NEW HAVEN

COASTAL PROGRAM

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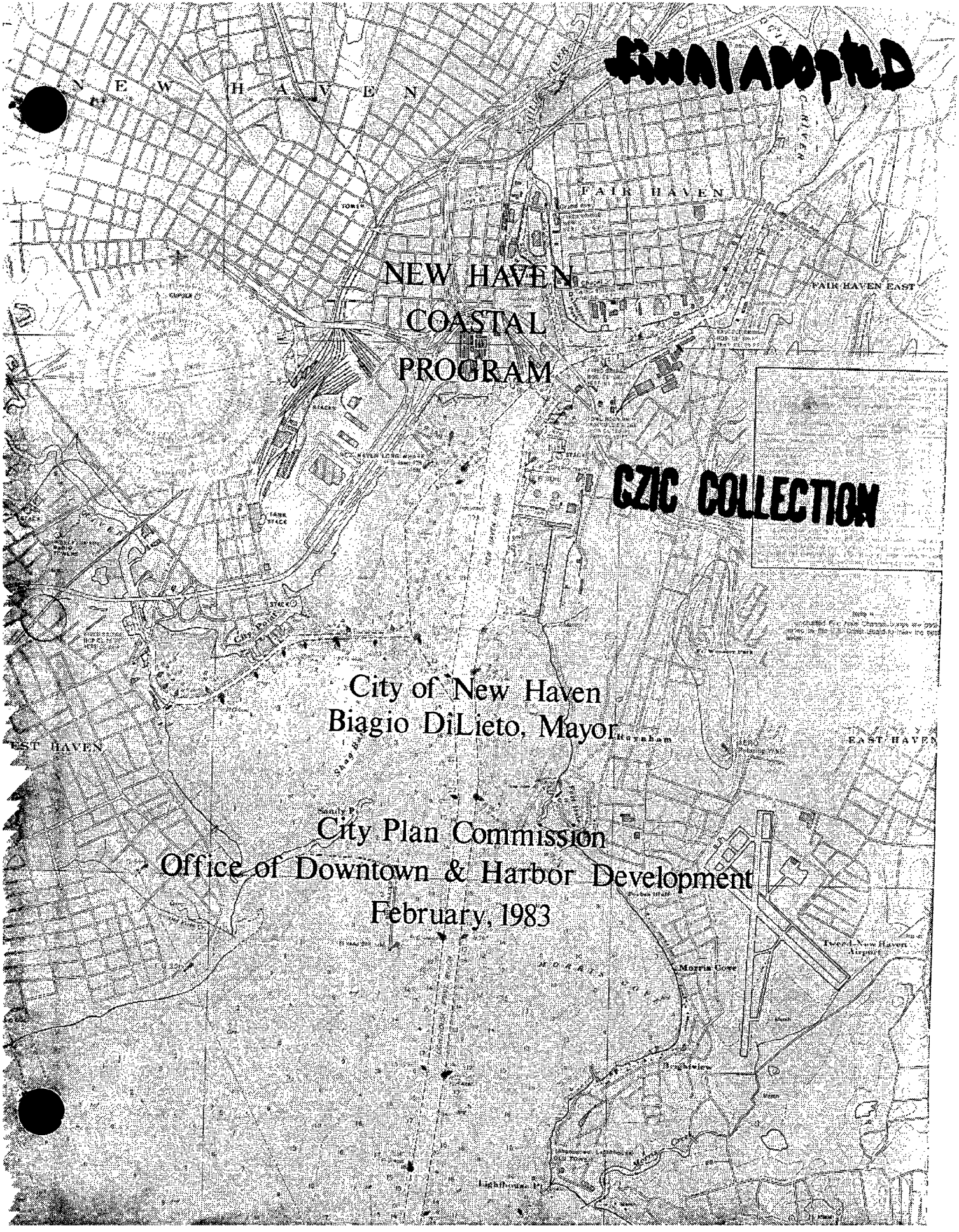


FINAL ADOPTED

# NEW HAVEN COASTAL PROGRAM

CZIC COLLECTION

City of New Haven
Biagio DiLieto, Mayor

City Plan Commission
Office of Downtown & Harbor Development

February, 1983

Amendment to west shore area

1983
HT393.C8N482

# NEW HAVEN COASTAL PROGRAM

City Plan Commission

Office of Downtown and Harbor Development

City of New Haven,
Connecticut

Biagio DiLieto, Mayor

John P. Sawyer, Jr., Development Administrator

adopted February 23, 1983

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CITY OF NEW HAVEN – DEVELOPMENT ADMINISTRATION

John P. Sawyer, Jr., Development Administrator

NEW HAVEN CITY PLAN COMMISSION

William Post, Chairman
Biagio DiLieto, Mayor
Leonard W. Smith, City Engineer
Edwin V. Selden, Aldermanic Representative
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Stephen Papa
John Teluk

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Frank Pannenborg

CITY PLAN DEPARTMENT

John McGuerty, Director
Marilyn Andreucci
Bruce Armstrong
Phillip Bolduc
Joy Ford
Willis Foster
E. Robert Gregan
Edward Hogan
Brian McGrath
John McMillian
Anita Palmer
Mary Lou Skerritt

# NEW HAVEN COASTAL PROGRAM

## EXECUTIVE SUMMARY

New Haven Harbor is one of the City's greatest resources, but its potential is untapped. The harbor provides magnificent views and a great opportunity for development which can improve the quality of life for New Haven citizens, and attract visitors from the entire region. New Haven's current harbor planning effort began in 1980, with the appointment of the Mayor's Coastal Planning Steering Committee. In 1981, the Committee issued its report which included ten general policies and 49 specific action recommendations to guide development of New Haven Harbor. The New Haven Coastal Program, prepared under the legislative direction of the Connecticut Coastal Management Act, is an outgrowth of the Steering Committee recommendations. This program is a plan of development for the coastal area, which sets forth goals, policies, and priorities.

The jurisdiction of this program is the Coastal Management District, an area mandated by the Connecticut Coastal Management Act, and shown on Map I. Generally, it includes all land within 1,000 feet of any shoreline. As background, this document describes the present varied land uses in the coastal area, which range from oyster farms to tank farms and include residential neighborhoods, parks and industrial uses. Of the 15 miles of shoreline, 37% is publicly owned.

There are the major issues in the development of New Haven Harbor:

WATER QUALITY
PUBLIC ACCESS AND RECREATION
PROMOTION OF COMMERCIAL DEVELOPMENT
PRESERVATION OF NATURAL RESOURCES
CONSTRAINTS ON PORT DEVELOPMENT
WATER-RELATED DEVELOPMENT
PUBLIC SAFETY

In Appendix A, these issues and their many manifestations are discussed in detail, and the City response to each is presented. In general, the City's goals and policies towards harbor development are:

1. PROTECT AND IMPROVE THE NATURAL RESOURCES OF THE HARBOR.
2. GUARANTEE ANDINCREASE PUBLIC ACCESS TO THE HARBOR.
3. DEVELOP THE RECREATIONAL POTENTIAL OF THE HARBOR, ESPECIALLY BOATING.
4. MAINTAIN AND IMPROVE EXISTING WATERFRONT RESIDENTIAL NEIGHBORHOODS.
5. ENCOURAGE DEVELOPMENT AND MAINTENANCE OF THE PORT AS A VALUABLE REGIONAL ECONOMIC ASSET.
6. GIVE PRIORITY TO WATER-RELATED USES WHEREVER POSSIBLE.

Once adopted, these policies will guide all public and private entities involved in developing, regulating and managing the New Haven Coastal Management District.

