Planning and Zoning Commission, Chairman

Inland Wetland and Watercourse Agency
Parking Authority

Conservation Commission, Member of

Inland Wetlands Committee
Inland Wetlands and Watercourse Agency

Department Head

Suggestion Award Board

Educational Agencies

Mayor's Ad Hoc Committee on Energy

Health Board, Member of

Inland Wetlands Committee
Inland Wetlands and Watercourse Agency

Health Department, Member or employee of

Senior Affairs Commission

Health, Director of

Youth Service Health Education Commission

Human Relations, Commission on, Member of

Affirmative Action Committee

Finance, Director of

Retirement Board

Board of Control

Fire Chief

Mayor's Ad Hoc Committee on Energy

Mayor

Board of Control

Highway Safety Commission

Health Board of

Inland Wetlands Committee

Parking Authority

Retirement Board

Sanitary Disposal District Commission

Suggestion Award Board

Water Commissioners Board

In addition to the above nine agencies which specifically names the Mayor a member, Chapter IV, Section 2 of the City Charter makes the Mayor a voting member of all boards, agencies, and Commissioners appointed by him. The Mayor, then, is a member of:

Ad Hoc Committee for Cable TV

Affirmative Action Committee

Charter Revision Committee

Commission on the Arts and Cultural Activity

Conservation Commission

Commission on Human Relations

Harbor Improvement Agency

Housing Authority

Inland Wetlands and Watercourse Agency

Long Lane Communications Committee
 Mayor's Ad Hoc Committee on Energy
 Park and Recreation Commission
 Personnel Appeals Board
 Personnel Board
 Planning and Zoning Commission
 Redevelopment Agency
 Senior Affairs Commission
 Sidewalk and Walkway Committee
 Uniform Building Code Board of Appeals for
 Walter C. Jones Committee
 Youth Services Commission
 Zoning Board of Appeals
 Ad Hoc Committee for Cable TV
 Long Lane Communications Committee (Ad Hoc)
 Solid Waste Disposal Study Committee
 Special Study Committee to Determine the City's
 Human Resource Department

Middlesex Soil and Conservation District, Representative of

Inland Wetlands Committee

Municipal Development Committee, Member of

Inland Wetlands Committee
 Inland Wetlands and Watercourse Agency

Coordinator, Municipal Development Committee

Mayor's Ad Hoc Committee on Energy

Director of Parks and Recreation

Mayor's Ad Hoc Committee on Energy

Deputy Director of Parks and Recreation

Mayor's Ad Hoc Committee on Energy

Personnel Board

Affirmative Action Committee (Ad Hoc)

Planning Commission, Member of

Sidewalk and Walkway Committee
 Inland Wetland Committee
 Parking Authority
 Midstate Regional Planning Agency
Police Department, Representative of

Sidewalk and Walkway Committee

Chief of Police

Mayor's Ad Hoc Committee on Energy

Public Works Commission

Inland Wetlands Committee
Inland Wetlands and Watercourse Agency

Public Works Department, Representative of

Sidewalk and Walkway Committee

Public Works, Director of

Board of Control
Parking Authority
Affirmative Action Committee (Ad Hoc)
Mayor's Ad Hoc Committee on Energy, Chairman

Purchasing, Director

Affirmative Action Committee (Ad Hoc)

Recreation Department, Representative of

Sidewalk and Walkway Committee

School Physician

Youth Services Health Education Commission

Superintendent of Schools

Youth Services Health Education Commission

Water and Sewer Commission

Inland Wetlands Committee
Inland Wetlands and Watercourse Agency

Water and Sewer, Director of

Mayor's Ad Hoc Committee on Energy

Youth Services Director

Youth Service Health Education Commission

Nine municipal agencies are authorized to plan in Middletown.

Conservation Commission
Harbor Improvement Agency
Personnel Policy Board
Planning and Zoning
Public Works Department
Sidewalk and Walkway Committee
Affirmative Action Committee (Ad Hoc)
Bicentennial Committee
Solid Waste Disposal Study Committee

ADDENDUM 6

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions Membership</u>	<u>Term (years)</u>
Emergency Alarm Commission	Ordinance # 15	Chm., Police Commission	-
		Chief, Westfield Fire District	-
		Chief, South Fire District	-
		Chief, City Fire District	-
		One person nominated by each Commission Mayor*	3
Fire Prevention Bureau	Ordinance #14, 1975		
Director of Fire Prevention Bureau 1.	Ordinance #14, 1975		

*Mayor's membership is by authority of Chapter IV, Section 2, of the City Charter which makes the Mayor "except as otherwise provided by law, a voting member of all boards, agencies, and commissions appointed by him".

