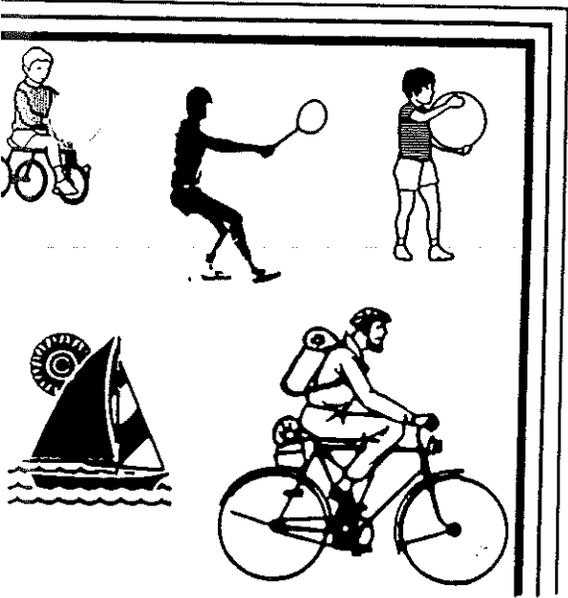
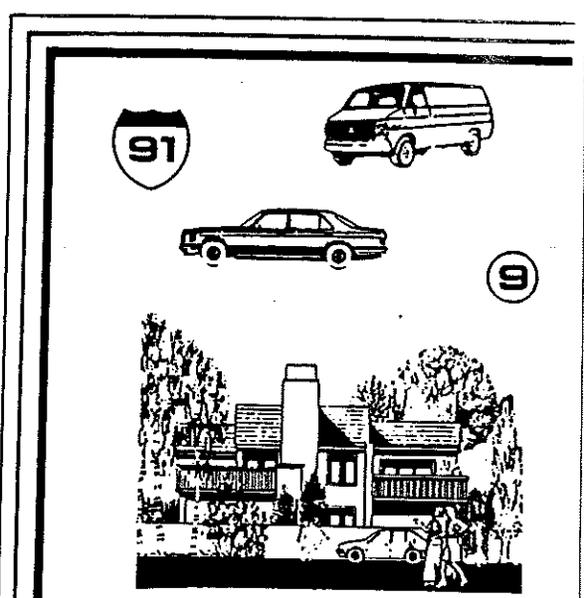


*GUIDING THE FUTURE:
A PLAN OF DEVELOPMENT
FOR THE YEAR 2000*



PLANNING & ZONING
COMMISSION
MIDDLETOWN, CT.
SEPTEMBER 27, 1989



LEGAL NOTICE

MIDDLETOWN PLANNING AND ZONING COMMISSION PUBLIC HEARING SEPTEMBER 27, 1989, 7:00 P.M., COUNCIL CHAMBER, DEKOVEN DRIVE, MIDDLETOWN, CONN.

1. Proposal to amend the text portion of the Plan of Development as adopted in 1976. The Plan is the Commission's recommendation for the future development of the City using a statement of goals, objectives and programs for the physical and economic development of the municipality. The plan is authorized to include a comprehensive list of topics such as: population, housing, natural resources, open space, recreation, transportation, economic development, and current and future land use. The plan is to be designed to provide for the coordinated development of the municipality with the greatest efficiency and economy for the general welfare and prosperity of its people. A copy of the proposal has been filed in the Office of the Town Clerk.
2. Continued: Proposed 32 lot subdivision of land on south side of Long Hill Road opposite Long Lane. Property of Raymond D. Jurczak. Applicant\agent Multitech New England, Inc. Plan showing proposed subdivision to be called Long Hill Farms, dated July 1989 S89-17 (32L)
3. Continued: Wilbur Smith Central Business District Comprehensive Traffic Study. A presentation of the study's findings, conclusions, and recommendations. Sponsor of study Planning and Zoning Commission.
4. Continued: Proposed Zoning Code text and map amendments to divide the existing Downtown B-1 zone into three zones: B-1 "Downtown Retail", B-3 "Downtown Office", and NRZ "Northend Revitalization Zone", primarily to restrict the first floor uses allowed on Main Street in the proposed B-1 zone and to require that all uses in the NRZ zone be special exception uses. Copy of proposed text and map are on file in the Office of the Town Clerk. Proponent P & Z Comm. Z89-11
5. Continued: Proposed 2 lot subdivision located at 1778 Saybrook Road and Dripps Road. Applicant\agent Glen & Wanda Gordon\T.F. Jackowiak S89-18 (2L)

6. Proposed special exception to permit self service gas, snack shop, offices and a car wash at intersection of Main Street extension, Saybrook Rd. and East Main St., in a T.D. zone. Applicant\agent W.F. Shuck Petroleum Co.\William Shuck SE89-21
7. Proposed special exception to permit a Super Stop and Shop at the Fenner site located on East Main Street. Applicant\agent Bronson & Hutensky\Michael Cubeta SE89-22

Stephen T. Gionfriddo, Chairman
Planning and Zoning Commission

P.O. #031183

The above legal notice to appear in the Middletown Press TWICE.

Friday, September 15, 1989

Friday, September 22, 1989

NOTE: TO BE PUT IN CITY BRIEFS

Middletown Residents---See Planning and Zoning's Legal Notice in tonight's Press.

Friday, September 15, 1989

Friday, September 22, 1989

ACKNOWLEDGEMENTS

MIDDLETOWN PLANNING AND ZONING DEPARTMENT

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William Warner, M.U.R.P., Planner
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PLANNING AND ZONING COMMISSION

CHAIRMAN : Stephen T. Gionfriddo
V-CHAIRMAN: Ann Loffredo
SECRETARY: Stephen Gadomski

MEMBERS: Stephen Shapiro
Seb Passanesi
William Pillarella
John Robinson

EX-OFFICIO: Sebastian Garafalo, Mayor
Sal Fazzino, Dir. P.W.

ALT-MEMBERS: Christine Lindquist
Francis Patnaude
Vincent Loffredo
Richard Thompson

The Planning and Zoning Department wishes to acknowledge the special efforts of the following members of the Plan of Development Committee:

CHAIRMAN : Stephen T. Gionfriddo
V-CHAIRMAN: Ann Loffredo
SECRETARY: Stephen Gadomski
MEMBERS: Jan Johnson
Melanie Giamei
Katchen Coley
Wayne Reed

Charles Harris, Ann Bickford, and George Souto are also deserving of much recognition. Their contributions of time and work, comments and suggestions were greatly appreciated.

EXECUTIVE SUMMARY

INTRODUCTION: This portion is designed to give an overview of the purpose and legal basis for the plan, the city's geographic location, and a review of the historical considerations which have shaped the city.

This section then presents a statement of the goals of this Plan of Development update. These general goals relate to the economy, transportation, housing, natural resources, recreation, open space, community facilities, education, historic and cultural matters, urban design and city beautification.

More detailed Objectives and Strategies are then presented. These are designed as action steps to guide the city in achieving the general goals of the Plan of Development.

CITIZEN SURVEY: Included in this chapter is a summary of the findings of the citizen survey. These findings were used to shape subsequent portions of the plan.

POPULATION: This chapter was designed to give a historical review of the city's population and projections into the future. By analyzing future projections and age distributions the chapter is able to draw conclusions as to the make up of the future population.

HOUSING: This chapter in the plan overviews the current housing supply and makes projections of the future housing supply based on vacant land and the current zoning scheme. The chapter then presents an affordability needs assessment and makes general recommendations aimed at bridging the affordability gap here in the city.

NATURAL RESOURCES: This chapter is designed to display the city's recognition of the physical characteristics and valuable natural resources which make up the city. It is this recognition of these resources which will justify open space recommendations in the next chapter. Also in this chapter are sections on air quality and noise pollution and recommended strategies to mitigate potential air and noise pollution.

OPEN SPACE: This chapter inventories existing open space and makes recommendations for the development of open space corridors. The plan identifies areas as high priority for acquisition and Chapter 490 open space areas. This chapter 490 open space designation is designed to allow private land owners to apply for preferential tax treatment which will reduce the likelihood of them selling out to developers.

RECREATION; In this chapter a current inventory is presented and comparisons are made between the existing facilities and the standards as suggested in the State Comprehensive Outdoor Recreation Plan. The chapter also contains a neighborhood analysis, in regard to recreational facility catchment areas, and recommendations aimed at providing well maintained facilities to the future population.

TRANSPORTATION: This chapter first discusses the existing transportation network and places the existing roads into functional classifications. Recommendations for future improvements are then presented. These future improvements are broken down into Near Term Recommendations and Long Term Recommendations.

ECONOMIC: This section is designed to highlight the positive aspects of doing business in Middletown. It also addresses problems and potential problems and presents recommendations designed to correct these problems. This chapter then presents commercial area studies designed to incorporate policies into the Plan of Development to guide the future growth of these important areas in the city.

LAND USE: This final chapter discusses the various land use designations proposed on the Future Land Use Map.

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CHAPTER 1

INTRODUCTION

PURPOSE AND LEGAL BASIS FOR THE PLAN

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 coordinated 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 City 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 earliest Plan, adopted by the Planning Agency in the 1930's has been updated from time to time most notably in 1965 and 1976. The 2000 Plan is intended to see the City through the remainder of the 20th century. It is an extension of the past but is dedicated to a future Middletown.

GEOGRAPHIC LOCATION OF MIDDLETOWN

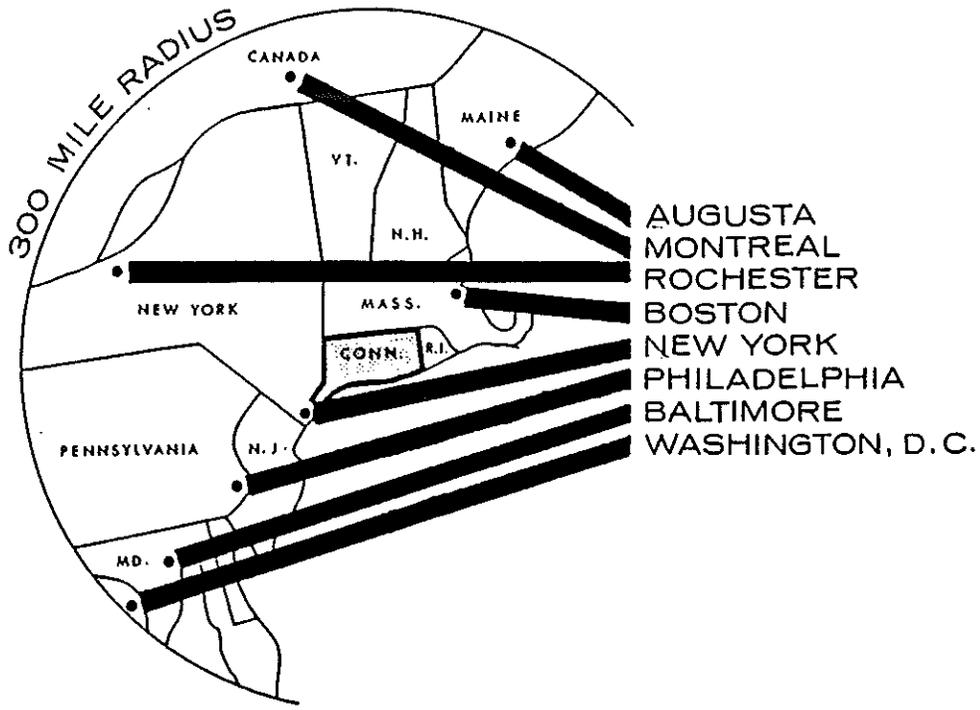
Middletown is almost at the geographic center of Connecticut. It is approximately equal distance, 20 miles, from two key Connecticut cities, Hartford and New Haven. The City is also approximately equal distance, 100 miles, from New York City and Boston. Middletown is part of the eastern megalopolis reaching 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 Middletown is in the development shadow of Hartford and Meriden.

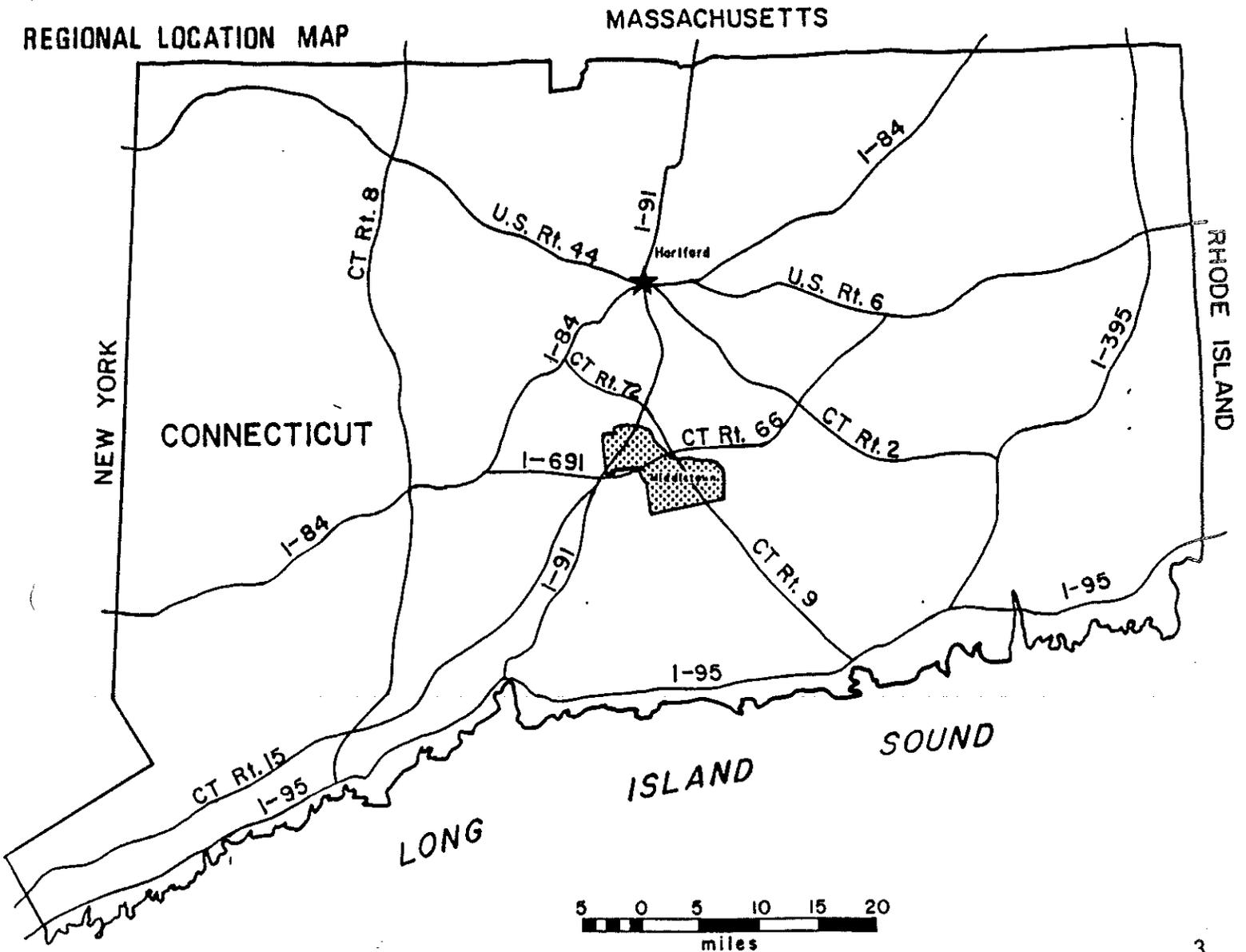
While Middletown is part of the urban and urbanizing eastern megalopolis and connected to the interstate highway system at the western boundary, it still has approximately 29% of its ground surface undeveloped. It is precisely for this reason that a Plan of Development to guide the growth in the City 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 mid-sized New England city.

Middletown does not need to be unduly influenced by an 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.

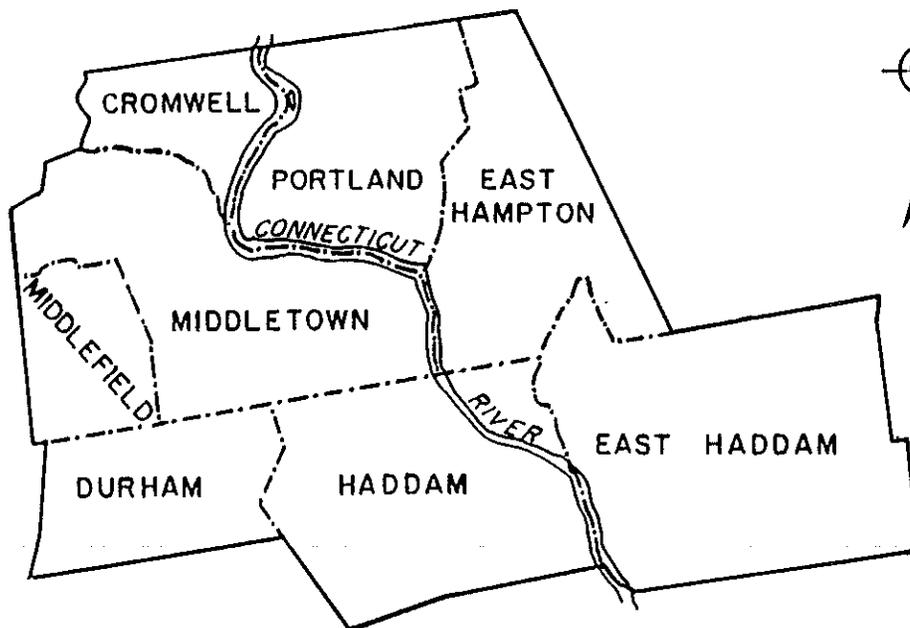
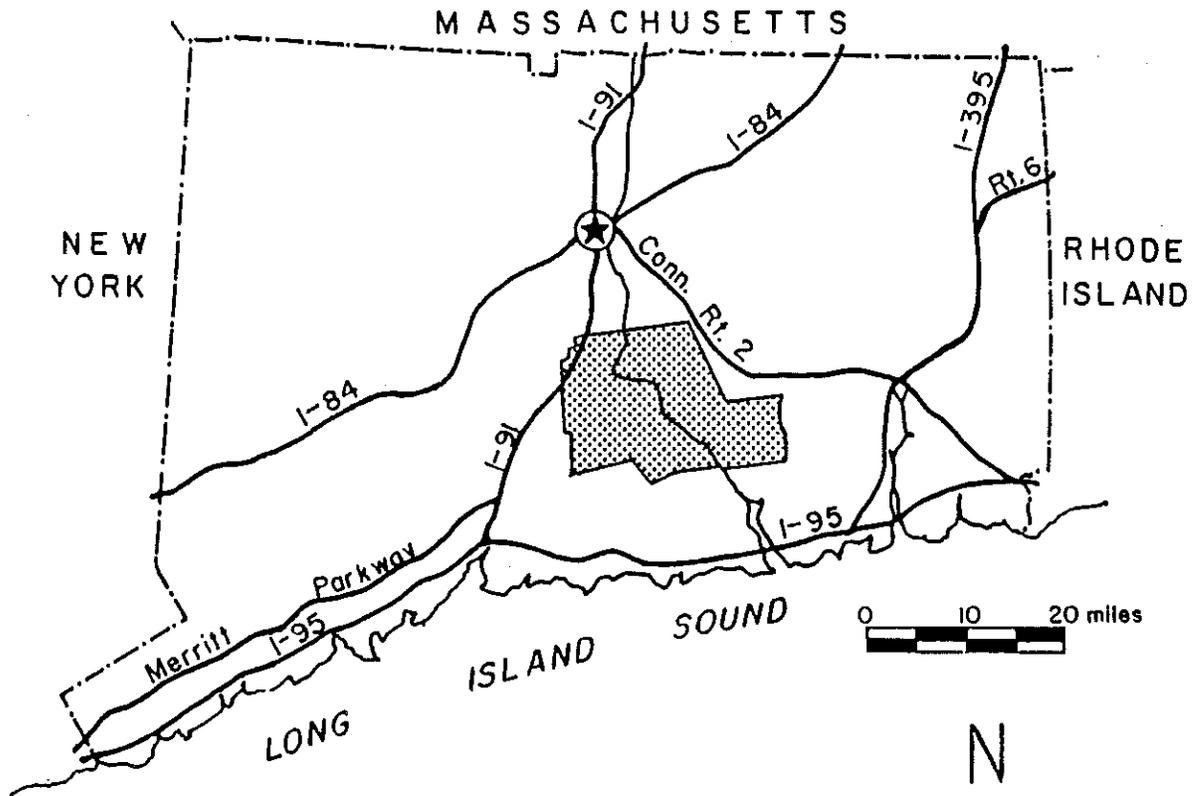
STATE LOCATION MAP



REGIONAL LOCATION MAP



MIDSTATE REGION



HISTORICAL CONSIDERATIONS

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: overcrowding 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 1643 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.

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, council-matic 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

... further made the mayor responsible for 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

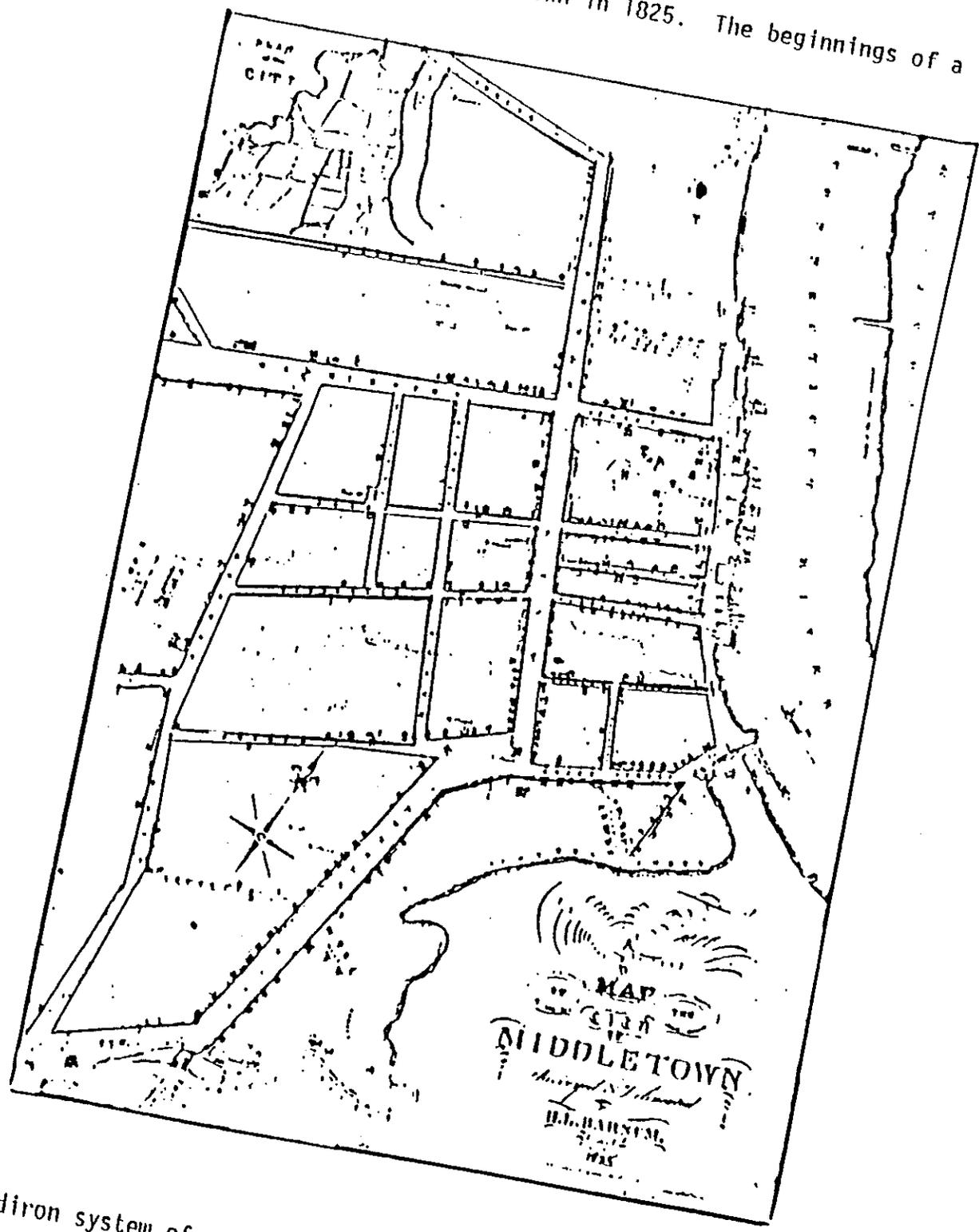
local economy was now based on textiles. The first industries were cotton and wool. The Middletown Manufacturing Company was a pioneer in using steam for power. During the War of 1812, great quantities of gun powder were manufactured. After the War, the City began manufacturing ivory combs, gold spectacles, 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.