In its harbor development program, the first priority of the City is the Long Wharf area, or West Shore -- -- the entire strip from the East Shore Treatment Plant (across from Teletrack) on the north to the Boulevard Treatement Plant (City Point) on the south. With its great open views the West Shore is already a significant attraction, even in its present undeveloped state. It is highly visible, highly accessible, and largely vacant. Plans for the area should include:

- o speedy development of the Gateway Landing site;
- o improvement and expansion of Long Wharf pier to accommodate public and water-related uses;
- o reuse of land to become vacant at East Street Treatment plant site;
- o development of the vacant parcel at the south end of Long Wharf Drive;
- o improvement of the Long Wharf strip as public open space.

The waterfront section of this area from the Long Wharf pier through the Boulevard Treatment Plant site has been designated a special opportunity district and should undergo intensive development and environmental study.

Fair Haven is another priority area where many improvements are already underway. Those both underway and in planning include:

- o rehabilitation of the Grand Avenue Bridge;
- o Brewery Square mixed-use housing, commercial, and retail project, on Ferry and Front Streets;
- o River Run Elderly Housing on Grand Avenue at Front Street;
- o new market rate housing along Front Street;
- o rehabilitation of historic houses throughout the Quinnipiac River Historic District;
- o general revitalization of the Grand Avenue business district.

- o development of the City-owned parcel at the corner of Quinnipiac and East Grand Avenues;
- o development of King's Tavern site, Grand Avenue;
- o development of Front Street Park;
- o development of Perkes Department Store site, Grand Avenue;
- o extension of the Quinnipiac River Historic District.

The third priority area is City Point, where changes are also already taking place. Recommendations include development of Reuse Parcel S-33 on South Water Street and reuse of the Boulevard Treatment Plant site which will be freed up after construction of the cross-harbor pipeline.

Map IV shows the proposed future land uses for the harbor. These proposed uses, most of which are similiar to existing uses, reflect past and present planning efforts and in some cases, changes that are currently underway or in construction. Three Urban Renewal and Redevelopment Plans — — Long Wharf, Fair Haven and the Hill — — written in the 1960's and early 1970's and amended several times, overlap with the Coastal Management District. Due to changing circumstances, there are some sites for which the recommendations of Urban Renewal Plans are inconsistent with this Program. The Program recommends that the Renewal and Redevelopment Plans be amended accordingly when necessary.

Some of the provisions of this program will be better implemented with revisions to the Zoning Ordinance. On the East Shore, a Port District should be created in order to preserve land uses which require the deep water of the main ship channel. The program also recommends various zone changes, some to reinforce present land uses, some to encourage more desirable future land use.

Development and improvement of New Haven Harbor will be a large undertaking, and this program will serve as a guide to developers and municipal officials alike. It is hoped that the Coastal Program will set the framework so that the City and the private sector can proceed to develop the harbor to its full potential while recognizing and protecting important natural resources.

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THE MAYOR'S COASTAL PLANNING STEERING COMMITTEE
July, 1980 – June, 1981

Charles H.W. Foster, Chairman; Yale School of Forestry and Environmental Studies
John W. Burrell
Joseph Crowley, New Haven Terminal, Inc.
Gene J. Festa, Board of Park Commissioners
William Fuhlbruch, Community Development Manager
John R. Harrald, U.S. Coast Guard Station
Robert J. Hauser, Jr., Board of Aldermen
Charles Johnson, Long Island Oyster Farms
Gerald Kagan, Gerald M. Kagan and Associates
Marian LaFollette, Citizens Park Council
Richard Maconi, Maconi Construction Consultants
Peter Neill, Schooner, Inc.
Alfred Onorato, State Representative
Christopher Shannon, Board of Aldermen
Barbara Stevens, Yale University
Henry Townshend
Richard C. Turner, III, South Central Community College

NEW HAVEN HARBOR COUNCIL
Appointed May, 1982

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Gene Festa, New Haven Board of Parks Commissioners
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Robert N. Schmalz, Thompson, Weir and Barclay
Christopher Shannon, Board of Aldermen
Gaddis Smith, Yale University
Henry Townshend
Richard M. Turner, III. South Central Community College
John M. Murphy, Knights of Columbus

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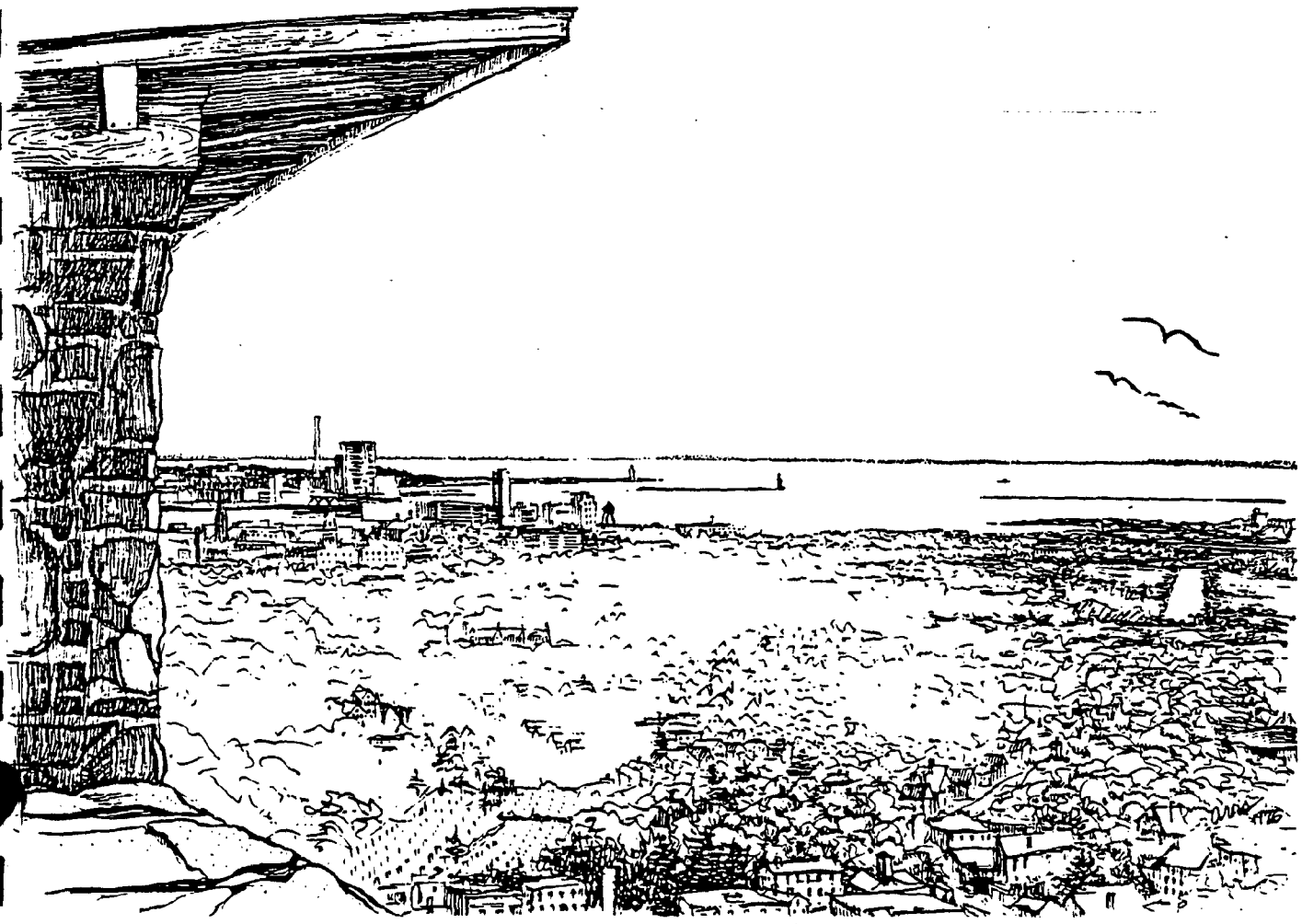
Members of the City Plan Commission and the City Plan Department have generously contributed in this effort. The program has been produced also in close cooperation with staff of the Coastal Area Management Unit of the Department of Environmental Protection.