1. The Chief of the Fire Department is the Director of the Bureau

AD HOC COMMITTEES

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<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions</u>	
		<u>Membership</u>	<u>Term</u>
Ad Hoc Committee for Old Middletown High School	Resolution #137, 1974	7 Members Mayor*	
Architectural Barriers Committee	Resolution #89, 1975	5 Handicapped Elderly Where possible remaining: Public Works Building Div. Planning and Zoning Redevelopment Agency Chamber of Commerce Contractors, Architectural Assoc. Human Relations Mayor*	
Building Site & Development Committee for City School Field	Resolution #53, 1975	7 Electors Mayor*	
Building Site Com. for a Youth Center	Resolution #162, 1975	7 Electors* Youth Director Mayor*	
Charter Revision Committee	Resolution #78, 1975 Resolution #94, 1975	11 1 additional	
Citizen Advisory Committee ¹ .	Housing & Com. Dev. Act of 1974	16	
Youth Center Advisory Site Committee	Resolution #67 1976	5 Members 3 members of Common Council Youth Director Mayor*	

¹ All members are appointed by the Mayor

* Mayor's membership is by authority of Chapter IV, Section 2, of the City Charter which makes the Mayor "except as otherwise provided by law, a voting member of all boards, agencies and commissions appointed by him."

OTHER NOTES

1. AD HOC COMMITTEES DISCHARGED OR DISSOLVED SINCE 1973
 - Affirmative Action Committee: January 5, 1976
 - Building Site Committee for a Youth Center: March 1, 1976
 - Charter Revision Committee: Nov. 3, 1975
 - Russell Library Study Committee: March 4, 1974
 - Solid Waste Disposal Committee: January 6, 1975

2. Ordinance #24, 1976, changed the membership on the Municipal Development Committee to three Common Councilmen. Previously, the MDC was composed of entire council.

3. Resolution establishing Commission on the Arts and Cultural Activity is repealed. The new committee is authorized by Ordinance #23, 1976. There are nine members of the commission appointed for a three-year term. In addition, there are two councilmanic members.

COMPONENT J
LAND USE

LAND USE

To achieve its own unique potential, a community must be able to respond to changing trends and conditions. A key tool in formulating policy for the best responses is the land use component of a plan of development. This part of the overall municipal plan deals with quantities of land, and the arrangement of land uses throughout the community.

The land use component is the official, graphic representation of what the Planning and Zoning Commission visualizes as the best future for Middletown. It guides the orderly, efficient, and intelligent allocation of land. As a guide, it functions as a long term framework for decisions which must be made today. It does not by itself either permit or prohibit activity. The plan is based on careful analysis of local thoroughfares, utilities, community facilities, service areas, the anticipated population and economic structure of Middletown, topography, and general environmental factors here. More detailed community studies---such as reports on the central business district---are tied together by the land use plan.

Communities grow and prosper only if incremental, isolated actions are co-ordinated. Land must be set aside in rational arrangements and provided with appropriate services. Thus, the land use plan envisions a Middletown that might evolve in the coming years if certain policies are implemented: if zoning regulations are modified, if public and private efforts consistently work towards achieving the legally adopted community goals.

Middletown's land use plan is strongly influenced by the realities of Middletown today, reflecting the plans of the many diverse elements that make it a dynamic community. The plan recognizes continuing features of Middletown, while providing guidance for future growth. The land use component is designed to help Middletown reach one of the adopted goals of the plan of development: to encourage the appropriate, coordinated, and economic uses of land.

Land Use Categories

The land use component groups land uses in Middletown into four basic categories: residential, commercial, industrial, and city open space or environmentally sensitive areas. Within these broad categories there are further subcategories. All the uses are interdependent, integrated by the vehicular plan and the surface drainage system.

The underlying principle of these land use categories is the scarce land and building resources of Middletown. Economically feasible adaptive uses of historic structures are to be encouraged, as much as they meet Middletown's development goals.

Residential

The plan shows three levels of housing density: high, medium and low. High density areas have sixteen or more dwelling units per acre. They are located on major thoroughfares, generally close to commercial areas.

Medium density areas have five and fifteen dwelling units per acre. They are near intensively developed lands, and have good access to the road system.

Low density areas have one to four dwelling units per acre. Most of the land in Middletown is recommended for this density level. In most cases they are now low density residential.

The one to four range allows flexibility in residential areas. Depending on characteristics of specific areas, there could be a relatively low one dwelling unit per acre, or there could be as many as four. The range could encourage a variety of kinds of residential neighborhoods. Truly, this density level is an effort towards meeting Middletown's housing goal:

"To provide and maintain a supply of high quality housing which can accommodate a population of diverse economic levels, ethnic backgrounds, and family sizes by providing ample freedom of choice in housing accommodation."

Commercial

The land use component has five categories of commercial related development: central business, general commercial, corporate office, neighborhood service and mixed use development.