...middle town 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 Summer'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 goal 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.
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 tran-

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quility 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 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.

GOALS OF THE 2000 PLAN OF DEVELOPMENT

An important part of a Plan of Development is the articulation of the City's goals. The following general goals are designed towards achieving the highest possible quality of life for the current residents and future residents of Middletown.

ON THE ECONOMY

To encourage balanced growth so as to insure Middletown of a sound fiscal position and a secure employment and tax base.

To encourage and assist existing businesses to remain, prosper and expand and to attract high quality, new businesses.

ON TRANSPORTATION

To develop an efficient transportation network which will minimize travel time and congestion and improve air quality city wide.

To provide for a variety of alternative transportation modes in order to reduce automobile traffic and continue to improve air quality.

To minimize the current peak hour traffic congestion in the Central Business District, using creative traffic channelization, intersection improvement, improved signalization, and staggered shifts among our major employers.

ON HOUSING

To continue to encourage diversity in the available housing stock in order to provide for and attract an economically and culturally diverse population.

To identify older neighborhoods in need of rehabilitation and adopt polices and regulations to encourage this rehabilitation while discouraging gentrification.

ON NATURAL RESOURCES

To identify, protect and preserve the significant natural resources in Middletown.

To provide for a healthy living environment by promoting clean air, reducing noise levels and continuing to provide and plan for clean water resources.

ON RECREATION

To provide for the optimal number of safe, well maintained, active and passive recreation facilities in areas most suited to service the diverse population.

ON OPEN SPACE

To establish a town wide, interconnected open space network for future generations.

ON COMMUNITY FACILITIES

To provide the optimal type and distribution of facilities and to effectively maintain and enhance the existing facilities.

ON EDUCATION

To promote well coordinated and comprehensive educational and training programs designed to equip students for a constantly changing job market.

ON HISTORIC AND CULTURAL MATTERS

To preserve historic and architecturally significant resources and to promote cultural activities in Middletown.

ON URBAN DESIGN

To require buildings and other structures to be of high quality design in order to create a healthy, safe, pleasant and attractive living environment.

ON CITY BEAUTIFICATION

To establish a new and innovative private non profit program in order to create a more aesthetically pleasing community.

STRATEGIES & OBJECTIVES

In this section the plan begins to narrow down to specific recommendations the broad and general goals which were articulated in the previous section.

ON THE ECONOMY

- 1.) Work with existing private non profit organizations in the city and state to assist existing businesses and attract new desirable businesses.
- 2.) Create a marketing brochure which highlights the benefits of doing business in Middletown and promotes the city's Central Business District.
- 3.) Analyze the future of major employers in the city in terms of state and national trends.
- 4.) Develop an early warning system to identify industries on the verge of cutting back or closing.
- 5.) Target those industries in trouble, and in need of assistance, and work with them to provide subsidies and other forms of assistance.
- 6.) Insure that high school graduates are equipped to be high quality participants in the labor force by developing a working partnership between private industry and the public school system. .
- 7.) Develop a program to monitor the hiring and promotion of city high school graduates by the private sector.
- 8.) Promote the expansion of day care and supervised after school opportunities.
- 9.) Promote programs to increase the hiring of persons with disabilities.
- 10.) Work with the Department of Labor to develop an effective training, retraining and job placement strategy, in order to be prepared in the event of a large business closing.

11.) Inventory existing, undeveloped land which is zoned for business uses in order to identify shortages, and then react to these shortages.

12.) Concentrate retail sales, specialty shops, governmental and legal activities in the Central Business District.

13.) Adopt an aggressive and creative marketing campaign to attract more people to the Central Business District.

14.) Inventory and acquire new tracts of land, particularly in the Industrial Redevelopment Zone, for the development, with the states assistance, of small industrial incubator facilities, as allowed for in Chapter 132 of the Statutes.

15.) Market available land and buildings, with the intent of attracting high growth industries for the year 2000 and beyond.

16.) Maintain and economically sound balance between residential, commercial and industrial property taxes.

17.) Amend Zoning Code to allow for the incorporation of fiscal impact analysis for large residential special exception uses, in order to better understand the fiscal ramifications of the development.

ON HOUSING

1.) Avoid zone changes allowing for residential density increases which would over burden the capacity of the city's infrastructure.

2.) The Housing Partnership and private developers should be encouraged to provide affordable housing in a manner as discussed in the affordability section of the Housing Plan.

3.) Adopt regulations which will lead to the gradual revitalization of older, problem neighborhoods by the private sector.

4.) Address the problems in existing neighborhoods which tend to be losing vitality.

5.) Consider the fiscal impact, in terms of city services, of large residential special exceptions prior to their approval.

ON TRAFFIC AND TRANSPORTATION

- 1.) Induce the State to provide a uniform road width on Route 66 for four basic travel lanes, sidewalk areas, and synchronized re signalization of all traffic signals.
- 2.) Study and address traffic problems on East Street and Newfield St. and South Main St.
- 3.) Study and address the implications, in regard to traffic volumes and problems, of large scale developments on Saybrook Road.
- 4.) Study and propose solutions to improve the safety of critically dangerous streets and intersections.
- 5.) Adopt a policy to avoid and eliminate unnecessary curb cuts on the cities arterials and collectors.
- 6.) Develop a schedule to undertake the intersection and signalization improvement recommendations found in the Wilbur Smith Downtown Traffic Study of August 1989.
- 7.) Encourage employees of downtown businesses to utilize the existing mass transit system.
- 8.) Develop a safe and attractive system of bike, walking and jogging paths for both transportation and recreation.
- 9.) Require the installation of a carefully planned, high quality sidewalk system, including attractive and vigorous street trees.
- 10.) Analyze and design a traffic separation system to protect the residential areas in the vicinity of Smith Street, Miner Street and Glenwood Terrace from traffic generated by the Interstate Trade Zone.
- 11.) Redesign the Randolph Road and South Main Street intersection to correct the mis-alignment of Randolph Rd. and create a single four way intersection.
- 12.) Work with State agencies to provide for an elevated pedestrian bridge over Route 9 in order to reintroduce the Central Business District and the river front.

- 13.) Work with State agencies to analyze and design direct access to the CBD for north bound traffic on Route 9 to eliminate the two traffic lights.
- 14.) Work with State agencies to optimize access to the CBD from Route 9 south.
- 15.) Provide for the redesign of the Arrigoni Bridge approach to separate through traffic on Route 66 from local and CBD shopper traffic.
- 16.) Integrate with the above a loop traffic system around the CBD. Channel all through traffic from Route 66 to utilize Newfield Street for any northerly traffic movement and Routes 9 and 17 for southerly movement to avoid congestion in the CBD.
- 17.) Widen and provide for all other necessary improvements to the road network comprising the above mentioned loop system.
- 18.) Analyze and design a safe and efficient cross collector road in the Westfield area.

ON NATURAL RESOURCES

- 1.) Designate undeveloped areas of significant natural resources as private open space on the land use map. This will reduce the pressure of taxation on property owners and thus reduce the likelihood of sales to developers.
- 2.) Do all possible, working with the State and non profit organizations, to acquire and \ or provide access to the land along the Connecticut River, our most valuable natural resource.
- 3.) Review and expand streambelt regulations to protect water quality and floral and faunal habitat in all the city's streams and streambelts.
- 4.) Review and expand "Protection of Water Resources" in the Zoning Code to insure both quality and quantity in the city's future water supply.
- 5.) Do our share and encourage a regional approach to addressing the non point source air quality problems here in the Greater Hartford Connecticut River Valley.

6.) Strengthen "Performance Standards" in the Zoning Code in order to limit point source emissions of both air and noise pollution.

7.) Amend Zoning Code to allow for the incorporation of air and noise impact criteria for special exception uses in order to better understand and mitigate the potential air and noise pollution from the proposed development.

8.) Strengthen regulations to protect valuable trees and tree species in the city.

ON RECREATION

1.) Inventory recreation facilities currently available in the city, compare to the State Comprehensive Outdoor Recreation Plan (SCORP) standards and recommend the establishment of new facilities.

2.) Provide for safe, well maintained and managed facilities which are accessible to the handicapped.

3.) Provide for compatible recreational uses within our existing open space areas.

4.) Inform citizens of Middletown of the many recreational opportunities in the city.

ON OPEN SPACE

1.) Link existing open space areas with newly acquired areas, stream belts, flood plains and utility rights of way.

2.) Designate important parcels of privately owned open land as private open space for preferential tax treatment under Public Act 490.

3.) Preserve, via fee simple acquisition or conservation easements, those areas designated as priority acquisition areas delineated on the Open Space Plan Map.

4.) Strongly consider the open space plan when reviewing proposed subdivision plans for open space dedication.

5.) Establish an open space trust fund, separate from the general fund, to be used for the acquisition of important and threatened open space lands.

6.) Support and encourage the Middlesex Land Trust, so that the Planning and Zoning Commission has the option to require that open space be deeded to the land trust rather than the city.

7.) Induce state departments to designate portions of their undeveloped land holdings in Middletown as permanent open space.

ON URBAN DESIGN

1.) Amend and strengthen the city's site plan review process in order to strengthen Planning staffs power when negotiating with the developer to insure creative planning for urban design.

ON CITY BEAUTIFICATION

1.) Continue, expand and enforce the existing recycling program to insure that Middletown does its share in addressing the solid waste crisis the country is now experiencing.

2.) Encourage the merchants in retail and commercial areas to keep their store front and sidewalk area attractive and litter free.

3.) Encourage garden clubs to establish attractive planting beds throughout the city.

4.) Require the maximum number of shade trees and planting beds on site plans, particularly within the front yard landscaped areas. Species selected should be resistant to adverse road conditions and sufficiently dense to screen the establishment from view.

5.) Strongly recommend that retail establishments keep their planting beds and lawns well maintained.

6.) Strengthen the Sign Regulations in the Middletown Zoning Code so as to insure attractive signs city wide.

7.) Establish the position of a City Horticulturist to establish, design, and oversee the maintenance of city gardens.

CHAPTER 2

HOW DO MIDDLETOWN CITIZENS FEEL ABOUT THEIR CITY?

In July of 1989, 3057 surveys were sent to households of registered voters throughout the city of Middletown. The purpose of the survey was to document public attitudes, for this Plan of Development, toward the problems and prospects concerning future growth and other issues pertinent to the Plan of Development. More specifically, the survey asked for citizen input regarding choices and priorities concerning housing, the local economy, recreation, open space, urban problems, safety, traffic, community facilities, environmental concerns and neighborhood improvement. The Planning Department considers the survey results to be a strong and meaningful statement from the citizenry regarding efforts to formulate a future direction for the city.

A total of 949 or 32 % of the surveys were returned within the next month. By any statistical measure a citywide return of 32 % is indeed impressive. It shows that the people of Middletown have a genuine interest in helping to shape their communities future.

WHO RESPONDED TO THE SURVEY?

The majority of those responding to the survey were long time residents of the city. The average number of years that survey respondents had lived in the city was 30 years. The age distribution of the respondents was as follows:

<u>AGE DISTRIBUTION</u>	
18-30	16 %
31-45	31 %
46-64	25 %
65-up	30 %

The majority of respondents (54%) lived in single family homes with 33% living in apartments and 13% in condominiums.

When asked where the respondents work 49 % indicated in Middletown, 40% indicated outside of the city and 11 % indicated retired.

The average household size in the city was 2.5 persons per household. This figure is the same as the average household size for the city in the 1980 U.S. Census of the Population.

This figure strongly supports the Planning and Zoning Department population estimates for 1989, included in the population chapter of this plan, which were considerably higher than the State Office of Policy and Management estimates.

THE SURVEY FINDINGS

The majority of the information coming from the survey, which is incorporated in its entirety into this Plan of Development, will be particularly useful in the Community Facilitates and Capital Improvements portion of the Plan of Development.

The following highlights were especially useful, to the Planning staff and the Plan of Development Sub Committee, in formulating goals, objectives recommendations and maps for this portion of the Plan.

- 1.) The overwhelming majority of respondents are quite satisfied with their dwelling unit and their neighborhood.
- 2.) Sixty percent of those responding to the survey agree that the town should increase the supply of low and moderate income housing.
- 3.) It appears that multi-family dwellings should be dispersed throughout the city. But, the comments to this question suggest that the city should avoid increasing residential densities.
- 4.) The majority of respondents felt that Middletown should actively pursue further Commercial and Industrial development. Respondents clearly recognize the importance of the Commercial and Industrial portion of the city's tax base.
- 5.) Air quality and solid waste disposal are important issues here in the city.
- 6.) More open space land acquisition, dispersed throughout the community, is strongly desired. (81%)
- 7.) The majority of respondents are in favor of the establishment of bicycle, hiking and jogging trails.

8.) A slight majority of the respondents were opposed to the development of a municipal golf course by the city. This is most likely the result of the respondents taking into consideration the tax consequences of such a large municipal project.

9.) A majority of respondents would like to go places in the city at night but do not because they would not feel safe. The majority of respondents indicated that these places were downtown, particularly the north end, and the Harbor Park area.

10.) The majority of respondents shop for food in the city and for clothing outside of the city.

11.) There is a large consensus that the library is an excellent and frequently used facility.

12.) When asked What new programs and facilities would you like to see in Middletown, the most common responses, among those who responded, were as follows:

More Library parking	Preschool programs
Teen activities	Adult recreation
Movie theater in CBD	More playgrounds
Better ice skating area	Road improvements
Development Moratoria	Art programs
Dance programs	More tennis courts
Improved recycling	Improved park maintenance

13.) When asked How can the city improve its appearance, The reoccurring improvements, from those who responded to this question, were as follows:

Remove vagrants from CBD	Remove soup kitchen from CBD
Clean up CBD	Increase tree plantings
Clean up river front	Address north end problem
Move soup kitchen to CVH	More flower beds citywide
Improve public housing areas	Improve access to the river
Widen Route 66	More open space
Less multi-family development	

14.) When asked other than price why would you not shop in downtown Middletown, the majority of those responding to this question indicated that a lack of variety was the major reason why they would not shop in the downtown area. The other reoccurring reasons for not shopping in the downtown were as follows:

Parking
Vagrants
Unsafe feeling
Not convenient

Traffic congestion
Lack of quality stores
Lack of a true department store

HOW THE UPDATED PLAN OF DEVELOPMENT RECOMMENDATIONS REFLECT THE RESULTS OF THE PLANNING AND ZONING SURVEY OF CITIZENS

This updated Plan of Development for the year 2000 and the Zoning Code and regulatory changes recommended by the Plan of Development Sub Committee and Planning staff are designed to reflect the public preferences expressed through the survey.

There is an emphasis on issues concerning air quality and the plan contains several new chapters and sections. These new chapters and sections include, to mention a few, a housing affordability section, an aggressive economic development chapter with commercial area studies and also natural resource and open space chapters which recognize and recommend the preservation of valuable natural resource areas.

CHAPTER 3

THE PEOPLE - HOW MANY ?, THEN, NOW AND TOMORROW

An important part of any Plan of Development framework is the gathering and analysis of information in regard to population trends and projections. This section is essential in a Plan of Development for it helps to describe the extent and quality of the present and potential labor force and, at the same time, population and age distribution projections will help to indicate the level of services and the expenditure of funds which may be required for education, elderly services, day care, and other public and quasi public functions.

The most valuable source of demographic information is the United States Census of the Population. While the 1980 census data is available, it is dated. For this reason, this section will pull together information from a variety of reliable sources. When the 1990 Census becomes available this section will be updated and adopted as part of the Plan of Development.

REGIONAL TRENDS

Middletown does not stand alone as an island. The road network provides surrounding communities access to the city and, in particular, the city's downtown. For this reason, it is important to first review the demographics of the region which Middletown is in. Middletown and seven adjacent towns are in the "MidState Region". This region constitutes Middletown's primary trading area and "area of influence". The communities of the region are, to a considerable extent, interdependent. Growth and development of each will depend on the growth of the whole. Figure 3.1 displays this region in relation to the rest of the state. Table 3.1 shows the trends of population in these communities. From this table it is clear that Middletown contributes significantly (44 %) to the entire regions population. But, in 1940 Middletown's population comprised 64 % of the region's population, in 1950 the figure was 50% and in 1980 the figure was 45 %. These figures are a reflection of the decentralizing suburbanization trend which has been occurring nation wide.

MIDSTATE REGION

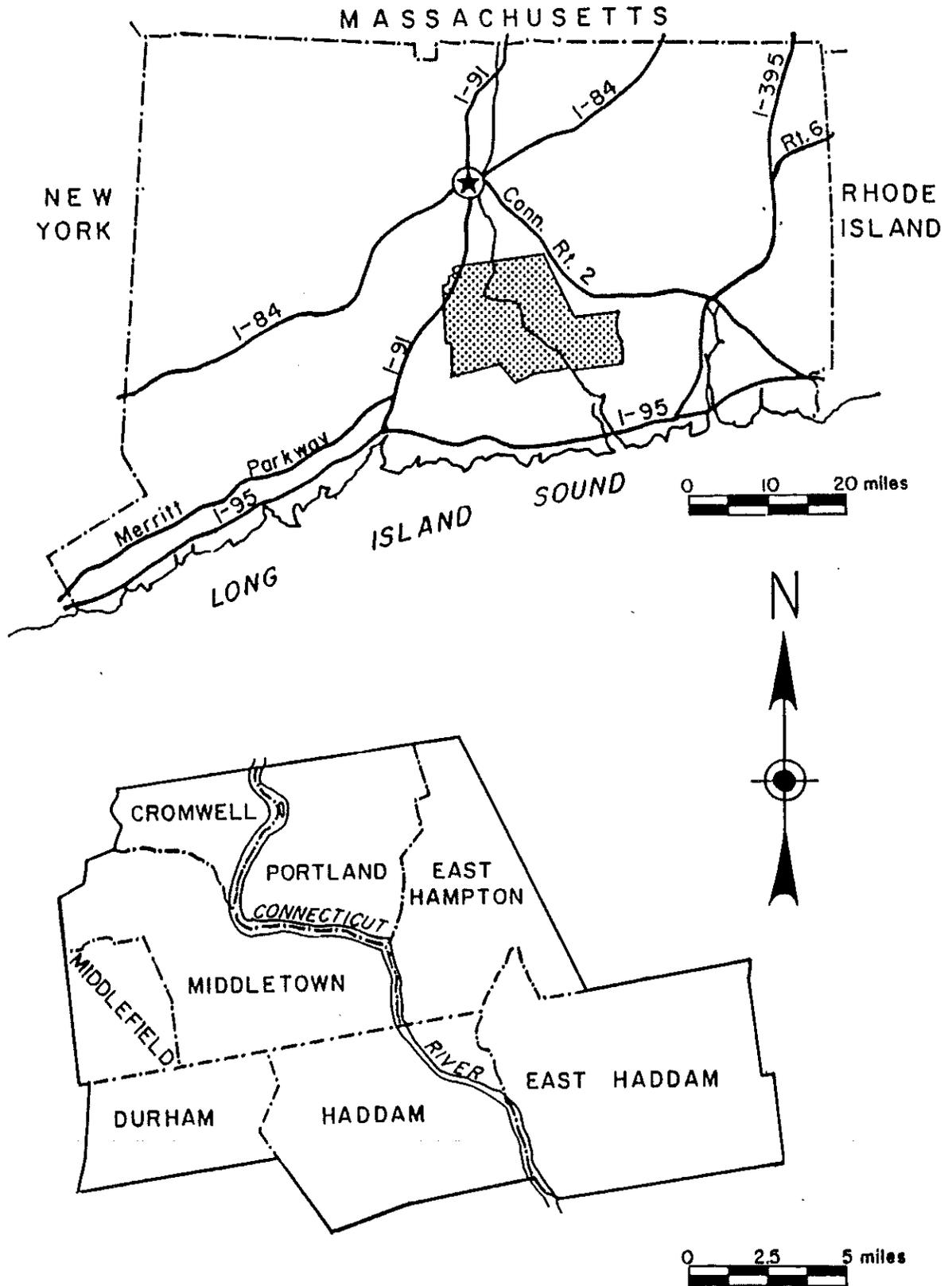


FIGURE 3.1

TABLE 3.1
TOTAL POPULATION 1980, 1986 ESTIMATE

<u>TOWN</u>	<u>1980</u>	<u>1986</u>	<u>% CHANGE</u>
Middletown	39,040	41,220	5.6
Cromwell	10,265	11,390	11.0
Durham	5,143	5,530	7.5
East Haddam	5,621	6,270	11.5
East Hampton	8,527	9,350	9.0
Haddam	6,383	6,740	5.6
Middlefield	3,796	3,900	2.7
Portland	8,383	8,610	2.7
<u>Region</u>	<u>87,203</u>	<u>93,010</u>	<u>6.6</u>

Source: U.S. Census, Ct. Dept. of Health

Table 3.2 provides projected population by age group for the Midstate Region. As the table indicates, several changes in the age distribution of the region's population are expected by the year 2000. A significant decline in the number of children (under 20 years) and young adults (20-35 years) is anticipated, while adults and the elderly are expected to see significant increases. The increase in the elderly population, a national trend, is expected to have a significant impact on the Region and all of the individual communities.