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**Lighthouse Point Park**

**drawing by Elaine Avis Matthias**
**reproduced courtesy of the Citizens' Park Council**

## I. WHAT IS THE NEW HAVEN COASTAL PROGRAM?

The Connecticut Coastal Management Act of 1979 (CCMA) establishes a detailed set of goals and policies to guide Federal, State and local actions in the coastal area and calls on cities and towns to develop Municipal Coastal Programs (see excerpts from the Act, including list of the goals and policies, in Appendix A). A coastal program involves several steps:

1) Assembly of information on coastal resources and land use;

2) Systematic identification and analysis of the municipalities' major coastal issues, problems, and opportunities, both immediate and long-term;

3) Articulation of local goals and policies to guide future coastal resource conservation and development;

4) Preparation and adoption of revisions to the municipal plan of development for the area within the coastal boundary to address coastal issues and concerns and to ensure consistency with the policies of the CCMA. For cities such as New Haven which do not have such a plan, the Act authorizes adoption of a plan of development for the coastal area alone; and

5) Preparation and adoption of revisions to the zoning regulations, other municipal regulations, ordinances, and plans, to ensure their consistency with the policies of the CCMA.

In sum, the coastal program articulates goals and policies for guiding coastal use and development, and seeks to mobilize the governmental and private resources —— legal, human and financial —— needed to achieve them.

**Coastal Planning Steering Committee**

The City of New Haven launched its coastal program effort with the appointment by Mayor Biagio DiLieto of a 17-member Coastal Planning Steering Committee in July, 1980 to guide the City in its approach to developing New Haven's coastal area. This committee included representatives of the diverse harbor interests from the port to the environmental community.

During the months of discussions and presentations on a wide-range of harbor issues, the Committee reached a consensus which is presented in its final report of June, 1981.* This report recommends ten basic policies to guide harbor development and includes 49 specific actions recommendations as well as extensive background information. The Steering Committee report has formed the basis for this coastal program.

One of the committee's ten recommended policies was that the Mayor create a staffed office of Harbor Development with responsibility for preparing the City's coastal program and advancing projects and programs of benefit to the harbor. The Mayor responded by creating the Office of Downtown and Harbor Development, a decision which was subsequently codified into City ordinance by the Board of Aldermen as part of the comprehensive reorganization of the City's development departments. The Mayor charged the office with preparing the City's coastal program as well as with handling the myriad day-to-day issues of harbor planning, development, and management.

* Copies of this report are available from the Office of Downtown and Harbor Development, 157 Church Street, New Haven, Connecticut 06510.

## II. NEW HAVEN HARBOR TODAY: EXISTING CONDITIONS

It is difficult to discuss New Haven Harbor as a single entity because conditions around the harbor vary so widely. For purposes of discussion, the harbor is here divided into ten areas, including the water itself, delineated on Map I. These areas do not reflect political boundaries or census tracts, but are informal designations based primarily on land use. For each area, some background information is presented, as well as a listing of the issues facing that area. These issues are all site-specific ramifications of the larger issues of New Haven Harbor development. These major issues are listed on p. 20.

### EAST SHORE, MORRIS COVE

#### 1. General Information

Morris Cove was named after Thomas Morris, an early settler. His house, started around 1680, is still standing. Most of the land is parks and residential.

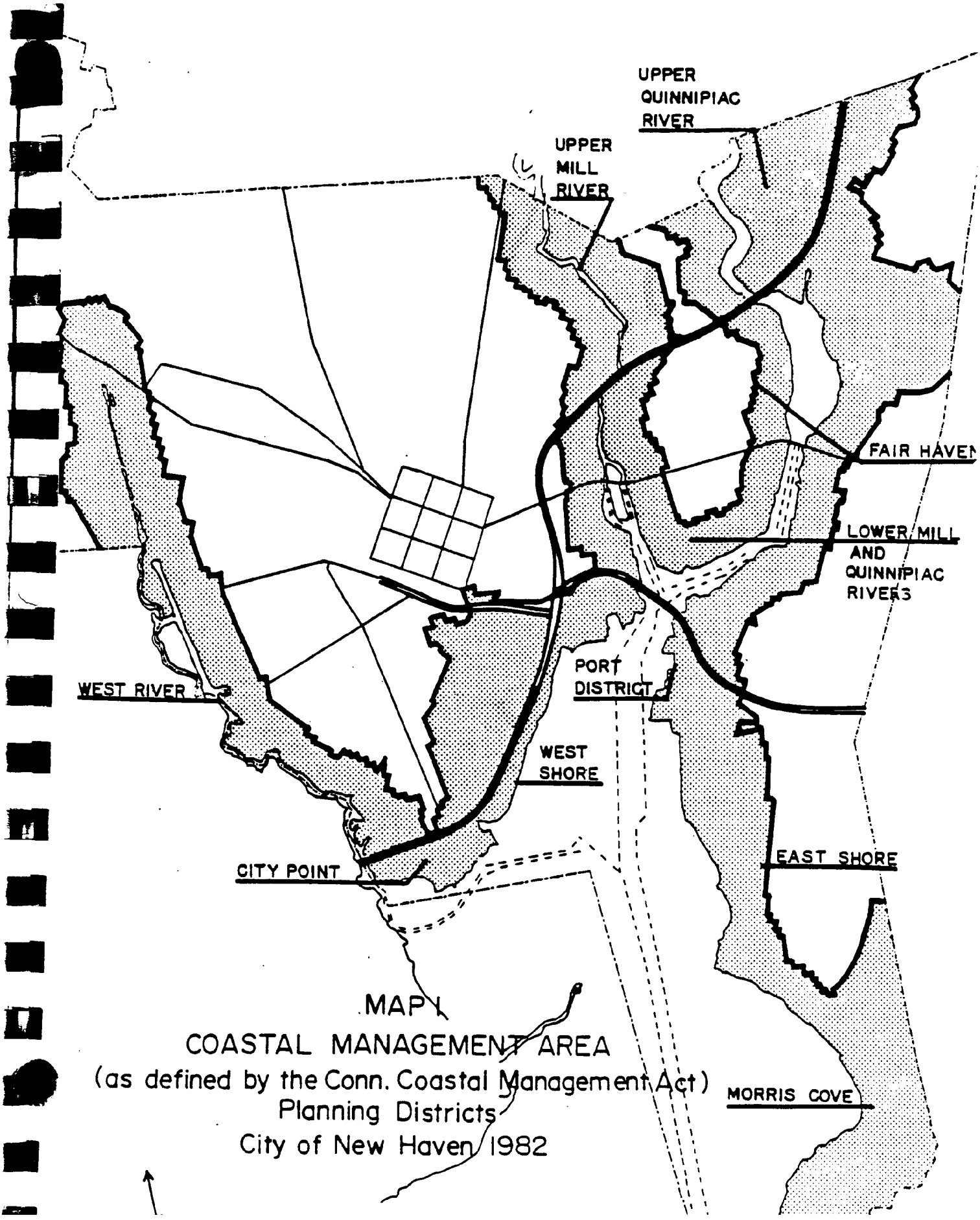
The shoreline here is practically lined with parks, from the 131-acre Lighthouse Point Park, with the City's only swimming beach, to the newly developed 84-acre East Shore Park. There is also much boating activity, with the New Haven Yacht Club, a private marina, and the boat launching ramp at Lighthouse Point Park. One of the dominant land users is Tweed-New Haven Airport, partly in New Haven, partly in East Haven. Because of noise, traffic, and safety issues, and disputes with East Haven, the airport is sometimes a controversial use, but generally does not raise many coastal issues. The Airport Master Plan, issued in 1982, recommends no significant expansion of airport operations.