Activities which make a city a community take place in its central business district. Here are general merchandise, apparel and furniture stores, offices, major public buildings, entertainment, personal services, and related commercial functions. These activities must be concentrated in a compact area. Proximity to one another allows them to complement each other, so that specialization can be provided to the community.

The Central Business District has been expanded since the 1965 Plan of Development to include entire blocks rather than part of blocks. Maintenance of a strong central town is an important goal of Middletown's comprehensive Plan of Development. It is the foundation of an economically sound community.

General commercial areas serve a special function. These areas have stores, restaurants, offices, perhaps entertainment or recreation facilities. General commercial areas are on major thoroughfares, so they are directly linked to their markets.

Corporate office areas would be the location of home or regional offices for large corporations, such as an insurance company. It is a specialized office use in that one firm would occupy nearly all the space in the building. Corporate office areas would be able to provide key support functions to the major user of the facility.

Neighborhood service areas are located to serve residential areas and are limited in scope to avoid undermining the Central Business District. Locations are interrelated with the thoroughfare system, providing convenient access from nearby residences. Before land is rezoned to allow commercial activity, all currently proposed new roads should be constructed. Major functions of neighborhood shopping areas would be the sale of commercial goods and personal services. Examples are: food stores, drug stores, laundries, dry cleaners, beauty shops, barber shops, and hardware stores.

Areas designated as mixed use are now a complicated mixture of activities, presenting unique land use problems to the community. They have in common a multi-functional character, and intensive use of land. The category would allow single family and multi-family residences, along with limited sales and services. Careful consideration must be given to the impact of uses on neighborhoods and surrounding areas. These areas require careful planning over extended periods of time.

Industrial

The land use component consolidates the three industrial land classifications of the 1965 plan into one category. Since 1965, general environmental standards mandated by state and federal regulations have minimized many of the distinctions between light, medium, and heavy industry. For city planning purposes, the one industrial classification suffices.

There are, however, important refinements to the inclusive industrial category. The first is that land held by a major utility company is recognized as a utility area. Should the land not be used for this purpose, it should be low density residential. The other refinement is that an area where there is now a natural resource extraction activity could continue extraction and the required subsequent reclamation of the land. But, when the area has been reclaimed it is not to become industrial, but low density residential.

Institutional

Adjacent to the central business district is an institutional area. Activities there are quasi-public: churches, hospitals, convalescent homes recreational, and some commercial activity. The area must be close to the downtown, because its activities serve important support functions to the downtown. They bring people and vitality to the heart of Middletown.

Hopefully, designating an institutional category of the land use component of the plan of development would stimulate future growth of this segment of the economy.

Municipal open spaces and environmentally sensitive areas are important in Middletown's total land use arrangement. They provide breaks in the urbanization pattern, enhance and protect resources, and influence the economic development of the City. Land is categorized as open space/environmentally sensitive based on several criteria.

Some of the land is a part of Middletown's official open space program. City open spaces are close to residential areas and near schools, so they are good locations for recreational activity.

Another reason for categorizing land as open space is because of its location or configuration. An example would be land surrounding interchanges of superhighways. For most purposes, these lands are undevelopable. Their future is in providing visual relief from other types of land uses.

Some of Middletown's land has natural and physiographic limitations which make most types of development on them not feasible. In some cases, land that has grades of fifteen percent or more has been categorized as environmentally sensitive. Generally, though, environmentally sensitive land is land that is in the flood plain, is in a flood prone or flood hazard area, is along a streambelt, or is in an inland wetland area. Locations were derived from detailed maps prepared by the Army Corps of Engineers (for the Federal Insurance Administration of the Department of Housing and Urban Development) or the Soil Conservation Service. To continue the availability of subsidized flood insurance to Middletown and to local property owners, the City must have a sound flood plain management policy.

The environmentally sensitive category of the land use component is intended to preserve the natural process of the land, rather than to authorize or prohibit specific uses. The emphasis is on how the land functions, not on what is built on it. The designation provides a framework for local government involvement, by assuring that the Planning and Zoning Commission participate more actively in the development process. Options in implementing the environmentally sensitive category are to establish an overlay zone, or to create a separate zoning designation. Amendments to the Zoning Code would be required.

Miscellaneous

There are a few other categories of the Land Use Component: schools, cemeteries, quasi-public and the public facilities land.

The comprehensive plan of development is a proposal for the future direction of Middletown. The plan shows a community which continues its residential traditions but which carefully guides new growth in the most appropriate areas. Residential, commercial, and industrial land uses are tied together by City open spaces and the environmentally sensitive areas, significant elements in quality of life.

Underlying this idea for the best possible Middletown is the recognition of the finite character of its land. Only through responsive and responsible comprehensive planning can the potential of Middletown's land reserve be realized.

A print of the Land Use Component is in the envelope following this page.