TABLE 3.2
MIDSTATE REGION POPULATION BY AGE

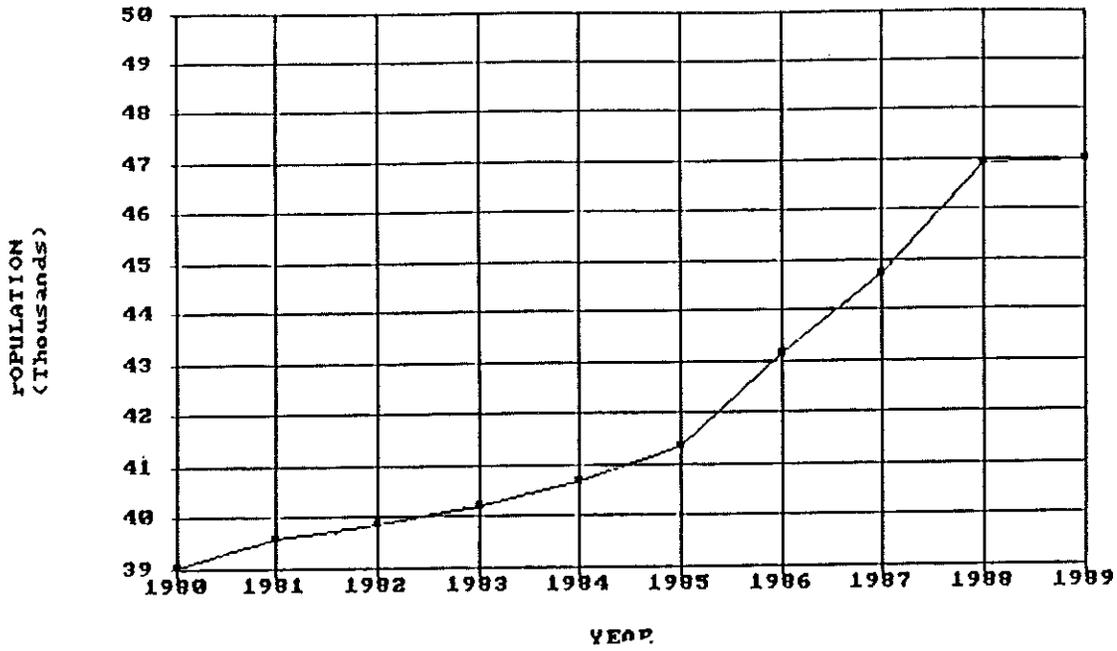
<u>AGE</u>	<u>1980</u>		<u>2000</u>	
	<u>NUMBER</u>	<u>%</u>	<u>NUMBER</u>	<u>%</u>
0 - 19	26,097	30	23,065	22
20 - 34	23,647	27	20,236	20
35 - 64	27,999	32	45,843	43
65 +	9,460	11	14,084	15
<u>Total</u>	<u>87,203</u>	<u>100</u>	<u>103,228</u>	<u>100</u>

LOCAL TRENDS

Historically, Middletown's population has almost always been an increasing population. This is unlike surrounding somewhat larger cities. Figure 3.2 displays the cities historical population from 1790 to 1980. Also shown in Figure 3.2 are more recent population estimates by the city's Planning Department. This figure clearly displays the record growth the city experienced between 1985 and 1988.

RECENT POPULATION ESTIMATES

Source: Building & Planning Dept.



MIDDLETOWNS HISTORICAL POPULATION

Source: U.S. Census, Building Dept.

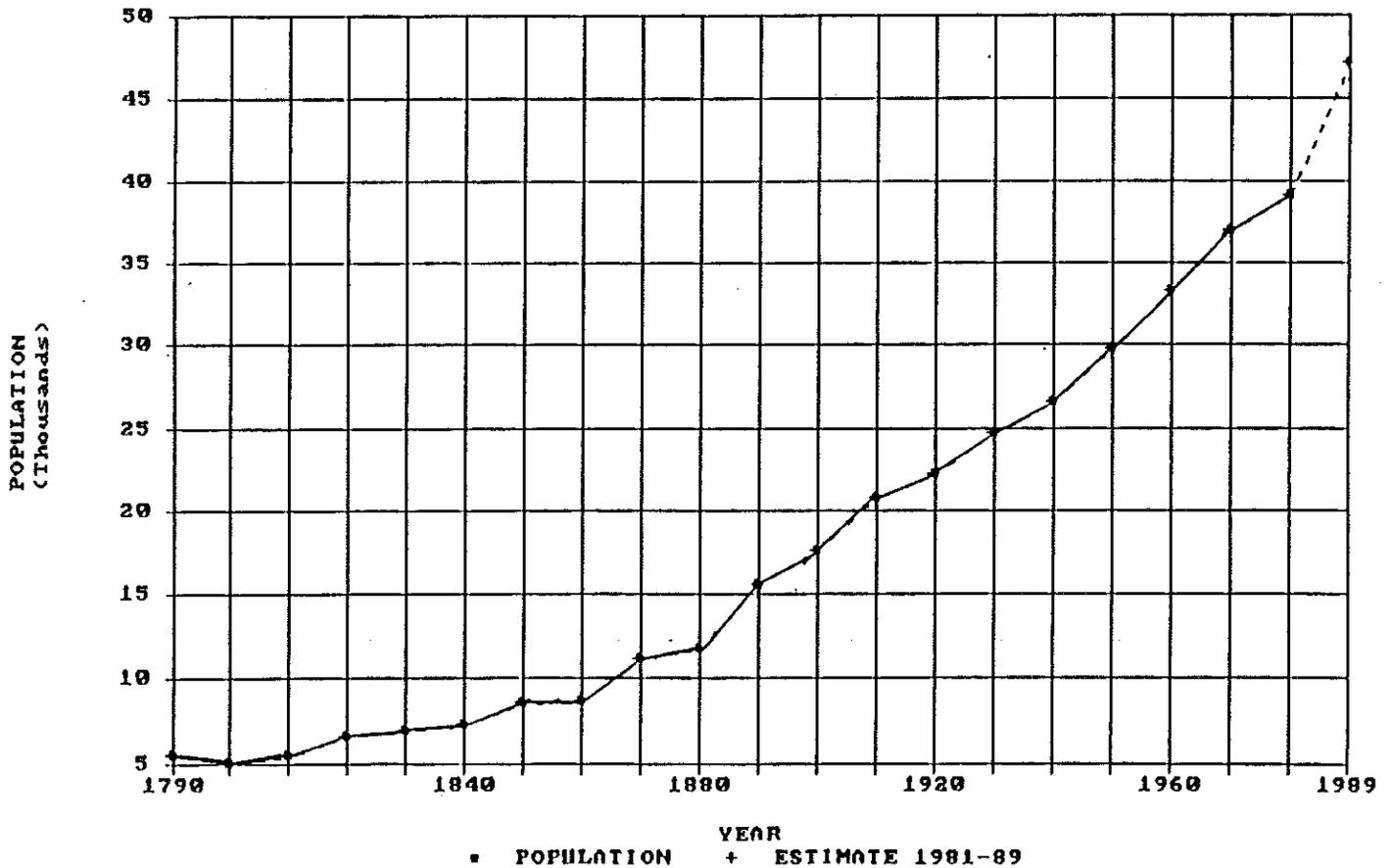


Figure 3.2

The age distribution of this population is important to understand in order to correctly plan for city services, such as schools or programs for the elderly. Figure 3.3 displays the 1980 and the projected 1990 age distributions for the city. From this figure, it is clear that Middletown has an aging population, similar to most other towns and the state, as was discussed earlier. This aging population and the concomitant decline in the the younger cohorts will have a significant impact on the city.

1980 & 1990 Age Distribution

Source: U.S. Census & Ct.OPM

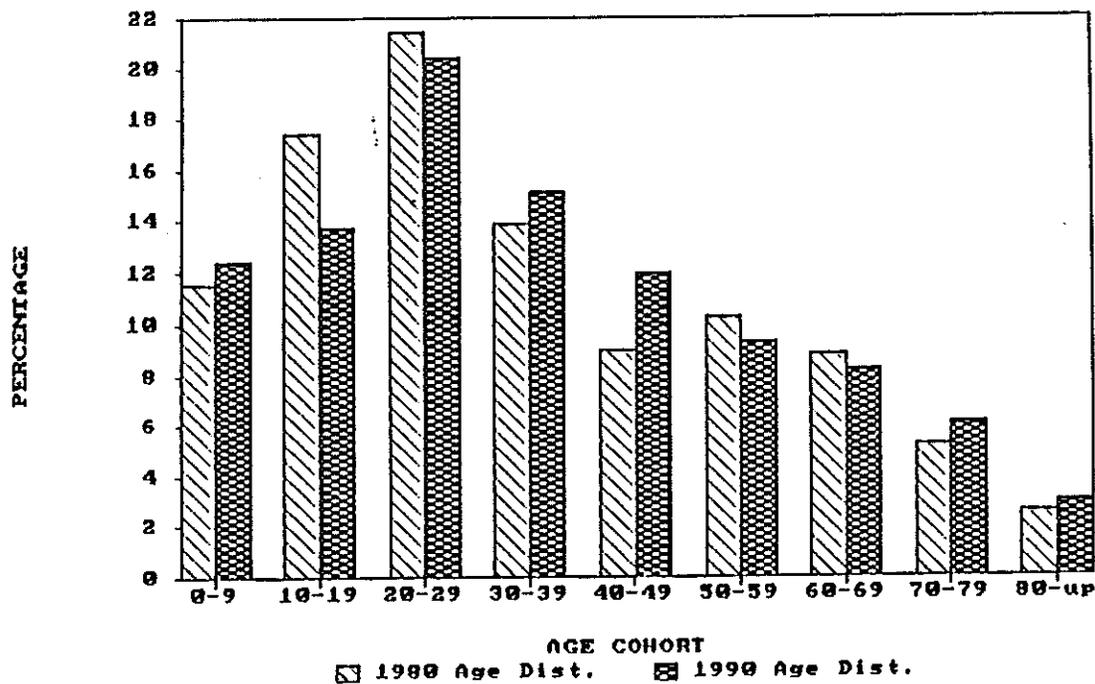


Figure 3.3

It is important to project the future population in the city to better understand the future demand for services. This projection was accomplished using two methods. The first method was simple linear regression using historical data. The second, more reliable method was the land use method. This method is based on the density allowed for in the current zoning scheme. Using Housing Partnership estimates of potential units based on available vacant land, subdivision records, building permits and other information, the Planning office estimated the population at total residential build out to be approximately 63,582 residents. The next figure, figure 3.5, displays these two projections. Interestingly, the 1965 Middletown Plan of Development, done by Technical Planning Associates, estimated the ideal population in the year 2000 to be 65,000 residents.

PROJECTIONS INTO THE FUTURE

Source: Middletown Planning Office

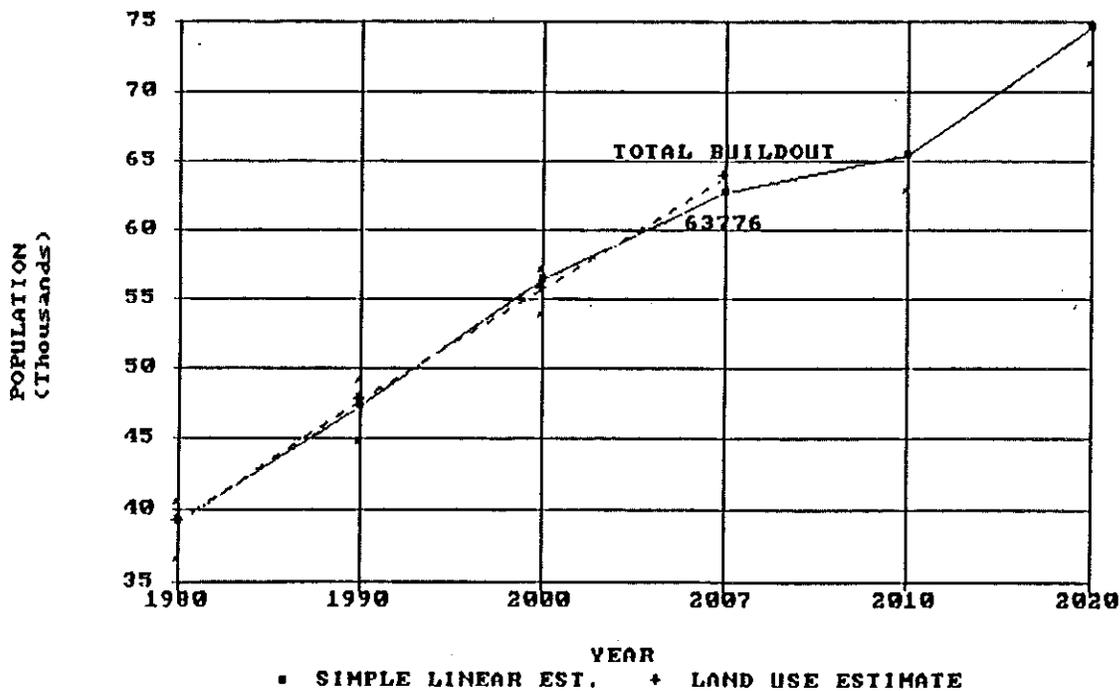


Figure 3.5

Another interesting and important projection to review is the future age distributions. The U.S. Census reported and the Office of Policy and Management has estimated future distribution for the years 1980, 1990, 2000 and 2010. These distributions are shown in figure 3.6.

FUTURE AGE DISTRIBUTIONS

Source: Office of Policy and Management

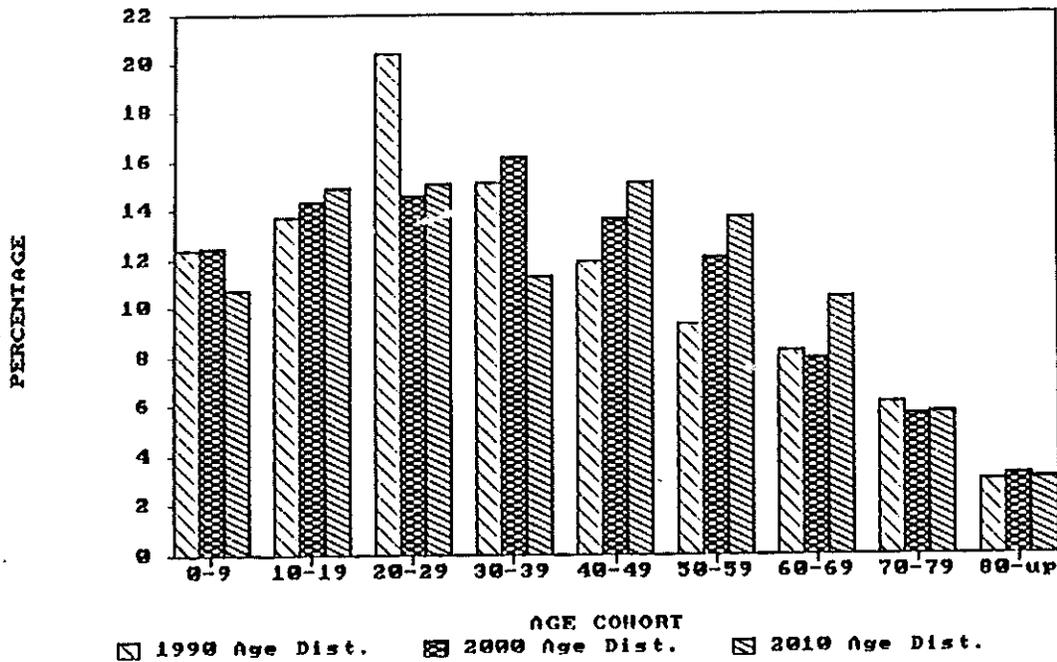


Figure 3.6

DEMOGRAPHIC SUMMARY

- 1.) The "MidState" region has been growing steadily, and some towns have grown dramatically.
- 2.) The "MidState" region's population is becoming a significantly older population, which will increase the need for further planning for the elderly.
- 3.) Middletown's population has been increasing steadily and it is expected to continue to do so into the year 2000.
- 4.) Housing demand will remain steady as a result of an increasing population, a declining family size and a somewhat still affordable real estate market compared to other surrounding towns.

5.) The age distributions indicate that:

- a. The less than 5 year old age cohort has increased dramatically between 1980 and 1989 and the 20 to 29 year old age cohort has declined. This is indicative of the trend of more career oriented couples, who have waited to have families, now having them.
- b. The 20 to 29 year old age cohort, or first time home buyers, is the largest cohort, but they are becoming increasingly shut out of Middletown.
- c. The 30 to 39 and 40 to 49 year old age cohorts are increasing. This displays the fact that Middletown's population is shifting to a population of older, more established, second home families.
- d. Middletown's population is expected to become an increasingly older population into the year 2010. This will increase the need for a further emphasis on planning for older populations.
- e. Due to this aging population the current labor shortage will intensify, barring any significant economic downturns, especially in the lower paying retail and low end service sectors.

6.) Finally, the city should be planning for an ultimate population of approximately 65,000, as suggested in the 1965 Plan of Development.

CHAPTER 4

HOUSING: HOW MANY?, WHAT TYPE?, WHERE?, AND HOW AFFORDABLE?

In order to achieve the most desirable composition and quality of dwelling units in the community the housing and residential construction portion of the Plan of Development has identified the following goals:

To continue to encourage diversity in the available housing stock in order to provide for and attract an economically and culturally diverse population.

To identify older neighborhoods in need of rehabilitation and adopt polices and regulations to encourage this rehabilitation while discouraging gentrification.

It is important to have a housing and residential construction portion in the Plan of Development to better understand the currently available housing stock and the potential future housing stock. Understanding the type of future housing available in the city will contribute to a better understanding of the future socio-economic characteristics of the city's population.

This portion of the Plan of Development will review recent residential construction activity, the current number of dwelling units, the potential number of units and, finally, will analyze the affordability of a home in Middletown in relation to various income groups. This portion of the Plan of Development will then end with several conclusions and recommendations aimed at achieving the housing and residential construction goals as discussed above.

CONSTRUCTION ACTIVITY

Middletown has experienced a rapid surge in residential building construction over the past several years. Figure 4.1 displays the building permit activity over the past 5 years. From this figure it is clear that construction activity has decreased substantially in 1988, down from record highs in 1985 through 1987, and it appears activity will also be much slower in 1989. Figure 4.2 displays the certificate of occupancy activity. The large number of certificates of occupancy, in 1988, is merely a delayed effect from the past record years in terms of building permits.

BUILDING PERMITS 1985-SEPT. 1, 1989

Source: Middletown Building Department

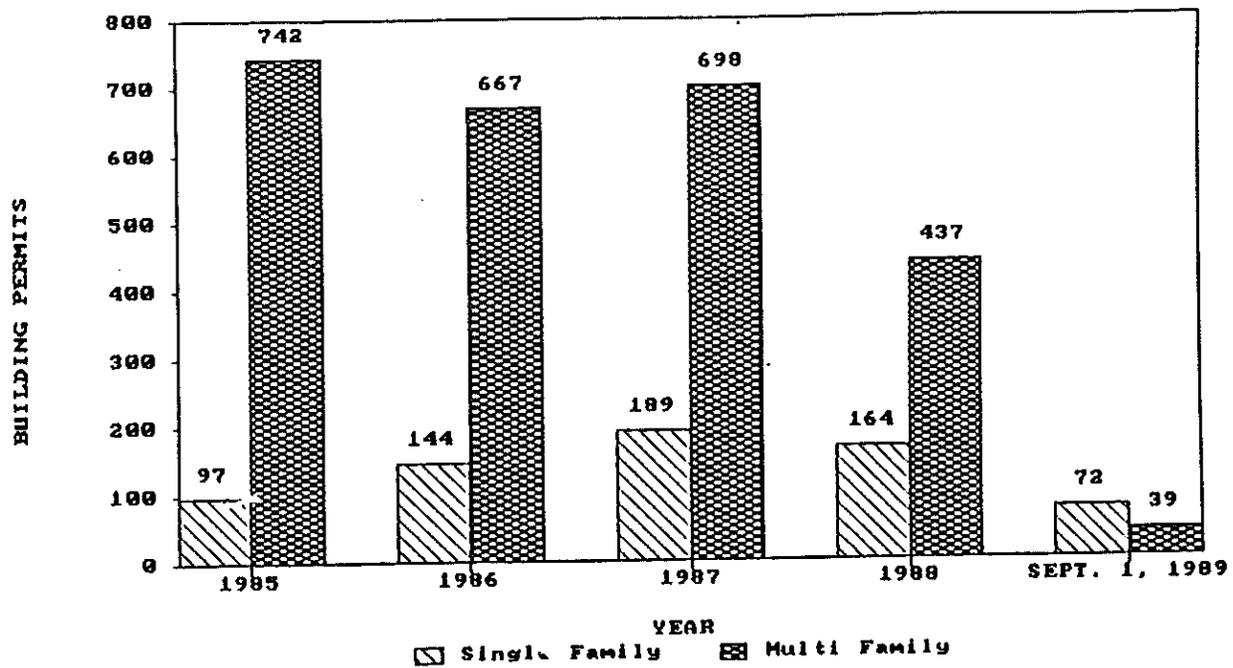


Figure 4.1

CERTIFICATES OF OCCUPANCY 1986-89

Source: Middletown Building Department

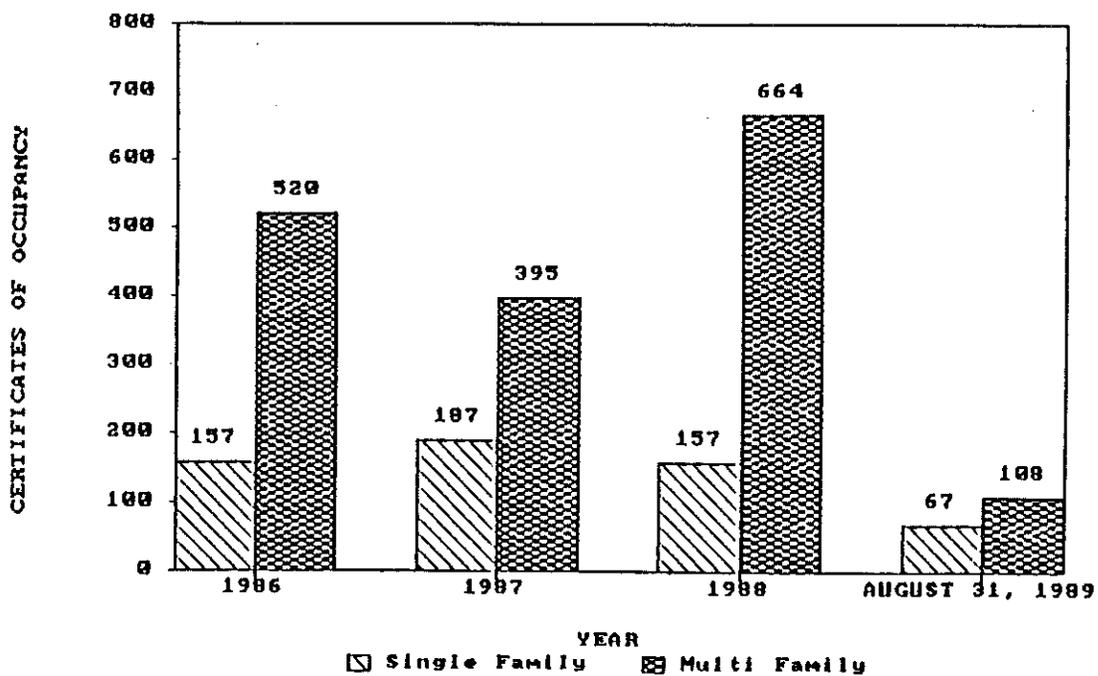
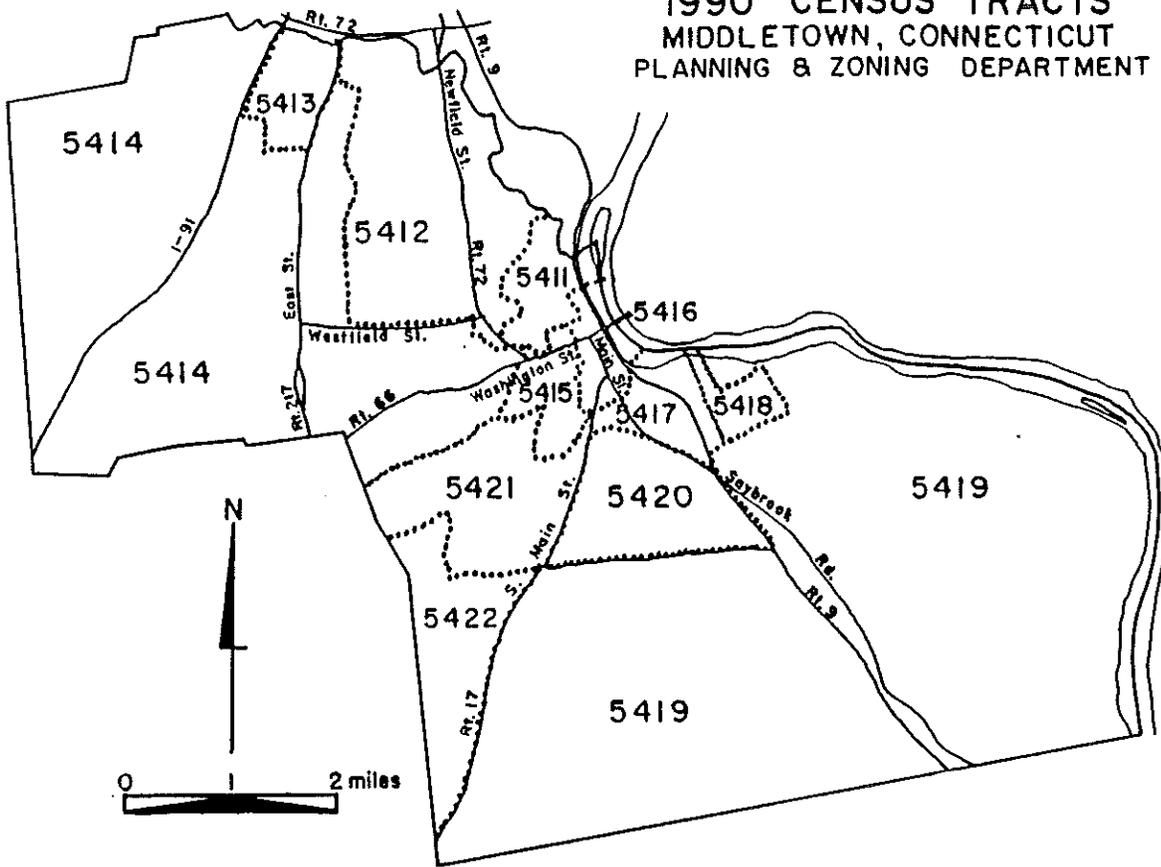