#### 2. Land Use

Residential -- 37%
Park -- 35%
Commercial -- 1%
Institutional (U.S. Navy, U.S. Coast Guard, Airport) -- 27%

#### 3. Natural Resources

Water quality: The water at the Lighthouse Point swimming beach is tested daily during the summer by the City Health Department. Occasionally, the beach is closed to swimming when the State Health Department standards for coliform bacteria are exceeded. (The State Department of Environmental Protection (DEP) rates this water SC (not suitable for swimming), but the DEP ratings are guidelines, not regulations. It is the State Health Department standards, not the DEP classifications, which determine whether a beach is open to swimming.) The beach at Morris Cove is not open for swimming. Morris Cove is one of the better areas in the City for boating because it has relatively deep water and is close to the main channel.




MAP 1

COASTAL MANAGEMENT AREA

(as defined by the Conn. Coastal Management Act)

Planning Districts

City of New Haven 1982

Habitats: State designated tidal wetlands along Morris Creek; bird sanctuary at Lighthouse Point Park. *Lighthouse Point Park is in the path of fall hawk migrations.*

**4. Historical/Cultural Resources**

Pardee-Morris House, mentioned above, restored and open to the public.

Lighthouse Point Park Carousel, presently in storage, Mayor's committee raising money for restoration.

Lighthouse in Lighthouse Point Park, built 1840.

Raynham, home of the Townshend family, built as a country estate in 1804, remodelled in 1856.

Black Rock Fort, remains of a Revolutionary fort.

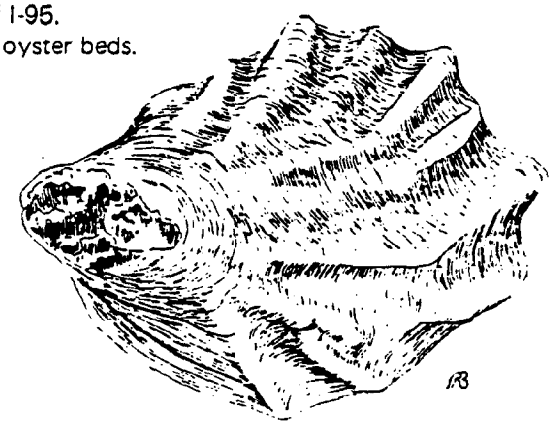
Fort Wooster Park.

**5. Major Development Opportunities**

Few on land; most of the land is already developed with stable uses. East Shore Park contains the best site in the City for a municipal marina.

**6. Area Issues**

- o Poor water quality.
- o Poor condition of Lighthouse Point Park.
- o Preservation of remaining salt marshes.
- o Marina development in East Shore Park or elsewhere.
- o Erosion of seawall.
- o Flooding near and in airport and resulting proposal to relocate Morris Creek to the east side of the airport.
- o Possible refilling of "Deep Hole" an 800,000 cubic yard borrow pit created for construction of I-95.
- o Preservation of oyster beds.



**Eastern oyster**

drawing by Ronald Boisvert

from: **"Long Island Sound: An Atlas of Natural Resources"**
**Connecticut Department of Environmental Protection**

EAST SHORE, PORT DISTRICT

**1. General Information**

The east shore industrial area south of the Tomlinson Bridge is the major deepwater port for both the City and the surrounding region. The port of New Haven is served by a main channel 35 feet deep and 400 feet wide from Long Island Sound to the Tomlinson Bridge. The Army Corps of Engineers has approved the deepening of the main ship channel to 40 feet, a project which must now obtain congressional approval and then funding.

The port district, encompassing 255 acres of land, has 11 active piers, wharves and docks which handle primarily petroleum products. The only facilities handling general cargo are owned and operated by New Haven Terminal. One facility is the scrap metal dock serving the Schiavone Company and other general cargo ships and the other is the main New Haven Terminal finger pier. The NHT facilities are used intensively. Shipping companies surveyed report occasional delays due to ships being "stacked up" waiting to unload. In addition, data from the NERBC Ports and Harbors study shows that NHT facilities are among the most efficiently used in the region.

Of the other piers in the area, seven handle petroleum and one is owned by the United Illuminating Company. Table 1 shows major cargoes handled by New Haven port facilities in 1978.

Table 1
Cargo Handled in New Haven Harbor, 1979*

| CARGO | SHORT TONS |
|---|---|
| Bulk petroleum | 9,456,249 |
| Scrap Metal | 215,255 |
| Primary and Fabricated Iron and Steel | 172,340 |
| Chemicals | 448,404 |
| Copper, Zinc, Metal Alloys | 22,872 |
| Lumber | 81,303 |
| Cement | 81,851 |
| TOTAL: | 10,478,384 |

* based on port use in 1979
Source: U.S. Army Corps of Engineers

**2. Land Use**

Terminal Uses (water-dependent): 17%

Tank Farms (non-water-dependent): 35%
Representing approximately 9,000,000 barrels of storage capacity

Utilities (water-dependent): 43%
United Illuminating Company Harbor Station

Manufacturing: 5%

**3. Natural Resources**

Water Quality: rated SD by the Connecticut Department of Environmental Protection (unsuitable for any uses).

Habitats: all intertidal flats or tidal marshes, once in the area have been filled.

**4. Historical/Cultural Resources**

None.

**5. Major Development Opportunities**

Little land is currently available for development, but possible relocation of some water-front tanks (which currently occupy 110 acres in the area) could make additional land available for water-related industrial uses.

Excess land at the U.I. Harbor Station could be more intensively used.

**6. Area Issues**

- o Encroachment of non-water-related uses into port area.
- o Lack of land for future port expansion.
- o Future of East Shore Parkway right-of-way.
- o Channel maintenance and improvement.
- o Frequent damage to Tomlinson Bridge by barges.
- o Constraints posed by the Tomlinson Bridge: poor rail service, poor vehicle travelling conditions and difficulty of barge passage.

LOWER MILL AND QUINNIPIAC RIVERS

## 1. General Information

This district is the water area bounded by the Tomlinson, Chapel Street and Ferry Street bridges and its adjacent 209 acres of land, 139 of which are zoned and used for industry. This area has a 16-foot deep federal channel up the Quinnipiac River to the Ferry Street Bridge and a 12-foot channel up the Mill River to the Chapel Street Bridge. Both channels are scheduled for maintenance dredging by the Army Corps of Engineers in the spring of 1982.

The north shore of the Quinnipiac River has two active barge terminals, one for petroleum and one for sulfuric acid (DuPont). The east shore has a broken-down dock with deep water on the northern part, the abandoned U.S. Steel barge dock, and two overlapping petroleum receiving piers operated by Mobil and Texaco.

The 97-acre industrial area on the east shore north of Interstate 95 is dominated by the 34-acre former U.S. Steel site and the 15 acres of Mobil and Texaco tank farms. The remaining area contains a mix of firms involved in manufacturing, truck and auto services, and construction. Residential uses are being converted to industrial and commercial uses as the properties come on the market. The City is actively seeking an industrial tenant for the U.S. Steel site as part of the Quinnipiac River Industrial Park, a State-supported Municipal Development Plan.