Figure 4.2

THE CURRENT HOUSING SUPPLY

This rapid surge in construction activity has resulted in a substantial increase in dwelling units over the past decade. In 1980 there was a total of 14,774 housing units in the city. From 1980 to Sept. 1, 1989 there have been 4,010 building permits issued for the construction of both multi-family and single-family dwelling units. This addition in units since 1980 results in a total of 18,784 dwelling units in the city. This growth represents a 27 % increase in housing units. The next two figures, 4.3 and 4.4, display the distribution of dwelling units, by census tract, throughout the city. From these figures, it is clear that the Westfield portion of the city contains a substantial portion of the entire city's housing stock. Figure 4.5 displays the change in the number of dwelling units between 1980 and Sept. of 1989. In this figure, it becomes obvious the most substantial growth occurs in the 5413 census tract. This is the result of the multi-family construction in the Westlake Planned Residential Development. In order to gain a further understanding of the housing stock and the population contained within, it is important to divide the total number of dwelling units into single-family and multi-family dwellings. Figure 4.6 accomplishes this and shows that the multi-family homes have been increasing much more rapidly than single-family. Figure 4.7 shows the distribution of multi-family (56 %) and single-family (44 %) dwelling units.

1990 CENSUS TRACTS
MIDDLETOWN, CONNECTICUT
PLANNING & ZONING DEPARTMENT



HOUSING UNITS BY TRACT

Census Tract	Units 1980	1985	AUGUST 31, 1989
5411	1206	1207	1213
5412	1615	1615	1909
5413	1511	1841	3412
5414	2240	2409	2850
5415	737	766	812
5416	1329	1404	1502
5417	890	943	950
5418	28	31	31
5419	1911	2041	2239
5420	1681	1708	1863
5421	1140	1159	1372
5422	486	561	631
TOTAL	14774	15685	18784

Figure 4.3

Units by Census Tract, Sept. 1, 1989

Source: Middletown Building Department
5419 (11.9%)

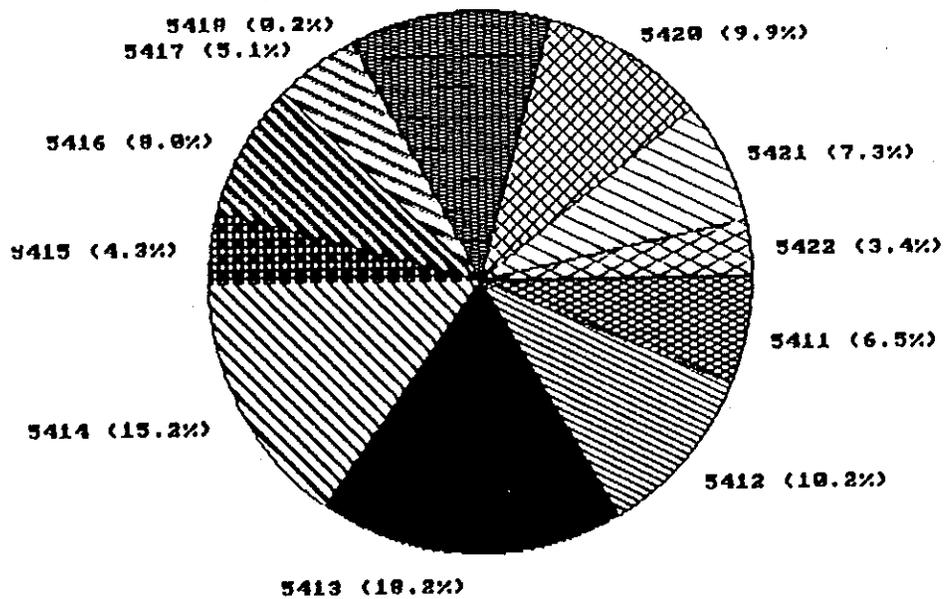


Figure 4.4

CHANGE IN UNITS 1980-SEPT. 1 1989

Source: Middletown Building Department

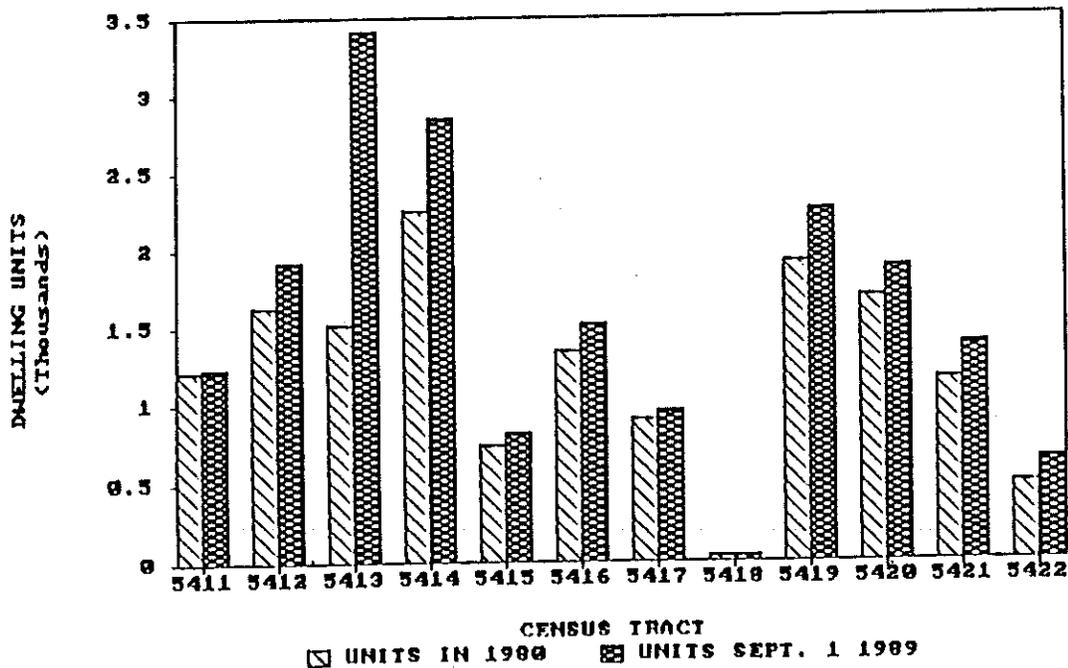


Figure 4.5

TOTAL SINGLE & MULTI FAMILY UNITS

Source: Middletown Building Department

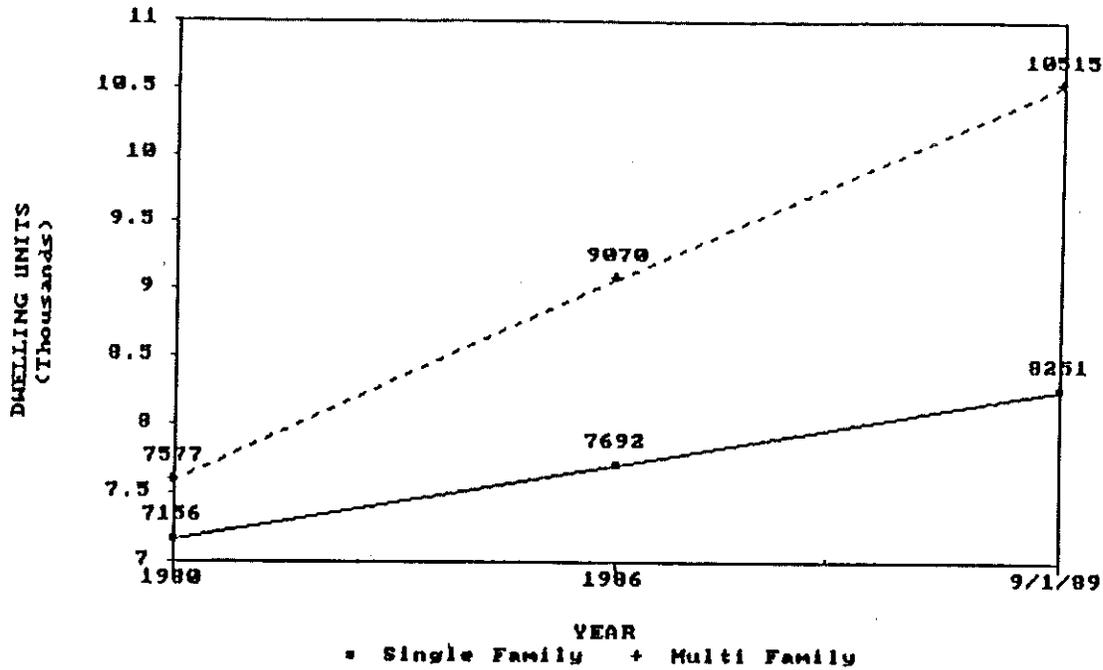
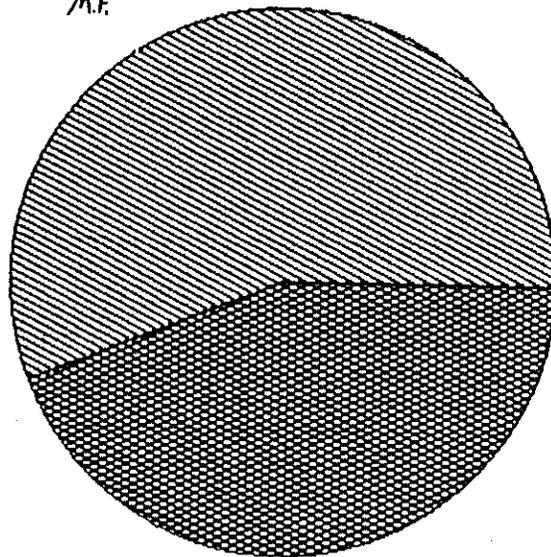


Figure 4.6

Single & Multi Family Units Sept. 1, 89

Source: Census, DOH, Building Dept.

(56.0%) M.F.



(44.0%) S.F.

Figure 4.7

THE COMPOSITION OF THE FUTURE HOUSING STOCK

This distribution of single and multi-family homes is generally not a favorable mix. Therefore, in order to understand whether the future distribution will be similar to the present distribution the Planning Office predicted the future mix. Based on the density the current zoning scheme allows for, it becomes clear that there is far more room for single-family home expansion. Figures 4.8 and 4.9 display the approximate distribution of multi-family and single-family dwelling units at the time of total residential build out, approximated in the year 2007, barring any significant residential zone changes.

DWELLING UNITS AT TOTAL BUILDOUT

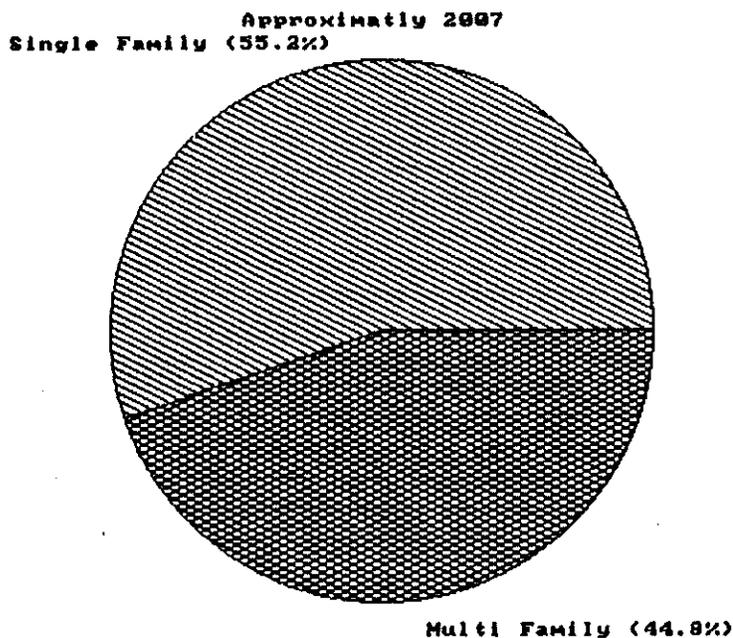


Figure 4.8

DISTRIBUTION AT TOTAL BUILD OUT

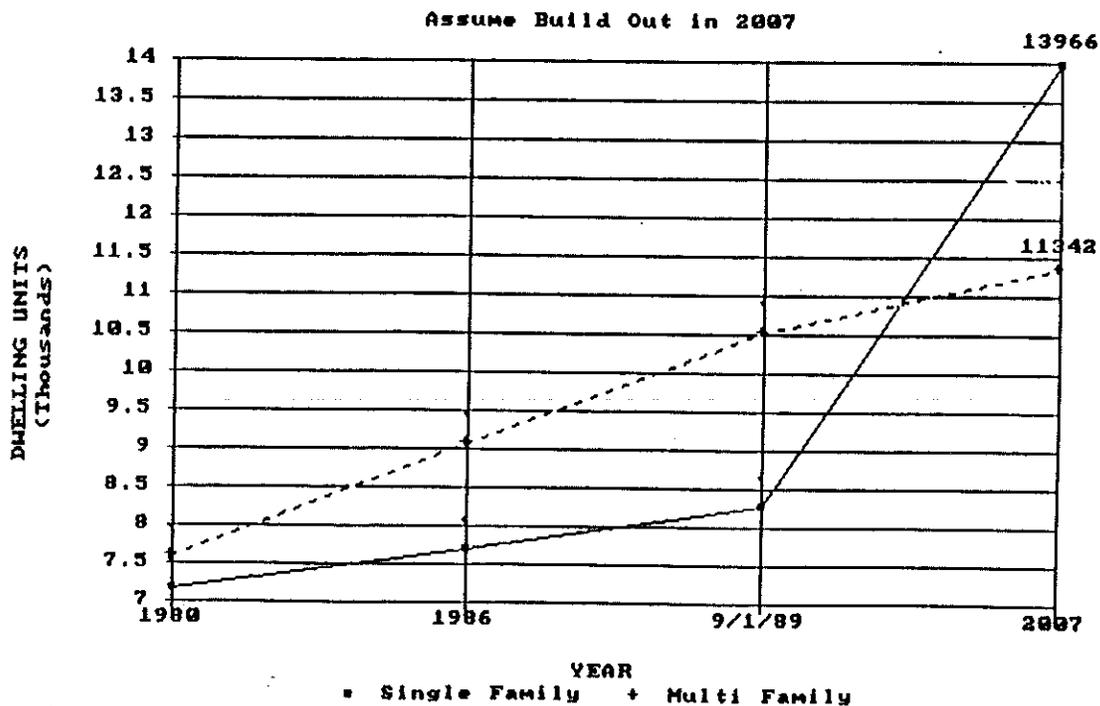


Figure 4.9

HOUSING UNITS IN PLANNED RESIDENTIAL DEVELOPMENTS (PRD)

Project: Wesleyan Hills PRD I
Census Tract: 5422

BLUE AREA

Blue Acres	15 DHU
Blue Road	5 DHU
Blue Bell	17 DHU
Blue Bird	14 DHU
Blue Grass	16 DHU
Blue Hill	13 DHU
Blue Meadow	12 DHU
Blue Orchard	16 DHU
Blue Spruce	18 DHU
TOTAL	121 DHU

YELLOW AREA

Yellow Birch	13 DHU
Yellow Green	13 DHU
Yellow Orange	12 DHU
Yellow Pine	9 DHU
Yellow Wood	10 DHU
Yellow Yellow	12 DHU
Yellow Hill	8 DHU (1 site plan approved)
TOTAL	77 DHU

RED AREA

Red Clover Circle	9 DHU
Red Orange	16 DHU
Red Yellow	9 DHU
Laural Grove Rd.	8 DHU
Red Ridge	25 DHU (pending final approval)
TOTAL	67 DHU

ORANGE AREA

Governors Grove	38 AHU
Laural Ridge	26 AHU
TOTAL	64 AHU

BROWN AREA

Green Briar	6 DHU
Meadowview Condo's	25 DHU
Long Hill Condo's	3 DHU
TOTAL	34 DHU

GREEN AREA

Ridgely	96 AHU
Long Hill Condo's	110 AHU
TOTAL	206 AHU

TOTAL IN WESLEYAN HILLS **569**

Project: Westlake PRD II
Census Tract: 5412, 5413

1.) Trolley Crossing	191 AHU	10.) Northwoods	336 AHU
2.) Highlands	201 DHU	11.) Town Place	166 AHU
3.) Peppermill Village	282 AHU	12.) Carriage Crossing	325 AHU
4.) Burgundy Hills II	102 AHU	13.) The Meadows	68 AHU
5.) The Farms	86 AHU	14.) Forest Glen	304 AHU
6.) Russet Park	198 AHU	15.) Town Ridge	238 AHU
7.) Beacon Hill	176 AHU	16.) Cambridge Commons	52 AHU
8.) Chestnut Hill	314 AHU	17.) Town Brooke	280 AHU
(formally Town Colony)			(incomplete)
9.) Ridgefield	262 AHU		

TOTAL IN WESTLAKE PRD **3581**

Project: North Hills PRD III
Census Tract: 5412

152 units (82 rentals, 70 condos)

TOTAL IN NORTH HILLS **152**

Project: Cedar Village PRD IV
Census Tract: 5419

- | | | | |
|-----------------------------|--------|-----------------------------|--------|
| 1.) Julia Terrace (Phase I) | 33 DHU | 3.) Julia Terrace(Phase II) | 27 DHU |
| 2.) Roberta Dr. (Phase I) | 20 DHU | 4.) Cedar Ridge Townhouses | 80 AHU |

TOTAL IN CEDAR VILLAGE 160

Project: Fieldbrook PRD V
Census Tract: 5420

- | | | | |
|---------------------|--------|--------------------|--------|
| 1.) Avon Court | 13 DHU | 4.) Litchfield Crt | 13 DHU |
| 2.) Greenwich Court | 11 DHU | 5.) Lyman Drive | 11 DHU |
| 3.) Dent Court | 12 DHU | | |

TOTAL IN FIELDBROOK 60

LARGE SUBDIVISIONS IN PROGRESS (greater than 10 lots)

<u>CENSUS TRACT</u>	<u>NAME</u>	<u>LOCATION</u>	<u>LOTS</u>
5412	Springbrook	Congdon S	35 lots
5412	Hubbard Estates	Westfield St.	77 lots
5412	Springbrook II	Brookview La.	21 lots
5412	TOTAL		133 lots
5413	Sylvan Run	East St.	42 lots
5413	TOTAL		42 lots
5414	Westfield Hills	Atkins St.	84 lots
5414	Westwood	Westfield St.	41 lots
5414	Poplar Rd.	Poplar Rd.	22 lots
5414	The Hunt Club	East St.	127 lots
5414	Sunrise Farms	Atkins St.	70 lots
5414	Orchard Hill	Orchard Hill La.	16 lots
5414	TOTAL		360 lots
5419	Talcott Ridge	Round Hill Rd.	23 lots
5419	Cranberry Lane	Maple Shade Rd.	47 lots
5419	Willow Hill	Bartholomew Rd.	15 lots
5419	TOTAL		85 lots
5420	Laural Heights	E.Main & Andrew	13 lots
5420	TOTAL		13 lots
5421	Valley Brook Vil.	Stevens La.	38 lots
5421	Wadsworth Hectares	Long Lane	21 lots
5421	Farmstead Estates	West St.	16 lots
5421	TOTAL		75 lots
5422	Laural Grove Rd.	Laural Grove Rd.	22 lots
5422	The Hollow **	S.Main, Randolph	44 lots
5422	TOTAL		66 lots
	<u>TOTAL LOTS IN PROGRESS</u>		774

** Construction Delayed

LARGE HOUSING PROJECTS OTHER THAN PRD'S

<u>CENSUS TRACT</u>	<u>NAME</u>	<u>LOCATION</u>	<u>UNITS</u>
5412	Meadoway and Rose Circle	Newfield St.	220 AHU
5412	Newfield Towers	Newfield St.	100 ADU
5412	Stonycrest	Newfield St.	49 ADU
5412	Stonycrest Towers	Newfield St.	100 ADU
5412	Willowcrest	Newfield St.	147 ADU
5412	Newfield Commons	Newfield & Tiger	19 ADU
5412	Newfield Apartments	Newfield St.	16 ADU
5412	TOTAL		651 ADU
5414	Bayberry Crest	Plaza Dr.	152 ADU
5414	New Meadows	Washington St.	191 ADU
5414	Pond View Apartments	Butternut St.	52 ADU
5414	Sutton Towers Apartments	Washington St.	212 ADU
5414	Acheson Woods	Jackson Street	22 ADU
5414	TOTAL		629 ADU
5415	Hamlin Ct. (Central School)	College St.	28 ADU
5415	Old Middletown High	Court St.	65 ADU
5415	TOTAL		93 ADU
5416	New St. Luke's	Broad St.	26 ADU
5416	Sbona Tower	Broad St.	126 ADU
5416	South Green Apartments	Church St.	125 ADU
5416	Traverse Sq.	Traverse Sq.	60 ADU
5416	Rivers Bend Apartments	DeKoven Dr.	103 ADU
5416	TOTAL		440 ADU
5417	Maplewood Terrace	Maplewood Terrace	50 ADU
5417	TOTAL		50 ADU
5419	Long River Village	Silver St.	190 ADU
5419	Summer Hill	Woodbury Circle	322 ADU
5419	Woodgate I	Washington St.	84 ADU
5419	Woodgate II (in court)	Washington St.	168 ADU
5419	TOTAL		680 ADU

5421 Rockwood Acres	Long Lane	72 ADU
5421 Santangelo Circle	Santangelo Circle	50 ADU
5421 Sunset Ridge	Wadsworth St.	76 ADU
5421 Wadsworth Grove	McKenna Drive	45 ADU
5421 Butternut Knoll Condo's	Cross St.	29 ADU
5421 The Forge	S.Main & Pameacha	77 ADU

5421 TOTAL		349 ADU
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5422 Marino Manor	Randolph Rd.	40 ADU
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5422 TOTAL		40 ADU
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<u>TOTAL UNITS IN ALL LARGE MULTI FAMILY OTHER THAN PRD'S</u>		2932
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HOUSING AFFORDABILITY

Having an understanding of the quantity and distribution of dwelling units both presently and in the future raises a new issue. This new issue, which is particularly pertinent in this region, is the question of affordability. More and more the lack of affordable housing in Connecticut is arising as one of the State's most serious problems. For this reason, Public Act 88-13 "An Act Concerning the Updating of Municipal Plans of Development" was adopted. This act requires that affordable housing be considered in the Plan of Development. The act also provides that the Plan of Development may include plans for the implementation of affordable housing programs. This section will analyze the affordability of housing in Middletown for various income groups, and then in consideration of the work of the Middletown Housing Partnership, make general recommendations aimed at bridging the affordability gap, if one is found to exist.

ON COST: What is Middletown's current real estate market?

While Middletown's housing supply has been growing steadily, the cost of these homes has increased dramatically. Based on the single-family home sales between May of 1988 and May of 1989 the median cost of a single-family was calculated to be \$ 159,900. In 1980 the Census Of The Population reported the average price of a home to be \$ 60,400. This reveals that there has been a 165 % increase in the average price of a single-family home over the past eight and one half years. Condominiums behaved similarly. The average price of a condominium during this year was \$ 108,300. This value is up 103% from the 1980 value. The next table displays the current average values for various types of single-family homes and condominiums.

TABLE 4.1
AVERAGE HOME PRICES

TYPE OF HOME	1989 AVERAGE SALES PRICE
<hr style="border-top: 1px dashed black;"/>	
FAMILY	\$167,900
Cape Cod	\$159,500
Colonial	\$220,000
Contemporary	\$145,000
Raised Ranch	\$156,500
Ranch	\$158,500
CONDOMINIUMS	\$108,300
<hr style="border-top: 1px dashed black;"/>	

In general, there are two reasons for these dramatic increases in the average price of a home. These reasons are land costs and location. Since 1980, land costs have represented an increasingly large share of the total cost of constructing a home. Statewide, between 1980 and 1986, the land as a variable in the cost of a single-family home has increased from 29% to 40%. Clearly, due to the lack of buildable land, land is gradually becoming the most significant cost in the price of a single-family home.

In terms of location, there has been substantial economic growth occurring in Middletown, and in other towns surrounding the I-91 corridor. This economic development has resulted in a dramatic impact on the Middletown housing market. The development in greater Hartford has also affected Middletown and the region. Housing prices have historically been less than those in the Greater Hartford region and easy access to major highways has been good. This has made Middletown an attractive residential alternative.

ON INCOME: What can Middletown residents afford?

While overall, the incomes of Middletown residents have been increasing, they have not matched the increase in the average price of a single-family home. Income figures for 1989 are unavailable, however, the following figures will be useful in making an estimate based on annual increases in the median family income between 1980 and 1986. This estimate as shown below would mean there has been an 106% increase in median family income between 1980 and 1989.

TABLE 4.2
INCOME FIGURES

1980 Median Family Income \$21,085
 1986 Median Family Income \$34,157
 ESTIMATE 1989 Median Family Income \$43,633 ESTIMATE

MidState Region 1987 Income Figures
 Median \$37,200
 Low \$29,760
 Very Low \$18,600

ON AFFORDABILITY: What income is required to buy a home in Middletown?

Having concluded that Middletown home prices have increased more rapidly than the incomes of Middletown residents, it is logical to discuss the incomes required to purchase these homes. The following tables analyze the affordability of homes in the following sales price distribution.

TABLE 4.3
SALES PRICE DISTRIBUTION MAY 1988 - MAY 1989

10 %	25 %	MEDIAN	75 %	90 %
\$120,000	\$142,000	\$159,900	\$193,000	\$254,000

The table below presents the incomes required to purchase the homes in this distribution. The table is based on a 30 year 10 % mortgage and assumes that a family can devote 28 % of it's gross monthly income to mortgage payments, real estate taxes and hazard insurance. One other very significant assumption was made. In developing these examples it was assumed that home buyers had accumulated sufficient funds to cover down payments and financing costs.

TABLE 4.4
INCOME REQUIRED TO PURCHASE HOMES IN MIDDLETOWN

Income Required to Purchase	Income
Lower 10 % of Homes	\$ 46,450
Lower 25 % of Homes	\$ 54,700
Median Priced Home	\$ 61,400
Lower 75 % of Homes	\$ 73,800
Lower 90 % of Homes	\$ 96,600
Average Priced Condominium	\$ 42,900

When comparing the above required income figures with the income figures available and the 1989 estimate for Middletown it becomes clear that many people, especially first time home buyers, are being increasingly shut out of Middletown's single-family home market and, in many cases, the condominium market.

ON THE RENTAL MARKET

A major source of housing here in Middletown is the rental market. In 1980 51 % of the housing units in the city were renter-occupied. For this section it is assumed that rental housing is affordable when it costs a household no more than 30 % of its gross monthly income to pay rent and utilities. The following information on rental housing in the city of Middletown was extracted from the May 1989 Middletown Housing Partnership Report.

The partnership conducted a survey of 281 two bedroom units in December 1988. This survey revealed that two bedroom non-subsidized units range from \$515 per month, including heat and hot water, to \$850 per month for a luxury unit. The survey also indicated a vacancy rate of only 1.4 %.

The next table provides estimated data on households by income range and affordable rent ranges for the various income groups.

TABLE 4.5
1988 ESTIMATED HOUSEHOLD INCOME

RENT RANGE	NUMBER	%	AFF.
< 15,000	3,219	21.8	0 - 375
15,000 - 24,999	2,863	19.4	375 - 624
25,000 - 34,999	2,320	15.7	624 - 875
35,000 - 49,999	2,947	19.9	875 - 1,250
50,000 +	3424	23.2	1,250 +

As the Housing Partnership Report pointed out, this data suggests that for most households, the private market provides units which would be affordable. This does not mean that there are not problems in the rental market.

As noted previously, the vacancy rate is only 1.4 % which is considered very tight. Furthermore, rental needs tend to be concentrated at the lower end of the income spectrum. In 1980 only an approximate 47 % of renters had incomes above the regional median. A more recent survey, conducted by the Institute of Social Inquiry at the University of Connecticut, found that statewide 53 % of households with incomes less than \$30,000 were renters compared with only 8 % of those with incomes over \$50,000. For this reason, the demand and thus the shortage for rental units is skewed towards the lower end of the income spectrum.

Based on the data available, it appears that one group which is poorly served by both the private market, and the assisted market is that group earning approximately \$ 15,000 - \$25,000 per year. This group, capable of paying \$375 to \$625 per month, must struggle to find rental units which are affordable in the private market, but may not qualify for other assisted housing.

SOURCE: Housing Partnership

IMPLICATIONS

The implications of this lack of affordability in Middletown are many and include:

- 1.) The City and the City's employers will need to raise salaries of employees to attract and retain qualified workers who can not afford to live in Middletown or the region.

- 2.) The city will lose its diversified population consisting of both blue and white collar workers of various income groups.
- 3.) Children of City residents will be unable to live in the City in which they grew up, and the social network of long time residents will erode.
- 4.) Businesses in the lower paying sectors, retail and low end service, will find it increasingly difficult to attract acceptable employees.
- 5.) Formally, untapped labor pools, such as the elderly, handicapped and retarded, will be drawn from as the labor shortage intensifies.

RECOMMENDATIONS

Middletown has already done much to encourage the provision of affordable housing. The production of affordable housing in the current real estate market will require creativity, innovation and new thinking. First and foremost the City should refer to the recommendations set forth in the Middletown Housing Partnership Report of May 1989. The following are a few techniques the city should adopt.

- 1.) Develop a strong public and private sector partnership. This has largely been accomplished with the creation of the Middletown Housing Partnership. In addition, the private sector, with public sector support, should be encouraged to provide affordable housing within market rate developments.
- 2.) The City should target firms that have large workforces and therefore must take some responsibility for the supply\demand imbalance in the affordable housing market.
- 3.) The Planning and Zoning Commission should amend its regulations to provide for the provisions as allowed for in Public Act 338. This act allows for Planning and Zoning Commissions to have, as special exception use, a use which is exempt from density limits. In granting this special exception, the Planning and Zoning Commission, working with the Housing Partnership, can require that for each unit constructed in excess of the number permitted by applicable density limits, the developer construct, either off site or on site, a unit of affordable housing. In lieu of the provisions of affordable units, the developer may be

required to make payments.

4.) The city should establish a Housing Trust Fund. Money deposited into this fund will come from many sources including payments in lieu of affordable housing construction, proceeds from sales of city owned affordable units, money allocated in the annual town budget, State Department of Housing grants, and private sector donations. These private sector donations, encouraged by tax credits, which will represent a major source to the fund, will also generate matching dollars from the Department of Housing. Once established, the fund could be used in many different ways to create affordable housing.

Three options are as follows:

a.) Create a subsidy program that lowers the cost of a house to that amount that is affordable. This subsidy could be used for land purchase and write downs, the lowering of interest rates, grants or mortgage purposes.

b.) A land purchase program in which the Housing Partnership buys developable land, reduces the price and sells or leases lots to individuals. The Housing Partnership may also act as a developer, with assistance available from Department of Housing to develop the land itself. The Housing Partnership would then sell these homes as affordable units. These units while being initially affordable, would also need deed restrictions to insure that they remain affordable.

c.) The Housing Partnership may also enter into the real estate market, purchasing existing properties and then selling them at an affordable price to those in need of affordable housing. It is essential that the deeds on these homes be restricted to insure that they will remain affordable.

OVERALL HOUSING RECOMMENDATIONS

1.) Avoid zone changes allowing for residential density increases which would over burden the capacity of the city's infrastructure.

2.) The Housing Partnership and private developers should be encouraged to provide affordable housing in a manner as discussed in the affordability section of the Housing Plan.

3.) Adopted regulations which will lead to the gradual revitalization of older, problem neighborhoods by the private sector.

4.) Address the problems in existing neighborhoods which tend to be losing vitality.

5.) Consider the fiscal impact, in terms of city services, of large residential special exceptions prior to their approval.

CHAPTER 5

MIDDLETOWN'S PHYSICAL CHARACTERISTICS AND NATURAL RESOURCES

Middletown is one of the largest, in terms of land area, of Connecticut's 169 towns and cities. Middletown has an area of 42.9 square miles. This 42.9 square miles includes, to mention a few, a highly urbanized Central Business District, flood plain, prime farm land, and rugged, steep sloped, wooded areas. The highest peak above mean sea level is 907 feet at Mt. Higby and the lowest mean sea level is 15 feet at the Connecticut River. The majority of the land in Middletown is below 480 feet.

Middletown consists of flat marshlands at the river levels to rolling hills. The Connecticut River and its tributaries, the Sebethe or Mattabesset River, Conginchaug River and Sumner Brook, are the principal waterways. The original city center lies on relatively level land, rising, slowly westward from the river level to the Wesleyan campus. The land then falls off abruptly into the valley of the Mattabesset 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 some 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 silt, although there are limited pockets of well drained gravelly or sandy soils. Near the Mattabesset 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 southern boundary.

Middletown, by virtue of its physical characteristics, as mentioned above, is perhaps one of the most unique communities in Connecticut. Its diverse landscape and natural features provide many benefits, both physical and psychological, to the citizens of Middletown. Having discussed the general physical characteristics of the landscape it is now appropriate to discuss, in some detail, the different natural resources in the city and the valuable functions which they provide. The accompanying natural resource maps delineate those areas which, because of their soils, slopes and location in relation to other features, have been identified as "environmentally critical" and thus warranting special consideration in this Plan of Development. The following two goals have been adopted for this natural resource section of the Plan of Development:

To identify, protect and preserve the significant natural resources in Middletown.

To provide for as healthy a living environment as possible by promoting clean air, reducing noise levels and continuing to provide and plan for clean water resources.

With these goals in mind the Plan of Development has identified the following objectives and strategies:

- 1.) Do all possible, working with the state and non-profit organizations, to acquire and \ or provide access to the land along the Connecticut River, our most valuable natural resource.
- 2.) *Designate large undeveloped areas of significant natural resources as private open space on the land use map. This will reduce the pressure of taxation on property owners and thus reduce the likelihood of sales to developers.*
- 3.) *Do our share and encourage a regional approach to addressing the air quality problems here in the Greater Hartford Connecticut River Valley.*

- 4.) Strengthen "Performance Standards" in the Zoning Code in order to limit point source emissions of both air and noise pollution.
- 5.) Review and expand "Protection of Water Resources" in the Zoning Code to insure both quality and quantity in the city's future water supply.
- 6.) *Review and Expand streambelt regulations to protect water quality and floral and faunal habitat in all the city's streams and stream belts.*
- 7.) Amend Zoning Code to allow for the incorporation of air and noise impact criteria for special exception uses in order to better understand and mitigate the potential air and noise pollution from the proposed development.
- 8.) Strengthen regulations in order to protect valuable trees and tree species in the city.

WETLANDS AND ENVIRONMENTALLY SENSITIVE AREAS

The wetlands, and the soils which underlie them, and the environmentally sensitive areas are, in most cases, one and the same. The environmentally sensitive areas as designated in the Purcell Study of 1980 tend to encompass flood plains, flood prone and flood hazard areas and inland wetlands. But, the Purcell study may not cover the upland wetlands which are not in a flood hazard area.

For years these areas were considered to be "swampland" whose only purpose was to generate mosquitoes and disease. The goal was to fill and drain these areas in an attempt to create land with some value. But, the environmental movement of the 1960's changed the perception of these areas. It was discovered that these "wetlands" had valuable natural functions. Functions which were important to protect and preserve. For this reason, the Connecticut legislature adopted Chapter 440 of the Connecticut General Statutes "The Inland Wetlands and Watercourses Act". This act regulated any activity within a wetland boundary. Wetlands were classified as areas with soils defined as poorly drained, very poorly drained, alluvial and flood plain. The act also allowed the municipality to oversee the permitting process, as Middletown choose to do, by adopting Inland Wetlands Regulations and creating an Inland Wetlands Agency.

Wetland functions can be grouped into three general categories. These include flood retention, flora and faunal habitat, and ground water recharge. First, in terms of flood retention the wetlands surrounding streams and rivers act as a sponge absorbing flood waters and reducing the volume of water in the stream or river channel. Secondly, the wetlands serve as valuable habitat for both flora and faunal species, including many rare species. Lush vegetation and shrubs along the wetland edges represent a valuable source of food and cover to many wildlife species and their young. Also, the calm pools in the wetlands are spawning areas for many types of aquatic wildlife. Finally, wetlands which are not over hard pan soils, act as important recharge areas for the groundwater supplies. It is these groundwater supplies which will represent and increasingly important water source in the future.

These functions, dampening the severity of flooding, floral and faunal habitat, and groundwater recharge all assist in protecting the health, safety and welfare of Middletown residents. The value of Middletown's wetlands is now well understood. Any activity in a Middletown wetland is now carefully scrutinized, to better understand the impacts of the proposed activity, by the Inland Wetlands Commission and concerned citizens.

GROUNDWATER AQUIFERS AND WATERSHEDS

Traditionally streams, ponds and reservoirs have supplied most of Connecticut's and Middletown's public water needs. And as such, the land surrounding these supplies, the watersheds, are regulated in order to reduce possible water contamination from runoff. However, land available for new surface water reservoirs is scarce and increasingly expensive. Furthermore, many existing surface water supplies do not meet the turbidity standards set by the Safe Drinking Water Act. The use of groundwater to meet the increasing water needs has many advantages over surface water. These are lower costs of development, fewer instances of bacterial and viral contamination, lower turbidity and less disturbance of the land surface. However, incidence of and discoveries of ground water contamination are increasing and because groundwater generally moves very slowly contaminants may go undetected for some time. Even when discovered it may not be possible to correct the situation and the potential of this groundwater supply is lost, in many instances forever. For this reason, it is essential that this groundwater be protected. Delineated on the natural

resources map are the aquifer recharge zones. These recharge zones are the primary areas, due to soil conditions, where rain water and rain water runoff infiltrate into the aquifers that contain the groundwater supplies. Protecting these recharge areas and the water they contain from contaminant intrusion is important for two reasons. First, groundwater protection is important to insure existing homes, currently relying on well water, of a clean water supply and, secondly, to insure a future water supply of adequate volume for the city of Middletown. Zoning is the primary tool to protect these recharge areas. Since with zoning the use the land is put to can be controlled and regulated, zoning can eliminate known groundwater containments form these critical areas. Section 42 "Protection of Water Resources" of the Middletown Zoning Code protects, by eliminating particular contaminants, the aquifer recharge areas and the watersheds surrounding public surface water drinking supplies.

CONNECTICUT RIVER AND ITS FLOOD PLAIN

The city is fortunate in that it has the Connecticut River composing one of it's entire borders. The river and its associated flood plain area are perhaps the most significant and important natural resources found in Middletown. The flood plain in it self is unique. Approximately the first half of the flood plain is classic Connecticut River Valley flood plain. It is wide, low lying and for the most part wet marshland. This area, which is subject to frequent flooding, is also rich in species diversity. The second half of the flood plain is quite narrow and in places non-existent. The reduction in the flood plain in the lower reaches of the Middletown section of the river is due to a change in the geological makeup of the land surrounding the Connecticut River. The topography of the land adjacent to the river rises rapidly from approximately 50 feet above sea level at the intersection of River Rd. and Silvermine Rd. up to over 450 feet above sea level. The river filters into a stretch of narrow channel, known appropriately as "The Straits". It is at this point, where the steep slopes down to the river begin, that thousands of years ago a glacier jam created a massive natural dam. This natural dam caused water to back up and create a huge lake, which extended mid way through Massachusetts and out several miles to the east and west. It is the sediment from this lake that created the prime agricultural farmlands up and down the Connecticut River Valley, including those in Middletown.

The river has much to offer the residents of Middletown. Its banks, which create valuable edge habitat, represents a travel corridor, with ample food, water and cover, for wildlife, including the American Bald Eagle, white tail deer, raccoon and opossum to mention a few, and its waters are a spawning route for the Atlantic salmon and shad. While being important in these ways the most important potential value of the river to the city of Middletown is in terms of its recreational and educational value.

The river and its banks in Middletown hold tremendous potential for fishing, boating, hiking, bird watching and possibly, some time in the future, swimming. High quality recreation along the river, will stimulate economic growth and prosperity for the city and in particular the CBD. But, the key to providing quality recreation which will stimulate economic growth is access. The city must strive to make the Connecticut River more accessible to its residents and tourist alike. River Road should be upgraded and along River Road the garbage should be removed. Parking and picnicking areas should be provided along with a small boat launch which will generate launch fees for out of town residents. Also, police patrols should be increased along the river, perhaps mounted police, and there should be a pedestrian bridge over Route 9 to reintroduce the Harbor Park Area with the CBD.

For the most part, the flood plain area is protected from any further development. But, the Zoning Code does allow for non residential uses in the flood plain by special exception. These proposals should be very carefully scrutinized.

OTHER RIVERS AND STREAMS

The Coginchaug, the Sebeth or Mattabesset and Sumner Brook are the three other major streams and rivers in Middletown. These are all tributaries of the Connecticut. These waterways and their flood plains are also important areas primarily from an ecological standpoint. These flood plains represent greenbelts and wildlife corridors extending out from the Connecticut into the city. For the most part these flood plains are protected from any further development. But, the Zoning Code does allow for non-residential uses in the flood plain by special exception. These proposals should be very carefully scrutinized.

PRIME AGRICULTURAL SOILS

As shown on one of the natural resources maps, Middletown has a large quantity of prime agricultural soils. Some of these areas, to date, are still undeveloped and are primarily characterized by rolling hills and meadows. While the economic value of agriculture, the production of significant amounts of cash crops, is almost non-existent in Middletown, these soils are still a significant resource. In general there are two reasons why this resource should receive consideration for protection. First of all, home-grown products are still quite popular, when available, and may be increasing in popularity in the future due to problems with imported food. And, secondly the aesthetic value of agricultural land is quite important both from a historic and scenic point of view. Middletown's roots are agricultural. Therefore, as with preserving an historic building, some of the city's agricultural history should also be preserved.

STEEP SLOPES AND RIDGE LINES

These are the areas which provide contrast to the rolling hills which are so characteristic of the Connecticut River Valley. They are the western Metacomet Range, made up of Mount Higby and Mount Lamentation, Bear Hill, Round Hill, Chestnut Mountain and the highlands in the south eastern portion of the city along the Connecticut River. These are the areas where peaks exceed 500 feet above sea level and the terrain is steep sloping and rocky. These areas, as shown on the natural resources map, because of their steep slopes and poor soils have remained largely undeveloped. But, as there is less and less quality land to build upon developers have been moving to this more marginal land. These areas and areas of prime agricultural soils, while increasingly threatened by development, are the only two natural resource groups which are totally unprotected. The Designer Environmental Subdivision concept and the Large Lot Environmentally Sensitive concept can encourage high quality design and resource protection but these techniques are not mandatory.

The value of these large parcels of wooded land, which qualify them for consideration as protected open spaces, are floral and faunal habitat, recreation and scenic quality.

AIR QUALITY

The air we breath is often a resource which is taken for granted. Middletown's unique topography and geographic location presents the city with special air quality problems. The primary cause of these air quality problems is due to thermal inversions. This phenomena of thermal inversions traps the warm polluted air in the lower levels of the atmosphere and does not allow it to disperse into the upper levels. Instances of inversions are on the rise, particularly in the summer months, and air quality in the city has thus become a significant concern. In the Plan of Developments survey of citizens air quality was ranked as the number one environmental concern among Middletown residents.

The effect of air pollution on human health can vary from a source of irritation to the eyes and throat to a continuing factor in three often fatal diseases - heart disease, lung disease and cancer. Air pollution can also damage plant growth, soil materials, reduce visibility, and alter climatological conditions. Some population groups, the sick, the elderly, pregnant women and children, are more seriously effected by air pollution than others. These groups are sensitive receptors, suffering adverse effects at lower pollution levels than the general public. This fact should be incorporated in any consideration of the location and or design of schools and parks, hospitals and housing.

In Middletown, the MidState region and the State of Connecticut, the main source of pollutants come from auto emissions. These pollutants are primarily carbon monoxide and hydro-carbons. The map in the transportation portion of this plan displays the top eight carbon monoxide "Hot Spots and possible carbon monoxide "Hot Spots" in this region. When reviewing this map it becomes clear that the significant traffic volumes in the city of Middletown have reduced the city's air quality appreciably. In fact, the city's air quality has been cited by the federal government as being at one of the poorest levels in the country.

While air pollution from non point sources, automobiles, is largely a situation which must be addressed at the regional if not state and national levels, Middletown as the commercial center and leader within the region, should begin to address these air quality concerns in its Plan of Development for the year 2000. For this reason the transportation portion of the Plan of Development will

discuss local level strategies designed to allow the city to begin to do its part in improving air quality in the MidState region.