The Tomlinson Bridge is an important concern for most of the businesses in the area both as a traffic link and as a rail and a navigational problem. Most businesses reported serious losses of sales or increased expenses during the latest traffic interruption caused by barge accidents. The congested traffic and poor circulation on Forbes Avenue is another central concern.

Across the river, the south part of peninsular Fair Haven, is the River Street area. In a 1979 study, the City found the area to be characterized by a mix of old, relatively small, employment-intensive industries and other parcels used for storage, warehousing, or not at all. The six largest employers are involved with chemicals, fabricated metals, petroleum distribution, and lumber/wood products. Printing and publishing and warehousing are two other significant uses. Two freight forwarders and distributors, and a boiler manufacturer, are located in the area.

Of the 3,800 lineal feet of shoreline along southern Fair Haven, only 375 are used for waterborne transportation. The remainder features a mix of rusting or rotting bulkheading, old piles, and eroding shoreline, all of it heavily silted in.

The area has rail freight service via the street tracks of the old Manufacturer's Railway, now operated by ConRail. The narrow radii of the curves and the poor condition of this outmoded rail spur limit the lengths and speed of the cars. About 600 freight carloads were shipped into this area on these tracks in 1978 (ConRail data and City Plan Department survey). Several companies responded that they would use or increase use of rail if the service were improved.

Approximately eight acres of vacant or underutilized land were identified in the River Street area, including approximately 2,750 feet of water frontage.

The west shore of the inner harbor is primarily occupied by a Suzio Concrete Company mixing plant which recently expanded on a 12-acre site. As a condition of their coastal site plan review approval, the company reserved a 150-foot wide strip of land along the waterfront for future water-dependent development.

The water here is extremely shallow, and the edge is rough rip-rap. Any use of the water for transportation would require extensive improvements.

South of the Suzio site, between I-95 and the Tomlinson Bridge, the firm of Blakeslee, Arpaia and Chapman maintains a small barge dock for use by their marine construction division.

**2. Land Use**

Terminal Uses

- o Two inactive abandoned piers.

Tank Farms

- o Two small tanks receiving sulfuric acid.
- o Three petroleum tank farms with a total capacity of 954,000 barrels.

Non-Water-Related Industry

- o Suzio Concrete Company (12 acres).
- o River Street area industries.

Park Land

- o Quinnipiac Park (eight acres).

Vacant and Underutilized Land

- o Approximately eight acres in River Street area.
- o Thirty-four acre former U.S. Steel site.
- o State-owned land under I-95 bridge.

**3. Natural Resources**

Water quality: rated SD (unsuitable for any uses) by the Connecticut Department of Environmental Protection.

Habitats: all intertidal flats, tidal marshes, inland wetlands or beaches once existing in the area have been filled. There are some small strips of marsh grass (*Spartina alterniflora*) along the eastern shore of the Quinnipiac River.

**4. Historical/Cultural Resources**

The Yale Boathouse, built in 1909, originally used by Yale crews, is now privately owned and used for office space.

Jehiel Forbes House, 153 Forbes Avenue, built in 1767.

**5. Major Development Opportunities**

The eight acres of vacant and underutilized land in the River Street area present a significant development opportunity. Much of this land fronts on the harbor and where possible, water-dependent and related uses should be given priority. The area adjacent to the Brewery Square mixed-use project should be considered for mixed-use development.

The City is actively seeking tenants for reuse of the former U.S. Steel site. High priority should be given to a water-dependent use along the water's edge.

**6. Area Issues**

- o Reuse of vacant and underutilized land.
- o Potential for mixed-use development in certain areas.
- o Inclusion in a designated Port District.
- o Tomlinson Bridge repair and maintenance.
- o Poor condition of railroads.
- o Water quality.
- o Channel maintenance.

UPPER MILL RIVER

**1. General Information**

The northern part of this area, above Interstate 91, consists of East Rock Park, one of the City's most spectacular natural resources, and adjacent residential and institutional uses. Slightly downstream of the park is a set of recently constructed tide gates which restrict the flow of tidal waters into the upper reaches of the river. The 240-acre Mill River coastal industrial area, bounded by the Chapel Street bridge on the south and East Rock Park on the north, has a 12-foot deep channel dredged for approximately 1,000 feet north of the Chapel Street bridge and serving two users -- Atlantic Cement and Bloom Brothers Oyster Company. Other abandoned pier facilities have been silted in, and the poor condition of the Chapel Street bridge puts constraints on use of the area for waterborne commerce.

Industrial users line the banks of the river for another 4,000 feet above the channel. Major users include the U.I. English Station generating facility, Simkins paper manufacturing plant, the Southern Connecticut Gas Company, Connecticut Hard Rubber, and I. Hershman Paper Company. The Mill River Industrial Park, a City redevelopment project on the site of the former Federal Paper Board Company, is bringing several new industries to the area.

**2. Natural Resources**

Water quality: lower section rated SD by the Connecticut Department of Environmental Protection (unsuitable for any uses).

Habitats: There are substantial freshwater wetlands along the Mill River north of Interstate 91 running up to the City's boundary with Hamden. Most of them are included in East Rock Park. These wetlands are important to maintaining the flow of freshwater into the Mill River.

East Rock Park, a basalt outcrop surrounded by wetlands, is a wilderness within the City. The rock outcrops support many unusual plant species, and the shores of the river support a Connecticut endangered species (***Sagittaria montevideoensis***) which has been found there for almost a century. In the spring, East Rock Park contains a great variety of migrating birds, for which it is known State-wide.

**4. Historical/Cultural Resources**

East Rock Park, roads, monument -- 420 acres.

**5. Major Development Opportunities**

- o In-fill and replacement of industrial development along Mill River south of Interstate 91.

**6. Area Issues**

- o Maintaining freshwater flow in Mill River.
- o Developing vacant industrial land.
- o Improving residential neighborhoods in Fair Haven.
- o Upgrading East Rock Park.
- o Improving water quality.

FAIR HAVEN AND FAIR HAVEN HEIGHTS -- East and West Shore of the Quinnipiac River

**1. General Information**

Fair Haven, the peninsula on the west shore of the Quinnipiac River, contains a mix of residential and commercial uses, with a widespread and ever changing ethnic and economic composition, while Fair Haven Heights is slightly more homogeneous. Both communities grew up around the thriving 19th and 18th century oyster industry and Long Island Oyster Farms still maintains docks and other facilities on the East Shore of the river. Fair Haven is undergoing many changes, with the Grand Avenue Commercial Revitalization Program and diverse City-assisted housing rehabilitation and construction programs, with plans underway for construction of the Brewery Square, River Run and Front Street housing projects, and with development of Front Street Park. Privately financed renovations are also taking place. Up to Long Island Oyster Farms, the Quinnipiac River is dredged to a depth of 16 feet.

The Regional Planning Agency of South Central Connecticut released the ***Quinnipiac River Corridor: Preservation – Recreation Action Plan*** in 1981. This document is an exhaustive study of the entire Quinnipiac River corridor and contains several action recommendations for the Quinnipiac shores in New Haven. These recommendations are basically similar to these of the Final Report of the Mayor's Coastal Planning Steering Committee, and were developed in co-ordination with City staff.

**2. Land Use**

| | | |
|---|---|---|
| Residential | – | 68% |
| Commercial (in-cludes several small marinas) | – | 2.5% |
| Industrial | – | 4.5% |
| Institutional | – | 2% |
| Park | – | 7% |
| Open Space | – | 15% |
| Tank Farms | – | 1% |

**3. Natural Resources**

Water quality: rated SD by the Connecticut Department of Environmental Protection (unsuitable for any uses).