There are also non transportation related strategies to minimize air quality problems. The Planning and Zoning Commission should consider the impact on air quality a development will have and the following Housing and Urban Development recommended strategies which can reduce this impact:

URBAN DESIGN CRITERIA

1. Separate as far as possible human activity from automobile and other pollution sources. Avoid residential uses close to highway air rights, elevated highways, tunnel exits, lower floors along busy streets etc..
2. Assure easy flow of air around the buildings.
3. Require proper arrangement of structures.
4. Avoid blocking valleys and other natural air flow ways with high rise structures.

SITE PLAN DESIGN

1. Setback of structures or of heavily frequented areas of the site from major roadways can greatly reduce human exposure to pollution.
 - a. Avoid long linear blocks of structure, avoid closed courts, deep angles which trap and stagnate air masses
 - b. Vary setbacks, vary building size and heights, plant irregular landscaping to increase turbulence and dispersion.
2. Landscaping, particularly pollution resistant trees, improves dispersion of pollutants, and reduces infiltration of pollutants into the building.
3. Parking Lots: Avoid large masses of parking spaces in favor smaller parking areas more broadly distributed.
4. Grading: Avoid site grading that creates low pit areas since these spaces tend to trap pollutants.

BUILDING DESIGN AND CONSTRUCTION

1. Avoid balconies and cavities in the building shell and on the building side which is subject to heavy pollution impact.
2. Reduce infiltration of pollutants.
3. Use construction technology and building equipment necessary to reduce indoor air pollution levels.

NOISE AND NOISE POLLUTION

The Department of Housing and Urban Development defines noise as any unwanted sound which disturbs human activity. In Middletown, noise is due primarily to vehicular traffic and ventilation and air conditioning operations. Ambient noise levels in Middletown are no doubt increasing due to the growing volume of noise generating activities. Although the point at which sound becomes undesirable, and hence noise, varies with the individual and the sound itself, levels of noise can be defined. A noise level depends on the volume or intensity of the sound as measured in decibels, its frequency or pitch, and the time of day and duration of its occurrence. In most cases, the higher the intensity, the higher the frequency, the longer the duration and noise between 10 pm and 7 am are the most disturbing. But other combinations of intensity, frequency, duration and time of day can be equally disturbing.

The long term effects of noise on people are difficult to determine. A causal relationship has been established between noise and various effects such as hearing loss, interference with speech communications, sleep disturbance, general anxiety, irritability and annoyance. Other less well established effects include fatigue, unsociability and inefficiency in performing complicated tasks.

Noise clearly has the potential to have an adverse effect on the quality of life of Middletown's residents. The Planning and Zoning Departments Survey of Citizens ranked noise pollution as an important environmental concern. Since zoning is the controlling power over the use of the land and the location of uses citywide, it is the logical place to regulate, via performance standards, and adopt policies to avoid the adverse effects of noise pollution on the citizens of Middletown.

The Department of Housing and Urban Development, when considering project funding, uses the following criteria to determine whether a noise-sensitive (ie. residential) project will require an environmental impact assessment for noise.

1.) Sites within 15 miles of an existing or proposed commercial or military airport will require an assessment.

2.) Sites within 1000 feet of streets or highways, with characteristics, such as high traffic levels, high speed or heavy truck\bus usage that would indicate high vehicular noise levels, will require an assesment.

3.) Sites in close proximity to other significant noise sources such as industrial facilities or power-generating stations will require an assessment.

Housing and Urban Development uses the day-night average sound level system, measured in decibels, to analyze the overall level of noise in an area. While too technical to discuss in a Plan of Development, it is strongly recommended that this system or a similar one be incorporated into the Zoning Codes performance standards in order to give the Planning and Zoning Commission the jurisdiction to consider the noise impact of a proposal.

When reviewing development applications the Planning and Zoning Commission should consider the following questions.

1.) Given the existing and anticipated noise levels is the site appropriate for the proposed activities and facilities?

2.) Will the project be exposed to noise levels which exceed noise standards established in the Zoning Codes performance standards?

3.) What type of noise mitigation measures are proposed for the project. Possible mitigation measures include:

- a. Reduce noise at its source.
- b. Locate noise-sensitive uses so that they will not be exposed to unacceptable noise levels.
- c. Modify the path along which noise emissions travel, ie. barriers, so as to reduce noise levels at the receptor site.
- d. Design or modify structures to minimize interior noise levels.

CHAPTER 6

OPEN SPACE MIDDLETOWN'S LINK TO THE NATURAL ENVIRONMENT

THE PLAN FOR OPEN SPACES

The existing protected open space areas are an important ingredient in Middletown's total land use arrangement. Currently they provide breaks in Middletown's urbanization pattern. The natural features and resources of the city, to a great extent, define the character of Middletown. The preservation of these features, which remain unprotected, is a major goal of this open space plan. Specific areas of valuable natural features and resources, as delineated on the open space plan map, should be preserved as open space in order to:

- 1.) *Preserve natural or scenic resources.*
- 2.) *Link existing open space areas to create open space corridors.*
- 3.) *Provide important floral and faunal habitat and travel corridors.*
- 4.) *Protect streams and water supplies.*
- 5.) *Conserve soils and wetlands.*
- 6.) *Provide breaks in the urbanization pattern.*
- 7.) *Enhance opportunities for public passive recreation.*
- 8.) *Preserve historic sites.*
- 9.) *Promote orderly development.*
- 10.) *Enhance the quality of life here in the city.*

For this reason, the following goal and objectives have been identified for the Open Space portion of this Plan of Development:

GOAL

To establish a town wide, interconnected open space network for future generations.

OBJECTIVES

- 1.) *Link existing open space areas with newly acquired areas, stream belts, flood plains and utility rights of way.*
- 2.) *Designate important parcels of privately owned open land as private open space for preferential tax treatment under Public Act 490.*

3.) Preserve, via fee simple acquisition or conservation easements, those areas designated as priority acquisition areas delineated on the Open Space Plan Map.

4.) Strongly consider the open space plan when reviewing proposed subdivision plans for open space dedication.

5.) Establish an open space trust fund, separate from the general fund, to be used for the acquisition of important and threatned open lands.

6.) Support and encourage the Middlesex Land Trust, so that the Planning and Zoning Commssion has the option to require that open space be deeded to the land trust rather than the city.

7.) Induce state departments to designate portions of their undeveloped land holdings in Middletown as permanent open space.

OPEN SPACE DESIGNATIONS

The open space areas and proposed open space areas in the city of Middletown have been broken down into three designations. These are: existing and protected open space areas, privately held priority areas for acquisiton and Chapter 490 Open Space Areas.

The first designation are parcels which are devoted to public recreational uses, watershed land, utility land and right of ways, Nature Conservancy and Middlesex Land Trust land. Currently, here in the city of Middletown, there are 3,677 acres of land which are largely open and protected from development. The ownership of these areas is broken down in the table below. For the most part, these areas are forever protected from development and are now only in need of careful management, including, for some areas, improved accessibility.

TABLE 6.1

CURRENT ACREAGE OF OPEN AREAS	
Local	1,086 acres
State	1,529 acres
Utility (Open Land)	798 acres
Nature Conservancy	244 acres
Middlsex Land Trust	20 acres
TOTAL	3,677 acres

The Planning and Zoning Commission should now consider, as discussed in the land use portion of this plan, creating a new zone called the Recreation and Open Space (ROS) zone.

This zone then could be applied to most of the areas in this first open space designation. This would place existing open space areas on the city's zoning map, as well as the Plan of Development map, thus assisting in the open space planning process by informing more residents and the Planning and Zoning Commission of the existing open space areas.

The second open space designation shown on the Open Space Plan map are areas of private land designated for open space acquisition and preservation. These are some of the areas which were selected, and discussed briefly in the Natural Resource portion of this Plan, for their uniqueness, fragility and linkage potential. It is this uniqueness, fragility and linkage potential which makes them worthy of some form of preservation, such as fee simple acquisition or a conservation easement. These areas, because they are privately held, have been identified as priority areas for acquisition and preservation. These priority areas should be carefully considered, as discussed in the objectives of this section, when planning for the future open space network in the city.

The third open space designation, which is the weakest designation, is a means of promoting orderly growth for areas by removing some of the pressures of taxation. These privately owned areas have been specifically designated as Chapter 490 open space with this goal in mind. Also, as a means of reducing the incentive to develop or sell, the open space areas in the second designation are also eligible for this Chapter 490 assistance. Ultimately, the plan recognizes that these areas, in the third designation, will be developed for residential purposes. But, the Chapter 490 open space designation, by allowing land to be assessed based on its current use rather than its highest and best use, is temporary and is used as a means of reducing undesirable taxation pressures on the land owner. It is often these taxation pressures which cause landowners to sell or develop their properties.

Ideally these valuable private open lands will remain undeveloped or be acquired, fee simple or via a conservation easement, by the city or a private land trust and held, in perpetuity, as open space. But, the plan realizes that these private lands may very well be developed. For this reason,

this designation also serves as a reminder to the Planning and Zoning Commission that these areas are areas of important resources. In this way, if these lands were to be threatened with development the Planning and Zoning Commission could require a style of development which requires the maximum possible preservation of environmental features and dedication of the most environmentally important areas to the city or a private land trust.

Also displayed on the open space plan map are areas known as linkages. These are utility rights of way and flood plains. These existing, largely undevelopable, linear corridors serve an important function. They represent travel corridors, through the urban environment, which link open space areas. Wildlife use these travel corridors, which contain ample food and cover, to travel among the open space areas.

When one reviews the Open Space Plan Map it becomes clear that the attempt is to create a corridor system of interconnected open space areas, largely protected from development, throughout the city. These corridors, if ever fully completed, will do much to serve the purposes as discussed in the introductory section of this Open Space Plan and restated here.

- 1.) *Preserve natural or scenic resources.*
- 2.) *Link existing open space areas to create open space corridors.*
- 3.) *Provide important floral and faunal habitat and travel corridors.*
- 4.) *Protect streams and water supplies.*
- 5.) *Conserve soils and wetlands.*
- 6.) *Provide breaks in the urbanization pattern.*
- 7.) *Enhance opportunities for public passive recreation.*
- 8.) *Preserve historic sites.*
- 9.) *Promote orderly development.*
- 10.) *Enhance the quality of life here in the city.*

CHAPTER 7

PLAN FOR PARKS AND RECREATION

Recreation areas for both young and old are an essential part of any community. They represent areas where individuals and families can recreate together, enjoy and learn about the outdoor environment and pursue physical fitness. They also are areas where citywide events, such as baseball games or carnivals, can be held. Whether they be active or passive recreation areas, there is no doubt that these areas contribute greatly to the quality of life here in the city.

For this reason the goal of this section of the Plan of Development is as follows:

To provide for the optimal number and type of safe, well maintained, active and passive recreation facilities in areas most suited to service the diverse population.

In an attempt to achieve this goal the town has defined the following specific objectives and strategies.

- 1.) *Inventory recreation facilities currently available in the city, then compare the existing to the State Comprehensive Outdoor Recreation Plan (SCORP) standards and recommend the establishment of new facilities.*
- 2.) *Provide for safe, well maintained and managed facilities which are accessible to the handicapped.*
- 3.) *Provide for compatible recreational uses within our existing open space areas.*
- 4.) *Inform citizens of Middletown of the many recreational opportunities in the city.*

EXISTING FACILITIES INVENTORY

Currently the Park and Recreation Department manages 13 passive recreational sites, 15 active recreational sites and 5 sites which are intended for both active and passive pursuits. The first table lists these recreation areas and their acreage. The accompanying Recreation map displays the location of these facilities. The number of the facility on the map corresponds to its listing in the table.

RECREATION AREAS IN MIDDLETOWN

#	NAME	ACREAGE	TYPE
1.	Alsop Property	15.2	Passive
2.	Butternut Hollow	12.7	Active & Passive
3.			
4.	Crystal Lake	33	Active & Passive
5.	Denison Park	3.3	Active
6.	Cucia Park	.27	Active
7.	Donovan Park	2.1	Active
8.	Ferry Street	.26	Active
9.	Hubbard Tract	22.8	Passive
10.	Pillarella Field	2.1	Undeveloped
11.	Hubbard Park	2.95	Active
12.	Kennedy Property	50.4	Passive
13.			
14.	MacCarthy Field	3.5	Passive
15.	McCutcheon Wildlife Sanctuary	29.74	Passive
16.	Marzalek Park	.41	Active
17.	Newfield Meadows	156	Undeveloped
18.	Palmer Field	9.3	Active
19.	Pameacha Pond Park	21	Active
20.	Pat Kidney Field	14.6	Active
21.	Pike's Ravine	19	Active & Passive
22.	Roosevelt Park	3	Active
23.	Rose Circle		Active
24.	St. Sebastian's	.14	Active
25.	Spear Park	2.2	Passive
26.	Traverse		Active
27.	Veterans Memorial Park	39	Active
28.	Union Park	1.3	Passive
29.	Washington Green	3.3	Passive
30.	John English Falls	4.0	Passive
31.	Wilcox Island	16.5	Passive
32.	Woodbury Circle	.25	Active
33.	Zoar Pond	24.7	Active & Passive
34.	Harbor Park	6.4	Active & Passive
35.	Town Farms Park	6.0	Passive

1. Alsop property is in a flood plain and environmentally sensitive area and therefore it may be difficult to fully utilize this property.

2. Pameacha Pond Park is water only and the city must acquire land as access. The plan recommends for this area a fishing boardwalk running parallel with Route 17 that connects to Pikes Ravine at the northern end.

The next table makes comparisons of the existing facilities in Middletown with the Statewide Comprehensive Outdoor Recreation Plan (SCORP) standards for the current population and for the capacity population of 65,000 residents. From this table facility short comings become apparent. Based on this analysis and discussions with the Director of Park and Recreation, the city is currently in need of baseball fields, tennis courts and picnic areas. The city also needs 2 additional outdoor swimming pools and a golf course to bring its recreational facilities up to SCORP standards.

It is also clear that in the near future, due to the growing popularity of soccer, softball and Little League, there will be a need for soccer fields, softball diamonds and a program to rehabilitate the existing Little League fields.

RECREATIONAL FACILITIES : EXISTING, SUGGESTED AND SUGGESTED AT CAPACITY

FACILITY	STANDARD	EXISTING	SUGGESTED	SUGGESTED AT CAPACITY
Baseball Diamonds	1 \ 6000	3	8	11
Softball Diamonds	1 \ 3000	8	16	22
Little League Diamonds	1 \ 4000	11	13	16
Basketball Courts	1 \ 4000	14	13	16
Tennis Courts	1 \ 2000	18	25	33
Football Fields	1 \ 15,000	3	3	4
Track Field	1 \ 20,000	3	3	3
Natural Beaches	capacity for 3 %	2		
Outdoor Swimming Pool	1 \ 15,000	1	3	4
Indoor Skating Rink	1 \ 50,000	1	1	1
Boat Launch Area	1 water body	1 (no Motors)	1	1
Picnic Area	1 \ 4000	5	13	26
Playgrounds		25		
Golf Courses	1 hole \ 3000	0	18 holes	22 holes
Soccer		8		
Total Acreage	15 ac. \ 1000	533 acres	705 acres	975 acres
Managed by Park and Rec.				

**NOTE

Some of the facilities in this inventory are state and private facilities which the city may lose access to.

Most Notably:

- Jarvis Softball Field
- Wesleyan Tennis Courts and Skating Rink
- Vinal Technical School Facilities

NEIGHBORHOOD ANALYSIS

The recreation plan maps also display, for analysis purposes, the catchment areas for two types of facilities. This analysis will consider these two types of facilities: neighborhood playgrounds and neighborhood parks. These maps also display the census tracts and the estimated populations in each tract to better understand the distribution of the population throughout the city.

Playgrounds are generally considered for those children in the elementary schools. Playgrounds should serve an area within a maximum radius of one half mile. The accompanying map shows Middletown's playgrounds, with a one half mile radius indicated around each of them.

As is clear from the map, the older residential neighborhoods around the downtown area are adequately served by neighborhood playgrounds. It is these areas, in and around the downtown area, which will be utilized most heavily by pedestrian traffic. The outlying areas are not as adequately served but this plan recognizes that there is a shift towards the use of the automobile to transport young children to the most desirable playground, as opposed to having them walk from their homes to the closest playground. For this reason, this Plan of Development does not strongly emphasize the provision of playgrounds to service the currently unserved neighborhoods in the city.

Neighborhood parks, that include a playfield, should be within a one mile radius of the user's residence. The accompanying map identifies neighborhood park facilities along with the one mile radius around them. Here the map shows that the majority of the city is within a playfield catchment area. Those areas which are not within a playfield catchment area are those areas which are characterized by low density development. The population in these outlying areas of low density development is small and dispersed and therefore this population would normally use an automobile to travel to an existing facility closer to the city's center.

While neighborhood parks and playgrounds appear to be sufficiently distributed throughout the city, the plan recognizes that these areas are constantly in need of frequent maintenance, upkeep and patrols to deter vandalism and other forms of crime. Activity deters crime and

therefore well advertised citywide events should be held within these facilities. This will both inform the city's residents of the existing recreation areas and and bring activity to these often under utilized areas.

POPULATION DYNAMICS

It is also important to look at the city's population dynamics to better understand the need for various types of recreational facilities. As the demographic section of this Plan of Development shows, the less than 5 year old age cohort has increased substantially between 1980 and 1990. While at the same time, the citizens of traditional child bearing age declined and the older cohorts increased. This indicates that there will be an increasing demand for childrens recreational facilities for a period of approximately 10 to 15 years. But, in the long run, Middletown's aging population will demand facilities more appropriate for their age groups, and hence the city should be planning to meet the needs of our aging population.

CONCLUSION

Based on the above discussion the Plan concludes that as the city's population becomes a more mobile one and there is an increased need for more efficient management and maintenance of recreational facilities the policy of recreational facilities dispersed citywide will become less and less suitable.

This Plan of Development feels that there should be a gradual move away from the policy of recreational facilities dispersed citywide. There should be a move towards a policy of providing large centralized recreational complexes. The proposed Kennedy Track and Crystal Lake facilities are in line with this centralized recreational complex theory. Other properly located complexes, such as at the Veterans Memorial Park site, similar to the proposed Kennedy and Crystal Lake complexes should be encouraged.

CHAPTER 8

TRANSPORTATION AND CIRCULATION PLAN

The purpose of this Transportation and Circulation Plan in the Plan of Development is to determine and record recommendations for the long range transportation needs of the city of Middletown. These recommendations, if implemented, will increase the capacity and safety of the vehicular system starting with the existing Middletown transportation network. The goals of this portion of the Plan of Development are as follows:

To develop an efficient transportation network which will minimize travel time and congestion and improve air quality city wide.

To provide for a variety of alternative transportation modes in order to reduce automobile traffic and continue to improve air quality.

To minimize the current peak hour traffic congestion in the Central Business District, using creative traffic channelization, intersection improvement, improved signalization, and staggered shifts among our major employers.

EXISTING ROAD NETWORK

A basic understanding of the existing road network is essential before articulating any objectives, strategies or modifications to the existing network.

Two major highways link Middletown with the region and nation. The other streets in the system, whether designated as highways or local streets, appear to have developed on an incremental basis with little evidence of being consciously planned as part of an adequate circulation system.

The two major highways, Interstate I-91 and State Route 9, both run north and south through the city, but do not link directly with each other within the city. The major, and only east\west link is State Route 66, also called Washington Street. Washington Street links Middletown's Central Business District with Meriden to the west and after crossing the Connecticut River, over the Arrigoni Bridge, with Portland to the east. Other than Interstate 84, Route 66 is the only east-west highway in Connecticut south of Hartford and north of Interstate 95 at Long Island Sound.

No local street other than Main Street and deKoven Drive in the Central Business District, permits traffic to move from north to south or vice versa without a jog east or west usually at Washington Street. Several arterial streets radiate out from the Central Business District. Route 17, South Main St., reaches New Haven to the south. Route 72, Newfield Street, reaches Cromwell and Berlin to the north.

The transportation network in the Central Business District and its relative convenience and ease of flow is an important ingredient in the economic growth and prosperity of the city and specifically the Central Business District. For this reason, the network in the Central Business District was carefully analyzed in order to correct current problems and plan for the future growth and economic prosperity of the most important area in the city. The city contracted with Wilbur Smith Associates to undertake a comprehensive Downtown Traffic Study. This study of the current Central Business District traffic situation and recommendations for the future is incorporated in its entirety into this section of the City of Middletown Plan of Development for the year 2000.

While it is essential that traffic flow be optimized in the downtown area, it is equally as important that traffic flow be optimized on the arterials, collectors and local streets. These streets feed traffic, including shoppers and employees, into the Central Business District and receive traffic from the Central Business District. In order to better understand the road network, it is broken down into functional classifications as discussed below. Figure 8.1 is a map which displays the functional classification of the existing street system.

FUNCTIONAL CLASSIFICATIONS

Expressways: Designed for heavy volumes of through traffic with limited access to abutting properties

Arterial Roads: Designed to efficiently distribute local and regional traffic through the city and between communities. All state-numbered routes are arterials.

Collector Roads: Serve primarily to funnel traffic from residential areas to arterial streets.

Local Streets: Function to provide access to residential properties.

- 2.) Redesign the Randolph Road and South Main Street intersection to correct the mis-alignment of Randolph Rd. and create a single four-way intersection.
- 3.) Work with state agencies to provide for an elevated pedestrian bridge over Route 9 in order to reintroduce the CBD and the river front.
- 4.) Work with state agencies to analyze and design direct access to the CBD from northbound traffic on Route 9 by eliminating the two traffic lights.
- 5.) Work with state agencies to optimize access to the CBD from Route 9 south.
- 6.) Provide for the redesign of the Arrigoni Bridge approach to separate-through traffic on Route 66 from local and CBD shopper traffic.
- 7.) Integrate with the above a loop traffic system around the CBD. Channel all through traffic from Route 66 to utilize Newfield Street for any northerly traffic movement and Routes 9 and 17 for southerly movement to avoid congestion in the CBD.
- 8.) Widen and provide for all other necessary improvements to the road network comprising the above mentioned loop system.
- 9.) Analyze and design a safe and efficient cross town collector road in the Westfield area.

TRAFFIC AND THE AIR QUALITY ISSUE

While air pollution from non-point mobile sources, (automobiles), is largely a situation which must be addressed at the regional if not state and national levels, Middletown, being the commercial center and leader within the region, should begin to address these air quality concerns in its Plan of Development for the year 2000. For this reason the Transportation and Circulation portion of the Plan of Development will now outline and endorse local level strategies designed to allow the city to begin to do its part in improving air quality in the MidState Region. Most, if not all, of the recommendations above will help lead to the reduction of carbon monoxide and hydrocarbons in the air. These street improvements which increase capacity, reduce congestion, produce higher speed links in the road

network and shorten travel distances tend to reduce emissions due to smoother traffic flow as well as high and more uniform speeds.

Other local level strategies for reducing mobile source emissions, which the city should now be actively promoting are:

- 1.) Improved public transit
- 2.) Long range transit improvements
- 3.) On-street parking controls
- 4.) Park and Ride and fringe parking lots
- 5.) Employer incentive programs to encourage carpooling, vanpooling, mass transit, bicycling and walking.
- 7.) Staggered work hours, and
- 8.) Improved traffic flow

CHAPTER 9

ECONOMIC BASE: AN INVENTORY AND ANALYSIS

Planning for economic development must be included in the overall community development planning process. Planning is essential to insure that the community has control over the course of events effecting it. Unexpected or unplanned changes in the economy could be detrimental to Middletown. Foresight and planning can aid Middletown in maintaining some degree of stability and growth.