Habitats: extensive tidal wetlands along the eastern shore of the Quinnipiac River, below the railroad tracks (about half filled), and along Hemingway Creek, a tributary to the Quinnipiac. Intertidal flats along eastern shore, north and south of Grand Avenue Bridge. Valuable seed oyster grounds.

**4. Historical/Cultural Resources**

An abundance of 19th century structures in various states of preservation, dilapidation and rehabilitation.

Grand Avenue Bridge, built in 1896, now being rebuilt.

Grannis Island, archeological site in Quinnipiac River marshes.

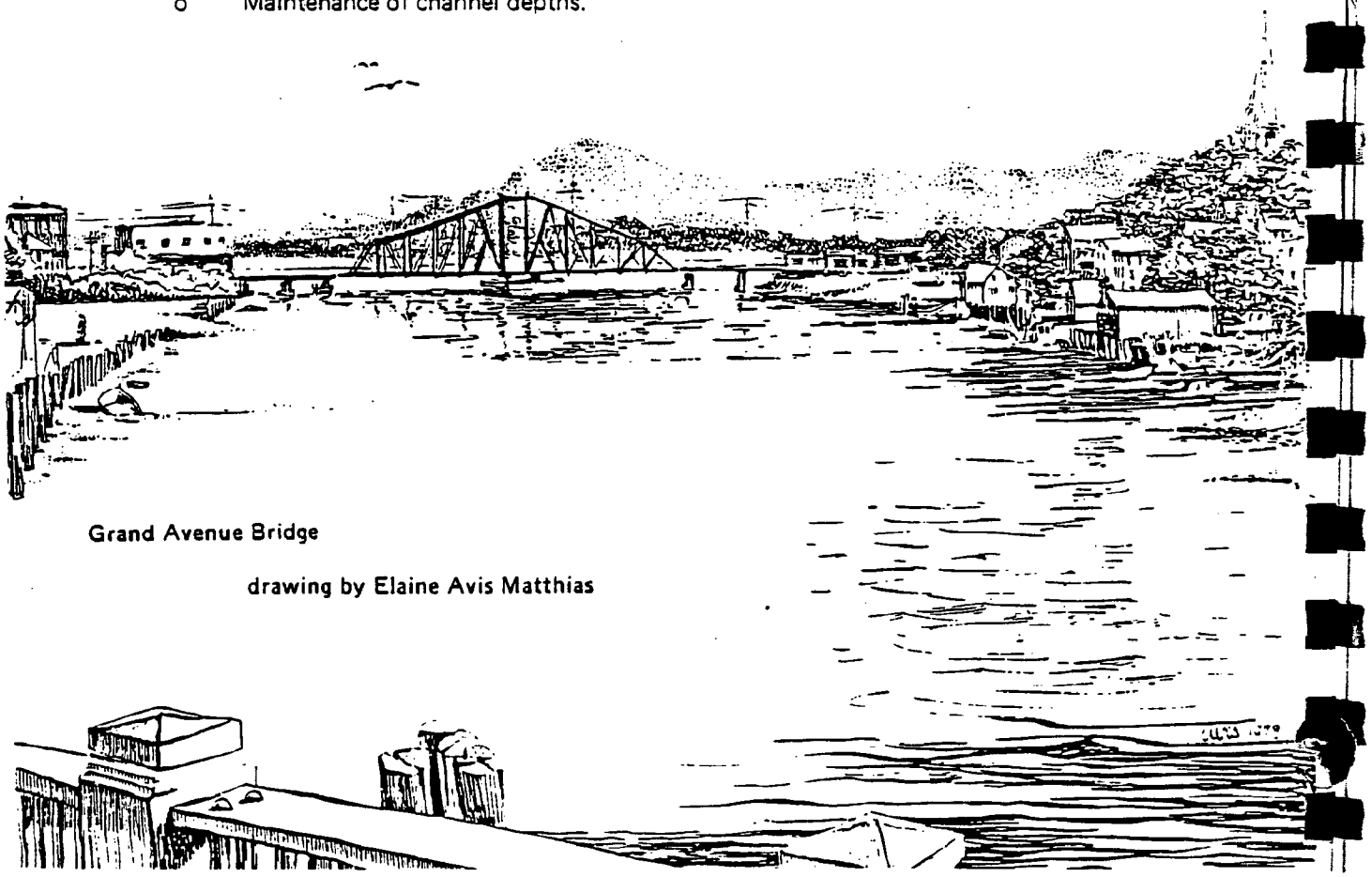
Much of coastal Fair Haven and Fair Haven Heights is included in the Quinnipiac River Historic District. The Historic District Commission is seeking to enlarge the District.

**5. Major Development Opportunities**

- o In the areas where wetlands have already been filled on the eastern side of the upper Quinnipiac, appropriate scale mixed-use, residential or light industrial development should be considered, but soil conditions and access present problems. There should be no additional filling of any existing wetlands.
- o Rehabilitation of historic buildings.
- o Reuse of industrial buildings.

**6. Area Issues**

- o Preservation of wetlands.
- o Future of fishermen displaced from Brewery Square site.
- o Preservation and rehabilitation of housing stock.
- o Development of Front Street Park site.
- o Preservation of oyster grounds.
- o Continuing existence of scattered industrial uses in residential neighborhoods, including three small tank farms.
- o Development of marinas or other boating opportunities.
- o Maintenance of channel depths.



**Grand Avenue Bridge**

**drawing by Elaine Avis Matthias**

UPPER QUINNIPIAC RIVER

## 1. General Information

This area, extending from the railroad tracks to the North Haven town line, includes large areas of undeveloped marshland, the 30-acre City sanitary landfill, extensive rail yards and numerous junk yards. The area on the west bank of the Quinnipiac River features a more diverse set of uses including the Blakeslee, Arpaia, Chapman headquarters, more rail facilities, and some small manufacturing and commercial uses. The future uses of these extensive areas are constrained by very poor soil conditions and environmental regulations governing activities in tidal and inland wetlands.

North of the Grand Avenue Bridge, the river is not dredged at all and is quite shallow. At one point it is underlain by a 40" diameter water main from Lake Gaillard in North Branford.

Also within the coastal boundary of this area is Middletown Avenue, a mixed commercial, residential, and industrial area which has little relation to the coast.

## 2. Land Use

| | | |
|---|---|---|
| Residential | – | 23% |
| Commercial | – | 5% |
| Industrial | – | 26% |
| Railroad | – | 19% |
| Open Space | – | 25% |
| Industrial | – | 1% |
| Park | – | 1% |

## 3. Natural Resources

Water quality: rated SD by the Connecticut Department of Environmental Protection (unsuitable for any use).

Habitats: largely invisible to the public eye are scattered tidal wetlands. Upstream in North Haven, the Quinnipiac River marshes cover thousands of acres and are some of the most productive marshes in the state.