An understanding of the current economic base will allow city officials, residents and the Planning staff to be aware of potential problems and/or opportunities for the future. An economic development plan in the Plan of Development is one way in which city officials, residents and the Planning staff can identify the work that needs to be done to insure economic vitality in Middletown.

The economic planning process begins with the articulation of goals and objectives. The city has identified the following goals and objectives for the Economic Growth portion of the Plan of Development:

GOAL

To encourage and assist existing businesses to remain, prosper and expand and to attract high quality new businesses.

STRATEGIES & OBJECTIVES

- 1.) *Work with existing private non-profit organizations in the city and state to assist existing businesses and attract new desirable businesses.*
- 2.) *Create a marketing brochure which highlights the benefits of doing business in Middletown and promotes the city's Central Business District.*
- 3.) *Analyze the future of major employers in the city in terms of state and national trends.*
- 4.) *Develop an early warning system to identify industries on the verge of cutting back or closing.*

5.) Target those industries in trouble and in need of assistance, and work with them to provide subsidies and other forms of assistance.

6.) Insure that high school graduates are equipped to be high quality participants in the labor force by developing a working partnership between private industry and the public school system. .

7.) Develop a program to monitor the hiring and promotion of city high school graduates by the private sector.

8.) Promote the expansion of day care and supervised after school opportunities.

9.) Promote programs to increase the hiring of veterans and persons with disabilities.

10.) Work with the Department of Labor to develop an effective training, retraining and job placement strategy in order to be prepared in the event of a large business closing.

GOAL

To encourage balanced growth in areas most suited for such growth, so as to insure Middletown of a sound fiscal position and a secure employment and tax base.

STRATEGIES AND OBJECTIVES

1.) Inventory existing, undeveloped land which is zoned for business uses in order to identify shortages, and then react to these shortages.

2.) Concentrate retail sales, specialty shops, governmental and legal activities in the Central Business District.

3.) Adopt an aggressive and creative marketing campaign to attract more people to the CBD.

4.) Inventory and acquire new tracts of land, particularly in the Industrial Redevelopment Zone, for the development of small industrial incubator facilities with the states assistance as allowed for in Chapter 132 of the Statutes.

5.) Market available land and buildings with the intent of attracting high growth, high quality industries for the year 2000 and beyond.

6.) Maintain an economically sound balance between residential, commercial and industrial property taxes.

7.) Amend Zoning Code to allow for the incorporation of fiscal impact analysis for large residential special exception uses, in order to better understand the fiscal ramifications of the development.

THE REGIONAL CONTEXT

An important fact to understand in planning for economic development is that Middletown is part of a larger region in which social and economic interaction takes place. The economic events of surrounding communities, the region, the state and the nation all have an impact on the local situation. An economic plan that ignores the regional context has very little chance of being accurate or successful. The Middletown Plan for Economic Growth recognizes that the city is part of the larger Middletown Labor Market Area and therefore the plan is in many cases regional in scope.

ECONOMIC HISTORY

Before any technical analysis begins, it is important to review historical economic development. Any economic analysis done outside of a historical context will lack the insights necessary to make judgments about the prospects for change and growth in the future. This historical review of the city will help to gain some insights into the physical, social, and economic factors that influence the continued development of the city.

In 1614 the Dutch sea captain Adrian Block ventured up the Connecticut River aboard the "Restless" to explore its long, serene, tree-lined banks. Upon returning to the Netherlands, Block told of the picturesque areas as the perfect location for settlement in the new world. During the early years of colonial history it was the sheer beauty of the river and its surroundings which attracted the initial settlers to this area. Subsequently, these settlers acquired from the Indians properties spanning five miles or more southward from the Sebethe River, northward as far as Rocky Hill;

while from the west bank the area extended inland from five to ten miles, and from the east bank of the Connecticut River more than six miles.

These lands comprised Middletown in its earliest form. From the 1600s through the nineteenth century, the economic vitality of Middletown has centered about the Connecticut River. In fact, by 1650 the early settlers, many of whom migrated from the Massachusetts Colony, made their permanent homes in the vicinity of the river in order to cultivate farm products to trade with the outside world. The Dutch initiated the trade and shipping industry by acquiring beaver skins from the Indians to send back to the Netherlands. Although making a living under the economic constraints of the early days was not a simple endeavor, the settlers remained remarkably self-sufficient in that they tilled the land, sewed, wove, cooked, and harvested to sustain their community.

Vital to the economic growth, expansion, and commercial prosperity of the 1700s was a slow, yet steady increase in the population of Middletown. Once again, the development of the Connecticut River into the main artery of regional transportation during this period enabled trade and agriculture to flourish. In fact, as early as the 1750s trade was quite extensive with the Massachusetts Colony, the West Indies, Cuba, Jamaica, and Great Britain as the settlers exported livestock, wheat, rye, barley, oats, maize, and flax for sugar, molasses, rum, and salt. Shipping, farming, and trade with the world accelerated growth to such an extent that by 1756 a population of 5,664 made Middletown the largest town in Connecticut. Furthermore, so closely was Middletown's economic life tied to the river that, by the outbreak of the Revolution, one third of the population was engaged in commercial activities. With the establishment in 1784 of a charter for the Middletown Bank, the City became the financial center of the area attracting outsiders to come to Middletown to purchase and trade goods and to manage their finances. Finally, as land grew to be less abundant and farming less profitable, some began to look beyond the soil for their livelihood.

By the 1820s it became clear, due to various economic and political factors, that Middletown would never again be a major port - and not even a major city of Connecticut.

One economic component which marked this unfortunate fact was the transformation of the local economic base from agricultural to fully industrial.

This phenomenon was engineered by external factors. The initial blow to local agriculture and trade was delivered by Thomas Jefferson when in 1807 he put into effect the various Embargo Acts in response to the seizure of American ships by Great Britain and France. This was followed by Madison's Non-Intercourse Acts, which when issued in 1809, essentially forced the relocation of shipping and trade of goods to the more easily accessible major port-cities such as New York, Boston, Philadelphia, and Baltimore. Thus, as local trade with the world declined, so too did the profitability of harvesting agricultural goods for a living in Middletown.

The earliest industrial development in Middletown represented a response to the needs defined by the Revolutionary War. Simeon North's pistol factory exemplified this. However, the real driving force to the development of a diverse and extensive industrial base in Middletown was provided by the wealthy shipbuilders and traders, such as Samuel Russell, who dabbled in industrial development through investments of their capital in new areas.

The economic activities of these new entrepreneurs accounts for the relatively early existence of such varied industrial endeavors as woolen mills, soap-making companies, as well as pistol, sword, musket, and rifle factories. Therefore, an early and adequate supply of capital provided Middletown with a vast industrial base.

The period of 1830 to 1870 marked the growth and expansion of Middletown's industrial capacity. In 1860 such major manufacturers as the Middletown Plate Company, I.E. Palmer hammock mills, and later in 1875, the Goodyear Rubber Company, were established in Middletown.

As a result of this, the value of industrial output increased by 140%, the value of the capital invested in industry increased by 184%, and the number of industrial workers grew from 566 in 1860 to 1,200 in 1870. Thus, it was during this crucial period of 1830 to 1870 that Middletown began to resemble the place with which we are familiar today, with industry as a permanent part of the economy.

Whereas Middletown's early industrial base was dramatically expanded by the capital investments made by various manufacturing outfits, the City's overall industrial

capacity was severely limited by the scarcity of adequate transportation. Prior to the advent of industrialization, the river provided adequate access to world commerce through trade. However, the railroads assumed the role of most efficient transporter of industrial and agricultural goods during the early nineteenth century. At this point in the industrial development of Middletown, proper access to the railroad network was essential in order to establish permanent commercial ties. Unfortunately, this access was never provided. Many cite this lack of adequate transportation as the crucial factor which thwarted further industrial growth in Middletown, thereby rendering the city a second-tier industrial power in the State of Connecticut.

Although Middletown's role in both the first and second World War was not indicative of a great industrial power of New England, the entire city certainly did pitch in to support the war effort.

Specifically, the Russell Company manufactured cartridge belts for machine guns and other arms to be contributed to the cause. The net result of this concerted effort was that the industrial growth which took place during the wars enabled the Middletownians to share in the prosperity which followed each war, acquiring automobiles, radios, and washing machines in greater numbers. Similarly, an even further expanded industrial base during World War II served to revitalize the aggregate demand left lagging by the Great Depression. Thus, the cyclical leaps and lags associated with the war times ultimately fostered renewed growth and industrial expansion in the area.

By the early 1950s, however, industrial expansion, per se, was overshadowed by industrial absorption; a process by which Middletown's older and larger industries were either assimilated by distant corporations or suffered demise. For example, whereas in 1966 the Goodyear Rubber Company announced its closure, Pratt & Whitney bought the CANEL plant, thereby offsetting potential unemployment in the Middletown area. Furthermore, the economic crunch of the late 1960s and early 1970s perpetuated the trend by which large corporations such as Aetna, Fenner America, and Raymond Engineering replaced the family-owned industries. Perhaps it has been only these larger manufacturing and service outfits which, due to their ability to acquire raw materials and provide for transportation relatively cheaply, have been capable of competing for nation-wide markets. This trend has been responsible for the rapid development, starting in the 1970s and continuing to the

present, of the Westfield area, including the designation of the Interstate Trade and Interstate Office Park Zones in the area of Interstate 91, which has resulted in over 7,000 new jobs to date.

It is this I-91 corridor which holds the key to Middletown's future. The continued migration of large reputable corporations to Middletown means a heightened sense of professionalism for the City as well as renewed job security, commercial growth, and prosperity.

Middletown's history has been characterized by a tradition of marked change and evolution. Fortunately for Middletown, this process of evolution has been toward a position of greater economic stability and opportunity for its many inhabitants.

ASSETS, LIABILITIES AND TRENDS

Middletown has many strengths and some weaknesses when it comes to being attractive to business and industry. The city's weaknesses include traffic congestion, air quality problems and potential water supply problems.

The strengths include a growing and dedicated labor force, rapid growth in employment opportunities, a pro-business atmosphere, a first rate Chamber of Commerce and a high quality of life. The city also, is the commercial and retail center for the MidState Region, the fastest growing region in the state, possesses a well-established Central Business District, has improving accessibility to major thoroughfares and a diverse, slightly more affordable, housing supply.

Further, the present socioeconomic, and demographic characteristics, as well as the employment characteristics in Middletown and the Middletown area are an indication of a healthy economy with excellent mixed growth in both the residential housing sector of the market and the employment segment of the economy. Also attractive to businesses is Connecticut's healthy economy and its excellent Department of Economic Development and their wide ranging business assistance programs.

EMPLOYMENT AND LABOR FORCE CHARACTERISTICS

An essential element in a healthy economic environment is the quantity and quality of the city's and the region's employment and labor force characteristics. The labor force of a community is a major factor in attracting and keeping industry and commerce and the employment opportunities are a major factor in attracting and keeping a healthy labor force.

Employment data for the Middletown market shows that covered employment jobs in Middletown increased from 23,840 jobs provided in 1980 to 32,110 jobs provided by local firms in 1987. This represents a very healthy 4.3 % compounded annual rate of growth in employment in Middletown during the 1980-87 period with the local employment market adding an average 1,180 new jobs per year. This growth in employment opportunities has resulted in declining and record low unemployment rates for both Middletown and the state of Connecticut. Figure 9.1 displays these unemployment rates.

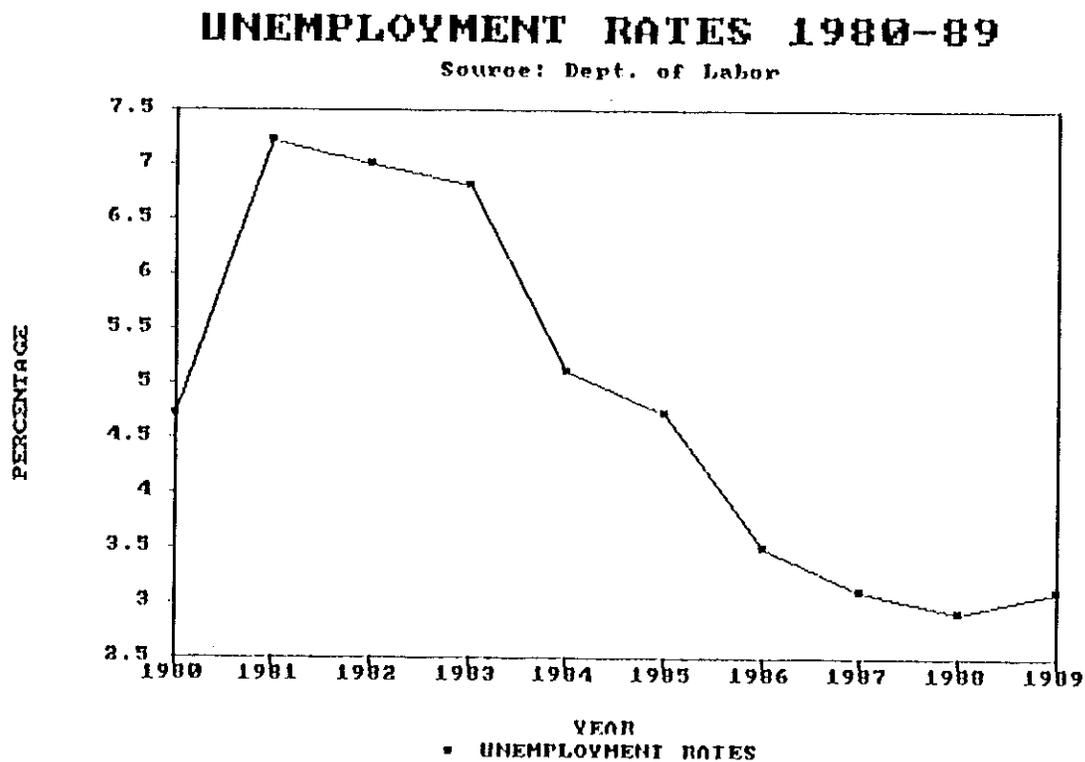


Figure 9.1

Figure 9.2 displays that the labor force of both Middletown and the Middletown Labor Market Area (LMA) has been increasing as the city and the region continues to prosper from economic development. The residential labor force in Middletown has increased from 20,370 in 1980 to 25,563 residents in the labor force in 1988, representing a 3.3 % annual increase in the city's labor force.

LABOR FORCE 1980-89

Source: Dept. of Labor

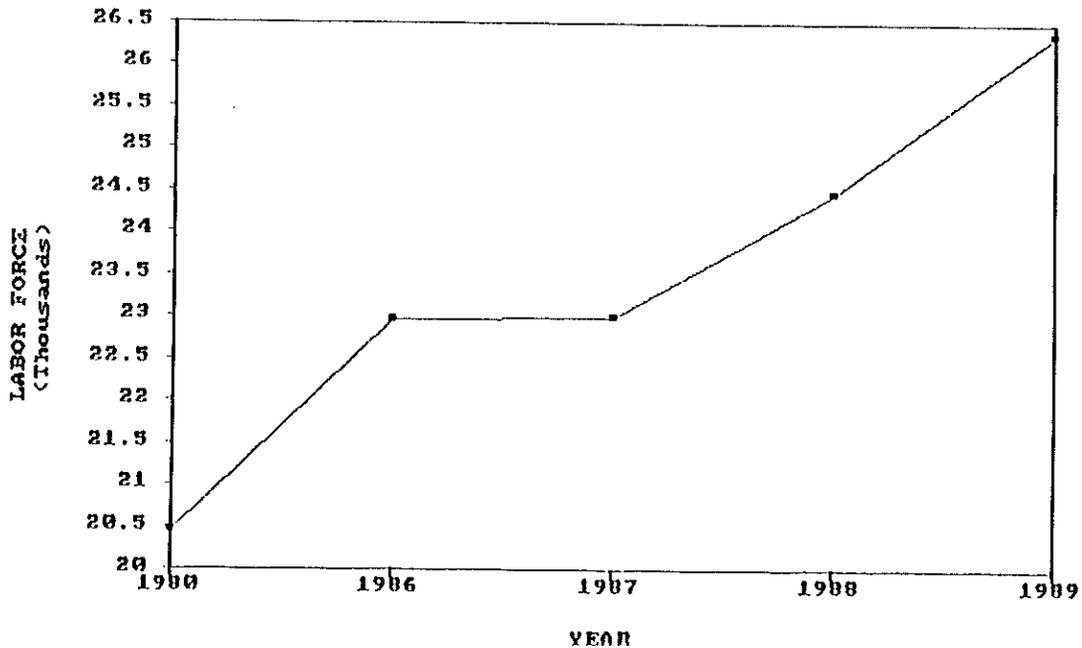


Figure 9.2

The age distribution of the population and the labor force has an impact on the local economy. It influences investment spending, pensions, and government expenditures. The future age distribution figure in Chapter 2 displays that as the City moves towards the year 2000 and 2010 the labor force will be an increasingly older labor force. There will be fewer young people, which means less allocation for social investment in terms of the rearing and education of this group. However, there will be a greater number of people in the ranks of the elderly, which will translate into increased public sector spending for that age group. This aging population threatens those lower paying industries, retail and low end service, which have traditionally relied upon the younger age groups whom they can pay less. This problem is compounded by the intensifying labor shortage statewide. The city's unemployment rates, shown earlier, display that rates have declined and are now at or near record lows, as the number of employment opportunities

increase with the city's economic growth and prosperity. This situation gives employees increased choice in employment opportunities and bargaining power to demand higher salaries and benefits, such as medical and day care, even from the fast food chains. But it is this same labor shortage which makes the area less attractive to new businesses who are considering locating in this region.

Nevertheless, a further comparison of the employment and labor force data shows Middletown was somewhat of an employment center in 1980 with 19,249 local residents employed and 23,840 jobs provided by local firms. This would indicate that there was a net in commuter pattern, with more than 4,500 more people commuting into Middletown to work per day than were commuting to out of town jobs.

A comparison also shows that Middletown firms added an average of 1,180 new jobs between 1980 and 1987. An additional 649 local residents entered the labor force between 1980 and 1988 and an additional 698 local residents joined the economically active employed work force per year during this period.

Therefore, on the average, Middletown firms have added approximately 531 more new jobs per year during the 1980's than residents entering the labor force, and 482 more new jobs per year than residents added to the employed labor force.

Using these averages, Middletown firms in 1988 would provide over 8,400 more jobs on a place of work basis, than residents in the employed labor force. Thus the number of people commuting to work into Middletown has increased from a net 4,500 in 1980 to over 8,400 net in 1988.

Local Middletown firms now provide about one third more jobs, than there are local residents in the employed labor force. Clearly, Middletown is increasingly becoming an employment center, as opposed to a bedroom community so characteristic of surrounding communities.

As was noted in the 1976 Plan of Development, Middletown's economy, and thus employment opportunities, is moving away from a manufacturing based economy and towards a service based economy. This is indicative of the State and New England as well. The next table displays the distribution of manufacturing and non-manufacturing employment over the years.

	MANUFACTURING	NON-MANUFACTURING
1960	42 %	58 %
1970	37 %	63 %
1980	31 %	69 %
1989	20 %	80 %

The next table gives a more detailed comparison of the behavior of non agricultural employment between 1980 and 1989 in the Middletown LMA.

**TOTAL NON-AGRICULTURAL EMPLOYMENT
IN THE MIDDLETOWN LMA FOR JUNE 1985 AND MARCH 1989**

CATEGORY	1985	1989	Percent Change
TOTAL	41,240	48,900	18.6 %
Manufacturing	10,140	9,740	- 3.9
Durable	8,560	7,950	- 7.1
Non-Durable	1,580	1,790	13
Non Manufacturing	31,100	39,160	26
Construction	1,530	2,110	38
Transportation	600	620	3
Comm. & Utilities	580	810	40
Trade	7,200	8,930	24
Wholesale	1,120	1,390	24
Retail	6,080	7,540	24
F.I.R.E	6,380	7,720	21
Service	8,980	12,230	36
Government	5,830	6,650	14
Federal	180	210	16.6
State & Local	5,650	6,440	14

The table above shows that manufacturing, specifically durable manufacturing, is on the decline and the construction, service, communications and utilities and trade industries are growing the most rapidly in the Middletown LMA. While a slowdown in construction employment is expected, the service and trade industries are expected to continue to grow at a rapid pace, and represent a larger and larger share of the employment base in the city of Middletown and the LMA. The shift from a manufacturing based economy to a service based economy raises many concerns of whether a city can survive and prosper with a service based economy.

Consideration should be given to whether the cities labor force will be equipped to fill service and trade jobs, and whether incomes will be sufficient for these workers to support their families and if workers in the older age cohorts will be capable of making the transition from a manufacturing based to service based employment.

INCOME AND WAGES

The incomes and wages that the current labor pool is receiving in relation to the state, other surrounding towns and regions is also important to review since wages are an important consideration. They can encourage or deter quality businesses and workers from moving into a region. The amount of money available to individuals and to families in the region also impacts potential sales in Middletown.

	ESTIMATED PER CAPITA MONEY INCOME		AND MEDIAN FAMILY INCOME	
	Per Capita 1980	1986	Median Family 1980	1986
State	\$8,598	\$14,090	\$20,078	
Middletown	7,419	11,530	21,085	34,155
Haddam	8,506	14,065	24,575	39,811
Durham	8,467	14,410	25,500	41,310
Middlefield	8,162	13,116	24,740	40,078
East Hampton	7,839	12,664	23,320	
Portland	8,478	13,437	22,763	37,200

As can be recognized in the table above, the city of Middletown has the lowest incomes within the region. This situation of the central city within a region having the lowest incomes is quite ordinary. For years the central cities in Connecticut, like Middletown, have had to accept disproportionate shares of their regions poor, minorities and handicapped persons. This fact is reflected in the income figures.

Average household income can also be estimated. The U.S. Census figure for average household income is \$19,343 and the average household income estimate for 1988 is \$37,843.

The next table compares the estimated Middlesex County per capita income with the other counties in Connecticut. In this table, the estimated per capita income for Middlesex county is very close to the average of all eight counties.

<u>COUNTY</u>	<u>1986 ESTIMATED PER CAPITA INCOME</u>
MIDDLESEX	\$13,214
Fairfield	17,708
Hartford	13,609
Litchfield	13,381
New Haven	12,246
New London	12,187
Tolland	12,316
Windham	10,348

The table below shows that the Middletown LMA is the Labor Market Area with the highest weekly and hourly earnings when compared to all surrounding labor market areas in March of 1989. This fact will be of great help when attempting to increase the labor supply in the Middletown LMA.

These relatively higher wages, combined with relatively more affordable housing and continued economic development, will continue to attract people from other regions. As a result, the population and the labor force in Middletown and the Middletown LMA will continue to increase.

AVERAGE EARNINGS AND HOURS OF SELECTED LABOR MARKET AREAS

Hours	Weekly Earnings	Hourly Earnings	Weekly
	Mar. 1989	Mar. 1989	Mar. 1989
MIDDLETOWN	\$505.94	\$12.31	41.1
Hartford	501.50	11.80	42.5
New Britain	499.97	11.52	43.4
New Haven	439.85	10.65	41.3
Bristol	488.57	11.55	42.3
Lower River	401.58	10.09	39.8
New London	478.39	11.93	40.1
Willimantic	421.02	9.86	42.7

As the City's economy shifts to a retail and service based economy, retail and office space will become more and more important. There is also a shift towards smaller scale industrial facilities which will diminish the need for large quantities of industrially zoned land. These areas, whether

they allow office, commercial, or industrial, must be conscientiously and carefully planned if Middletown is to meet the demands of the future.

This portion of the economic Plan of Development will discuss the areas within the town which allow for these uses and the current conditions and future trends expected in these areas.

In order to determine if the city is over reliant on one type of land use (ie. residential) and the overall health of the current tax base the city's total tax levy is presented below.

<u>MIDDLETOWN'S TOTAL REAL PROPERTY TAX LEVY BY CLASS IN 1988</u>		
CLASS	LEVY	PERCENT
Residential	\$507,924,958	60 %
Commercial	\$250,324,282	30 %
Industrial	\$ 70,792,021	8 %
Vacant	\$ 13,751,605	2 %
Residential	\$9,074,945	66%
Commercial	\$1,546,972	11%
Industrial	\$3,128,659	23%
<u>Total</u>	<u>\$842,692,866</u>	<u>100%</u>

As the table above shows the city currently is in a sound fiscal position. Residential property taxes account for only 60 % of the total tax levy while 38 % of the total tax levy comes from commercial and industrial land uses. These commercial and industrial land uses, while contributing greatly to the total tax base, require minimal public expenditures for municipal services.

The next table shows a breakdown of the city into land uses and a record of areas within each use which are currently developed, undeveloped, and undevelopable. The undevelopable category is based on the occurrence of wetlands, steep slopes and flood plain.

Particular attention is paid to the portions of the industrial and commercial zones which remain as yet undeveloped. These zones hold a particular relevance to this section, not only for the fact that they provide employment opportunities in the present day job market, but also for their implications to the shape of the future job market and economic well being of the area. The accompanying Business and Industry map depicts the key industrial and commercial locations in Middletown.

TOTALS	DEVELOPED		UNDEVELOPED		UNDEVELOPABLE		
ACRES	ACRES	%	ACRES	%	ACRES	%	
LAND USE							
Residential	20,470	14,058	68.7 %	3,952	19.3 %	2,460	12%
Commercial	470	310	66 %	110	23.4 %	50	10.6%
Industrial	2,760	2,411	87.5 %	49	1.7 %	300	10.8 %
Other	3,500	2,450	70 %	480	13.7 %	570	16.3 %
TOTAL AREA							
	27,200	19,229	71 %	4,59	16.7 %	3,380	12.3 %

INDUSTRY

Industry has maintained its traditional significance in local economic development. Middletown has made special efforts through planning and zoning methods to continue to attract and accommodate, in a thoughtful manner, strong industries. Of the 2,760 acres in Middletown presently zoned as industrial 87.5% is currently developed. This calls for cautious planning in the future to insure that we meet our pressing economic needs.

A diversified industrial base is important in maintaining Middletown's economic strength, longevity, and reliance as a community. Since many major corporations have located portions of their businesses in the community, the city boasts industries which are important both nationally and internationally. Products manufactured or sold in Middletown include: industrial textile products, marine hardware, fabricated plastic parts, automotive supplies, aircraft engines and spare parts, paper, arming and fusing devices and electronics.

OFFICE

Other than office space in the existing commercial areas, notably the Middlesex Mutual Assurance building and Farmers and Mechanics Savings Bank, the majority of Middletown's rapidly growing office space is in the outskirts of the city. This growth occurs particularly nearby to I-91 in the Westfield area. Occupying the largest volume of corporate office space in the Interstate Trade Zone is Atena Life and Casualty with approximately 1.6 million square feet of space

used to house offices and computing facilities on nearly 300 acres of land. Also, the Flatley Company is constructing 90,000 square feet of office space in this area and proposes to make available a total of 420,000 square feet of space. Needless to say the volume of available office space is growing at a much more rapid rate than that of retail, restaurant, or banking.

RETAIL

Because of the special importance of the three major commercial areas in the city and the various pressures they are experiencing these areas are discussed and recommendations are presented in the commercial area studies presented below.

CONCLUSION

Based on the above analysis and other indicators the conclusion can be drawn that, overall, Middletown's economy is quite healthy. The city is increasingly becoming an employment center in the region and for that matter the state. The completion of the Central Connecticut Expressway north of the city and the widening of Route 66 will greatly improve access to the city. The city's labor force is expanding and its tax base is well balanced and fiscally sound.

This plan recognizes that the city, due to its attractive location and other characteristics, as discussed, can currently rely entirely on market forces to continue to propel the economic development of Middletown. But, this plan is designed to be forward looking. An economic downturn in the future can have substantial impacts on the city. For this reason the plan recommends that the city actively participate in the economic development process and attempt to fulfill the goals and objectives as articulated in the introductory portion of this economic base study. A successful economic development effort can strengthen the city's ability to maintain its remaining rural character, protect its natural resource base, and improve the quality of life for its citizens. There is no "quick and easy" way to achieve economic expansion, but it is within Middletown's reach to launch a thoughtful economic development effort that features shared community objectives, such as the ones presented in this plan, and collaboration among city commissions, local business, the Chamber of Commerce and community leaders.

COMMERCIAL AREA STUDIES

THE CENTRAL BUSINESS DISTRICT

THE FUNCTION OF THE CLASSIC CENTRAL BUSINESS DISTRICT

A Central Business District has been defined as the focus of a community where there is the greatest concentration of people and activities. The Central Business District requires a large number of people for it to function properly because the activities are specialized and are needed relatively infrequently by the populace. The greater the region served, therefore, the more potent the Central Business District. The more specialized the services and goods offered in the Central Business District become, the more they are interdependent and require concentration and mutual support.

The Central Business District contains three basic land uses: 1.) dominant 2.) auxiliary and 3.) service. The dominant activities are vital to the Central Business District and are usually so large in area that they can outbid other uses in choosing locations in the Central Business District. The dominant activities are broken down into five land uses: 1.) retail, 2.) office and communication, 3.) entertainment and culture, 4.) government and 5.) institutions.

DOMINANT ACTIVITIES

The commercial activity of the Central Business District revolves around the stores that have the capacity to bring large numbers of people to the downtown area. These are generally large department stores. Around these generators are the smaller specialty shops. These smaller shops are considered parasites as they generally live off the activity created by the generators.

The offices in the Central Business District are the regional decision making centers and they require a central location in order to maintain ties with other offices and to optimize the opportunities for personal contact. The employees of these firms add to the life and vitality of the Central Business District as potential customers and users of the other establishments.

The Central Business District is the communications center of the region as the radio, television, and newspapers are often located here. They depend on fresh information and the stimulus of new ideas that only the Central Business District can provide.

Entertainment and cultural facilities add the necessary depth to make the Central Business District an unusual attraction for the region. The theater, movies, art galleries, and library draw people both night and day.

Government and institutional facilities are traditionally located here. They function best in the Central Business District and add an atmosphere of dignity and solidarity to the area.

AUXILIARY ACTIVITIES

Along with the dominant activities of the Central Business District are the auxiliary activities such as law offices, banks and the like. They support the dominant functions.

SERVICE ACTIVITIES

Near both the dominant and auxiliary activities and facilities are the service functions (such as barber shops, restaurants, shoe shops) that enable others to operate and live.

THE MIDDLETOWN CENTRAL BUSINESS DISTRICT DEFINED

For the purposes of this study the Central Business District is defined as follows: Bounded on the south by Union Street and on the north by the railroad tracks. Bounded on the east by the Connecticut River and on the west by Pearl Street and Broad Street. The Central Business District can be divided into three distinct sections. Each section has its own identity and therefore its own unique set of problems and potentials. These sections are the central retail area, the north end, and the south end. The central retail area runs from College St. on the east side and Court St. on the west side north to the intersection of Ferry St. and Main St.. The north end runs from Ferry Street north to the Central Business District northern boundary. The south end extends from Court St on the west and College St. on the east, south to the Central Business District's southern boundary. The Central Business District and these three sections are displayed on the accompanying Central Business District map.

The Central Business District (CBD) is the dominant commercial influence in Middletown. Its significant role in the city of Middletown has promoted the Planning and Zoning Commission to contract Wilbur Smith Associates who are working with the Chamber of Commerce, to undertake an Economic Study in the CBD.

CBD PLANNING HISTORY

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 CBD 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 super market on Route 17. The 1965 Plan of Development also recommended that commercial areas be contained in the CBD because "Middletown's central business district would suffer very adversely from the spreading of retail and other commercial areas to outlying spots." Shortly thereafter in 1967 the Washington Plaza Shopping Center began development.

The 1976 Plan of Development recognized the significance of the CBD, but integrated the CBD, with community wide economic development. The plan emphasized that planning for the CBD must be coordinated with planning for Middletown's other commercial areas, because there exists a reciprocal relationship with each other. This Plan of Development supports the 1976 hypothesis on planning for the CBD but emphasizes the need for a public private partnership and an aggressive and creative marketing campaign.

The CBD is defined as the B-1, Central Business Zone. In acreage, the CBD is Middletown's largest shopping area. There are 77 acres in the CBD.

The CBD is the most important commercial area in any city. In the CBD are located general merchandise, apparel and furniture stores, offices, major public buildings, personal services, restaurants, and related commercial functions. These activities require concentration in the CBD. Concentration enables them to complement one another, and to provide important specialization to the community. More

varied activities take place in the CBD than in any other part of Middletown. Within a few blocks are residences, churches, stores, businesses, government offices, service centers and restaurants. The map on the next page displays the different types of land uses which are in the CBD. Clearly, the Middletown CBD generates activity because of the unique combination uses and not a single use.

FUTURE PLANNING FOR THE CBD

As the Middletown CBD moves towards the year 2000 it will continue to be threatened by existing and new regional malls in surrounding towns. For this reason, it is essential that the city strive to make the CBD unique. It must be different from other CBD's and more attractive than the mall. This will be no easy task. The mall offers convenience, speed, easy accessibility, ample parking, and a wide array of shopping. But, with creativity, the city can develop a downtown retail experience unmatched by the malls. For each of three distinct areas to remain and prosper or recover and prosper it is important that the entire CBD function efficiently and that the three sections complement one another. Because these three sections are so distinctly different, creating areas which complement one another will require, first and for most, a strong commitment. Many experts in the field agree that commitment is the most important ingredient in improving and rejuvenating a central business district. The commitment must come from the city officials, the merchants, the Chamber of Commerce, and the residents of Middletown. Going hand in hand with this commitment is long range comprehensive planning for the CBD, which heretofore has been lacking. This Plan of Development strongly endorses the preparation of a comprehensive Plan of Development for the Central Business District.

Second to commitment and long range planning is management. Comprehensive and Coordinating are two very important words. When the idea of suburban malls was exploited by the entrepreneurs, they realized what the market required and wanted in terms of the retail experience. With these requirements in mind, they created a self contained and centralized management entity. The success of the malls is largely due to comprehensive, coordinated and centralized retail management. No matter how efficiently one store in the downtown may be managed it will have difficulty surviving if the entire downtown is not managed efficiently.

For this reason, this plan endorses a more comprehensive, coordinated and centralized management approach by the Central Business Bureau. This management entity in the downtown area would have objectives such as:

- 1.) To establish uniform operating hours
- 2.) To establish a well coordinated and adequately funded promotion and advertising program
- 3.) To work with the city police department for setting a high level of security.
- 4.) To work with the city public works department to in setting standards for improved and expanded environmental services such as street and sidewalk cleaning, trash removal, snow removal, and maintenance of public areas:
- 5.) To provide marketing, merchandising and employee service training assistance to individual merchants:
- 6.) To provide leasing assistance to individual building owners; and
- 7.) To direct and coordinate implementation of a carefully formulated retail strategy.

There are many different types of centralized management approaches which put control of some of the property rights into the hands of the management entity. While these different approaches are too detailed to discuss here, they all should be further investigated to find the approach which is best suited for the Middletown CBD.

The following are a few other strategies which can help to attract people and businesses to the Central Business District.

- 1.) Rezone the entire downtown to recognize the three distinct entities which make up the CBD. Prior Plans of Development recognized these entities, but the corresponding zoning did not. To this end, these entities were thought of as three entities which functioned as one. For many years, prior to malls and interstate highways, the CBD was successful and functioned well as one entity. But, for many reasons, the CBD can no longer compete as is, in the retail markets. Creativity and new ideas are essential. These new ideas begin with the recognition, via zoning, of the three districts in the downtown. These three districts need not, and can not function as one. The districts must complement one another. In order to do this, each must establish its own concentrated mix of similar uses.

Shopping districts should be as compact as possible to encourage pedestrian traffic among stores, thus facilitating comparison shopping and impulse buying. It appears that these characteristics, due to the long and dispersed nature of Main Street, are non-existent. It is a long-held belief that the potential customer who has to move his car and park a second time is as likely to head home or to a suburban mall as to remain downtown and shop. For this reason, this plan recommends three zones which, in all likelihood, will begin to take on their own separate identities and thus a concentration of similar uses will be established in each zone.

For similar reasons, comparison shopping and impulse buying, the zoning should restrict the uses on the bottom floors of buildings fronting on Main Street in the prime retail area to retail, service and eating and drinking establishments. By restricting the uses in this manner, retail store frontage can be kept continuous, with minimum interruptions by parking lots, office buildings, banks, travel agencies or other non retail uses. This proposed zoning scheme would enhance the retail experience of the downtown as shoppers will be able to concentrate their shopping in one area.

In the North End the plan recommends that the zoning should encourage the Planning and Zoning Commission, by using their discretion as granted in deciding special exceptions, to promote retail and service on the lower floors and business and professional offices in the upper levels. This is not mandatory in the north end because any proposed use for this troubled area could be beneficial. The spill over from the prime retail area to the south will generate retail establishments in this area which can complement the interspersed and upper level business and professional offices. The zoning should attempt to stimulate and encourage negotiations between the public and private sector in order to attract and create economically-feasible projects in this zone.

The zone in the southern part of the downtown should recognize that the majority of establishments here are business, financial and professional offices, and that these uses also thrive on concentration and short walking distances between uses. Furthermore, the substantial positive spill over effects on retail and eating and drinking establishments from office development can be noted in many cities. Hartford's Constitution Plaza and Boston's Government Center are two prime examples. The opening of

Middlesex Mutual Assurance will no doubt have major spill over effects as will any Government Building or Center, no matter where it is located in the CBD. For all intensive purposes, this area is healthy and will function nicely as a Downtown Office Zone. Therefore, further office development should be encouraged as the primary use in this area.

2.) Undertake a comprehensive Central Business District Study in order to develop a Central Business District Plan of Development.

3.) Create a private non-profit Office of Economic Development and CBD development in the city to assist businesses and promote the city's Central Business District. This non-profit, unconstrained by local bureaucracies, will be capable of aggressively and creatively pursuing businesses and establishing the public\private partnership.

4.) Make Harbor Park more accessible to the CBD.

5.) Adopt an aggressive and creative marketing campaign to attract more people from all over the state to the Middletown CBD. Promote frequent CBD events such as Riverfront Parties and Carnivals with free River Cruises, a 1940's Main Street U.S.A. and continue the Annual Sidewalk Sale.

6.) Create a marketing brochure and advertising campaign which highlights the benefits of doing business in Middletown and the Middletown CBD, as opposed to the surrounding malls.

7.) Concentrate retail sales, specialty shops, governmental and legal activities in the appropriate sections of the Central Business District.

8.) Do not allow social services such as the unemployment office, the welfare office, soup kitchens or homeless shelters on Main Street. These uses detract greatly from the retail experience and discourage people from going to the CBD.

9.) Increase the presence of uniformed officers in the Central Business District.

10.) Encourage a mix of uses and events which will keep the CBD active both in the day and in the evening.

11.) Address parking and traffic circulation concerns highlighted in the Wilbur Smith Study in order to make the CBD more accessible.

12.) Spruce up the CBD area with more shade trees and flower beds and do not allow litter to accumulate.

13.) Develop a city-wide system of street signs to direct people to the CBD and major establishments in the CBD.

14.) Preserve and rehabilitate the historically significant buildings in the CBD.

THE WASHINGTON STREET (ROUTE 66) AND SOUTH MAIN STREET
(ROUTE 17) RETAIL CORRIDORS

Washington St. and South Main St. are Middletown's other two major retail shopping areas other than the CBD. The Washington St. study area extends generally from the westerly edge of the CBD to the Middlefield town line. The South Main St. study area extends from the CBD south to Randolph Road.

Over the past decade as Middletown's population increased, so too has the pressure on these retail areas. As development continues to fill in heretofore vacant parcels. And development is maximized on already built up land. This development, along with severe traffic volume increases in these corridors, has and will continue to contribute to development pressure similar to other retail corridors in Connecticut and elsewhere. These characteristic problems include, but are not limited to: traffic congestion, traffic hazards resulting from multiple curb cuts and unrestricted left hand turns, distracting signage, inaccessibility to pedestrians, and all the other characteristics so common to commercial strip development.

The areas are composed of a mix of small retail and service establishments including, to mention a few, fast food restaurants and automotive stores. Each corridor also has 2 large shopping plazas.

To date, development and redevelopment pressures continue to intensify in these areas, and it is therefore useful to incorporate policies for these areas into the Plan of Development. These policies will help to guide future Planning and Zoning Commission action regarding development in these corridors.

1. Work with the State Department of Transportation to hasten the widening of Washington St. beginning with the areas in most need of widening and to increase the capacity and ease of flow on South Main Street.
2. Whenever possible, particularly during the widening and improvement process, minimize the number of curb cuts along the corridors. This will reduce the number of left-turning vehicles as well as the points of entering traffic.
3. Whenever possible, interconnect parking lots to reduce curb cuts between establishments and provide for safe and efficient flow within these lots. These interconnected lots, where appropriate, should also be concentrated in the rear and side yards in order to improve the visual quality of the corridor.
4. Provide for more sidewalks, crosswalks and other safety features to make the area more conducive to pedestrian traffic. Also provide for a board walk along Pamecha Pond extending to Pikes Ravine.
5. Require the maximum number of shade trees and planting beds on sites, particularly within the front yard landscaped areas. Species selected should be resistant to adverse road conditions and sufficiently dense to screen the retail establishment from view.
6. Strongly recommend that retail establishments in the corridor keep their planting beds and lawns well maintained.
7. Require that side yard parking areas be screened from the front yard view with a berm or a dense evergreen hedge.
8. Strengthen and strictly enforce the presently liberal sign regulations in the Middletown Zoning Code. Simple signs will help reduce traffic hazards and maintain the areas attractiveness to the shopper.

9. Free-standing signs should not be allowed along the corridors and existing non-conforming signs should be eliminated.

10. Glare from various light sources identified in the study areas should be eliminated or minimized.

11. The quality of the building design will have an overriding impact on the remainder of the development and redeveloped buildings, therefore it must be reviewed and be consistent with the character and overall design objectives of the city for these areas.

CHAPTER 10

CURRENT AND FUTURE LAND USE PLAN

The land use portion of the Plan of Development is perhaps the most important portion. It is the official, graphic representation which guides the Planning and Zoning Commissions decisions in regard to the future use of the land within the community. 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 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.

Communities grow and prosper only if incremental, isolated actions are coordinated into balanced growth. 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 in some cases, and do not waiver in others depending on the area in the city and if public and private efforts consistently work towards achieving the legally adopted community goals and objectives.

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.

For all intensive purposes, the land use map of the 1975 Plan of Development is a good plan for the future land use of the city of Middletown. For this reason the 1975 Plan of Development map, barring a few minor revisions, is hereby incorporated as the official future land use map of the Plan of Development for the year 2000.

LAND USE CATEGORIES

The land use component groups land uses in Middletown into four basic categories: residential, commercial, industrial, and open space areas. Within these broad categories there are further subcategories. The table below provides information in regard to the condition of the land which makes up Middletown.

TOTALS	DEVELOPED		UNDEVELOPED		UNDEVELOPABLE	
	ACRES	%	ACRES	%	ACRES	%
LAND USE						
Residential						
20,470	14,058	68.7 %	3,952	19.3 %	2,460	12 %
Commercial						
470	310	66 %	110	23.4 %	50	10.6 %
Industrial						
2,760	2,411	87.5 %	49	1.7 %	300	10.8 %
Other						
3,500	2,450	70 %	480	13.7 %	570	16.3 %
TOTAL AREA						
27,200	19,229	71 %	4,591	16.7 %	3,380	12.3 %

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 and 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.

Middletown has, in the the existing PRD's, the downtown area and other multi family projects, a substantial number of multi-family units. Currently, the ratio of multi family to single family is approximately 60 % - 40 %. In the future, based on current zoning, this ratio will transpose to 40 % multi family and 60 % single family which is regarded by many to be a healthy mix. Also, based on the current residential arrangement the ideal population of approximately 65,000 will be achieved when the city reaches total residential build out. Therefore, this plan of Development does not feel there should be new areas designated for high and medium density residential on the Land Use Map for the year 2000.

The primary land use on this map is low density residential. These low density residential areas have one to four dwelling units per acre. The one to four range allows flexibility in residential areas. Depending on the characteristics of specific areas, there could be a relatively low density, one unit per acre, or there could be as many as four units per acre.

The available range in densities in this Plan of Development encourages a variety of residential neighborhoods. Truly, this density level is an effort towards meeting one of Middletown's housing goals.

"To continue to encourage diversity in the available housing stock in order to provide for and attract an economically and culturally diverse population."

COMMERCIAL

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

CENTRAL BUSINESS

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.

Maintenance of a strong central city is an important goal of Middletown's comprehensive Plan of Development. It is the foundation of an economically sound community.

GENERAL COMMERCIAL

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

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

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.

MIXED USE DEVELOPMENT

Areas designated as mixed use are a complicated mixture of allowed uses and activities. They have in common a multi-functional character, and intensive use of the land. The category allows 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

Currently the city has adequate amounts of industrially zoned property. This property is essential to a community's health. Remaining undeveloped industrial land must be planned cautiously in the future to insure that we meet our economic needs.

Land held by a major utility company in the southeastern part of town is recognized as a utility area. Should the land not be used for this purpose, it should be low density residential. Another possible 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.

*CITY OPEN SPACES PROPOSED OPEN SPACES
AND CHAPTER 490 OPEN SPACE LANDS*

Municipal open space, undeveloped areas designated as high priority for preservation and Chapter 490 Open land, as discussed in the Open Space Chapter of this plan, are important ingredients 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.

The areas delineated as private open space, high priority open space for acquisition and Chapter 490 Open land in the open space plan, have two designations attached to them on the future land use map. The first is the open space designation. Ideally these valuable private open lands will remain undeveloped or be acquired, fee simple or via a conservation easement, by the city or a private land trust and held, in perpetuity, as open space. But, the plan realizes that these private lands may very well be developed and for this reason these areas also hold the designation of low density residential. In this way, if these lands were to be threatened with development the Planning and Zoning Commission could require a style of development which requires the maximum possible preservation of environmental features and dedication of the most environmentally important areas to the city or a private land trust.

INSTITUTIONAL

Adjacent to the Central Business District is an institutional area. Activities in this area are quasi-public: churches, hospitals, schools, convalescent homes, recreational areas, 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.

No doubt, the continued designation of an institutional category in the land use component of the Plan of Development will stimulate future growth of this segment of the economy.

MISCELLANEOUS

There are a few other categories in the Land Use Component. These are schools, cemeteries and quasi-public and public facilities.

CONCLUSION

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 into the most appropriate areas. Residential, commercial and industrial land uses are tied together by City open spaces, proposed open spaces, and environmentally sensitive areas in order to create the highest possible quality of life here in the city.

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