## 4. Historical/Cultural Resources

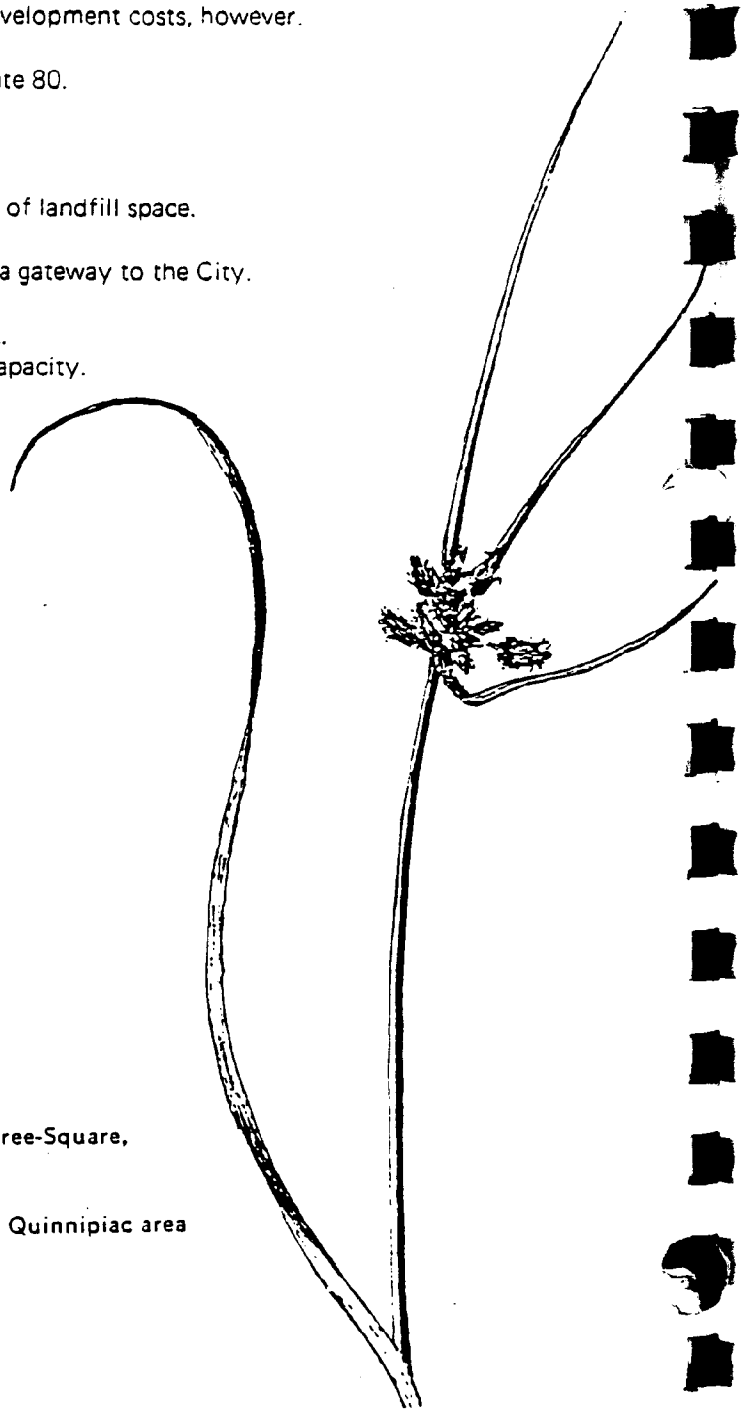
Rail yards and roundhouse.

## 5. Major Development Opportunities

- o The City landfill, when filled to capacity, will be available for development, but severely limited by soil conditions. Other cities have landscaped closed landfills for park use -- a good possibility here.
- o The area has potential for industrial use, with its closeness to I-91 and the railroads and distance from residential neighborhoods. Much of the land is underused. The poor soil conditions mean high site development costs, however.
- o Reuse of abandoned rail yards.
- o Warner property on south side of Route 80.

## 6. Area Issues

- o Continued need for and unavailability of landfill space.
- o Preservation of marshes.
- o Proliferation of billboards along I-91, a gateway to the City.
- o Repair of Middletown Avenue Bridge.
- o More intensive industrial development.
- o Reuse of City landfill when filled to capacity.
- o Archeological resource conservation.



**Three-Square,**

**a marsh plant of the Upper Quinnipiac area**

WEST SHORE

**1. General Information**

The area known as the West Shore stretches from the Tomlinson Bridge to City Point and includes 254 acres. Much of the land in the area was created in the 1950's for the construction of Interstate-95 and was originally designated in the Long Wharf Redevelopment Plan for development as an industrial park.

Although much of the West Shore is industrially zoned, a wide variety of land uses are accommodated. Non-industrial uses include Teletrack -- a televised horse racing theater offering pari-mutuel betting, South Central Community College, food wholesalers, the Long Wharf Repertory Theater, the Community Health Care Plan, and the Albie Booth Boys' Club. Also located in the area is the historic remnant of Long Wharf Pier -- now the municipal pier with space leased to the Liberty Belle cruise ship and Red Star Marine Services.

The West Shore also has extensive intertidal mudflats, considered by ornithologists to be a valuable habitat for local and migratory birds.

There is a strip of undeveloped land running along the waterfront side of Long Wharf Drive. Although this land was once designated as parkland, in conjunction with extensive filling, only half of the existing filled area has been landscaped and made attractive for public use.

One of the problems in this area is the poor water quality and the horrendous smell emanating from the south side of the base of Long Wharf Pier. For discussion see Section III.

**2. Land Use**

| | | |
|---|---|---|
| Industrial | – | 20% |
| Institutional | – | 15% |
| Commercial | – | 25% |
| Vacant Land | – | 8% |
| Railyards | – | 30% |
| Park | – | 2% |

**3. Natural Resources**

Water quality: rated SD by the Connecticut Department of Environmental Protection (unsuitable for swimming or shellfishing).

Habitats: sediments polluted; support limited benthic organisms adapted to stressed environments; migratory bird habitat. There are small areas of salt marsh at the southern end of Long Wharf.

**4. Historical/Cultural Resources**

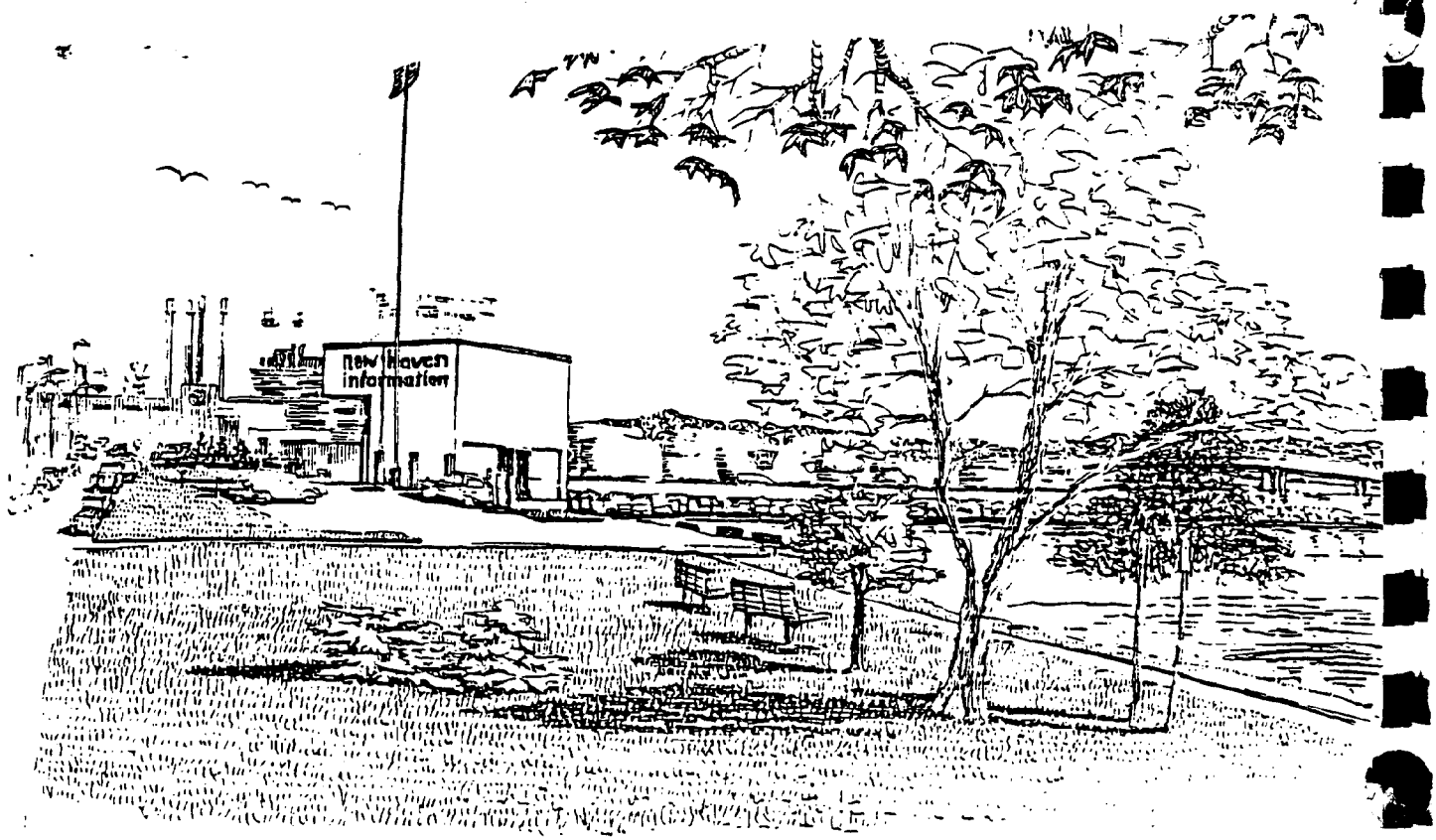
The area contains the historic remnants of Long Wharf Pier which was the center of a bustling waterfront commercial neighborhood in the 19th century.

## 5. Major Development Opportunities

- o More intensive use of industrial land inland of I-95.
- o Development of parcel known as Gateway Landing at the head of the harbor, currently committed to a local developer for a high density mixed-use project including a hotel, restaurants and appropriate commercial and retail facilities.
- o Reuse of the old Seamless Rubber Company site.
- o Development of Long Wharf into a municipal pier which could provide public access, water-enhanced commercial uses and facilities for a commercial fishery.
- o Reuse of railyards through redevelopment or platforming.
- o Adaptive reuse of some current facilities which are inappropriate for this prime location.

## 6. Area Issues

- o Eliminating smell at base of Long Wharf Pier.
- o Expansion of Long Wharf Pier.
- o Completion of "Gateway Landing" parcel.
- o Completion of Long Wharf Park.
- o Protection of mudflats.
- o Improved downtown-harbor connections.
- o Storm water overflows.




Long Wharf

drawing by Elaine Avis Matthias
reproduced courtesy of the Citizens' Park Council

CITY POINT

**1. General Information**

City Point is now a quiet residential neighborhood, bounded for purposes of the coastal program on the north by I-95 and on the south by the waterfront. The neighborhood grew up around the oyster industry and it is still very much oriented towards the water. It has seen many changes over the years as the water-related industries have declined and been replaced by commercial uses. The largest recent development is a 300-unit condominium project presently under construction. The City Point shoreline has access to deep water by way of the eight foot West River Channel.

**2. Land Use**

Residential – 54%
Commercial (restaurant and marinas, water-related) – 8%
Park – 12%
Vacant – 3%
Institutional (include sewage treatment plant) – 23%

**3. Natural Resources**

Water quality: rated SD.

Habitats: extensive and productive intertidal flats; State-designated tidal wetlands along mouth of West River.

**4. Historical/Cultural Resources**

Many historic houses.

Schooner, Inc., a non-profit marine science educational organization.

**5. Major Development Opportunities**

- o Two acre City-owned reuse Parcel S-33, currently committed to a local developer for mixed-use development.
- o Reuse of Boulevard Treatment Plant site when phased out (1984).
- o Improvement of two existing marina facilities.
- o Revitalization of historic waterfront neighborhood.

**6. Area Issues**

- o Completion of redevelopment of City-owned parcel.
- o Public access to waterfront.
- o Preservation of water views.
- o Relocation of fishermen and educational institutions currently using City property.
- o Storm water overflows.

WEST RIVER

## 1. General Information

The West River originates in Bethany, where it feeds several reservoirs, and wends it way along the foot of West Rock. Below Whalley Avenue, through Edgewood and West River Memorial Parks, it has been straightened for most of its length. Just below Route 1 tide gates restrict the flow of salt water upstream. From here, the river is lined mainly with relatively new commercial and industrial development. Towards the mouth of the river is a yacht club and a small marina, but the river has limited boating potential because of the low clearance of the Kimberly Avenue bridge. The recent completion of the Boulevard Bridge, crossing the railroad tracks, makes the West River area more valuable for commerce and industry.

## 2. Land Use

| | | |
|---|---|---|
| Parks/Public Access | -- | 54% |
| Commercial | -- | 14% |
| Industrial | -- | 3% |
| Residential | -- | 23% |
| Institutional | -- | 6% |

## 3. Natural Resources

Water quality: rated SB by the Connecticut Department of Environmental Protection (*suitable for swimming, excellent for fish and wildlife habitat).*

Habitats: West River Memorial Park contains extensive wetlands, dominated by Reed (***Phragmites***), probably dominated by ***Spartina*** before installation of the tide gates. Edgewood Park and a small portion of the West Rock Park fall into this district. All constitute part of the flood plain and are characterized by both natural and manmade habitats. Marshes below Route 1 have been filled, with scattered stands remaining. Small areas of intertidal flats exist near the mouth of the river.

## 4. Historic/Cultural Resources

Yale Bowl and playing fields.

## 5. Major Development Opportunities

- o Intensification of industrial and commercial uses at southern end.
- o Public riverfront right-of-way connecting West Rock to the harbor.

## 6. Area Issues

- o Possible routing of Route 34 through West River Memorial Park.
- o Silting of channel at mouth.
- o Flood protection -- severe damage caused by storm of June, 1982.

OUTER HARBOR (WATER AREA)

**1. General Information**

The above discussion has focused on the land surrounding the harbor and not on the water itself. The water area of New Haven Harbor is over 10 square miles, and it is the water which provides the magnificent views. The harbor is protected at its mouth by three stone breakwaters, built in 1910, and inside by a smaller breakwater. It is served by a 35-foot deep main ship channel, which is dredged every eight to ten years.

**2. Natural Resources**

Water quality: rated SD, SC and SB. See previous descriptions. For discussion of water quality improvements programs, see Section III.

Habitats: contrary to popular opinion, New Haven Harbor is rich in marine life, consisting primarily of forms such as plankton and polychaete worms. Although we may not find these life forms appealing or interesting, they are nevertheless an important part of the entire system which supports large populations of finfish, shellfish, crustaceans and shorebirds. The biota of New Haven Harbor are very adaptable and the species composition changes frequently with changing conditions. Every summer, most bottom-dwelling organisms in the inner harbor die, as bacteria populations, feeding on sewage and multiplying rapidly because of the warm water temperatures, consume all of the available dissolved oxygen (DO) in the water. However, the area is always re-colonized by fall. There is a substantial finfish population, largely migratory, in the harbor.

The most economically useful inhabitant of the harbor is the Eastern Oyster, which once formed the basis of an important New Haven industry. Two oyster companies, Tallmadge Brothers and Long Island Oyster Farms, still operate in New Haven. After its heyday in the 19th century, the oyster industry declined drastically, because of population decreases brought on by storms and water pollution, but in the last ten years it has made a dramatic comeback. Oysters from New Haven Harbor cannot be eaten directly because of the water pollution, so they are taken to Long Island waters for short periods of time for purification. Most of the harbor contains productive seed oyster grounds owned by the State and leased to private individuals.

**4. Historical/Cultural Resources**

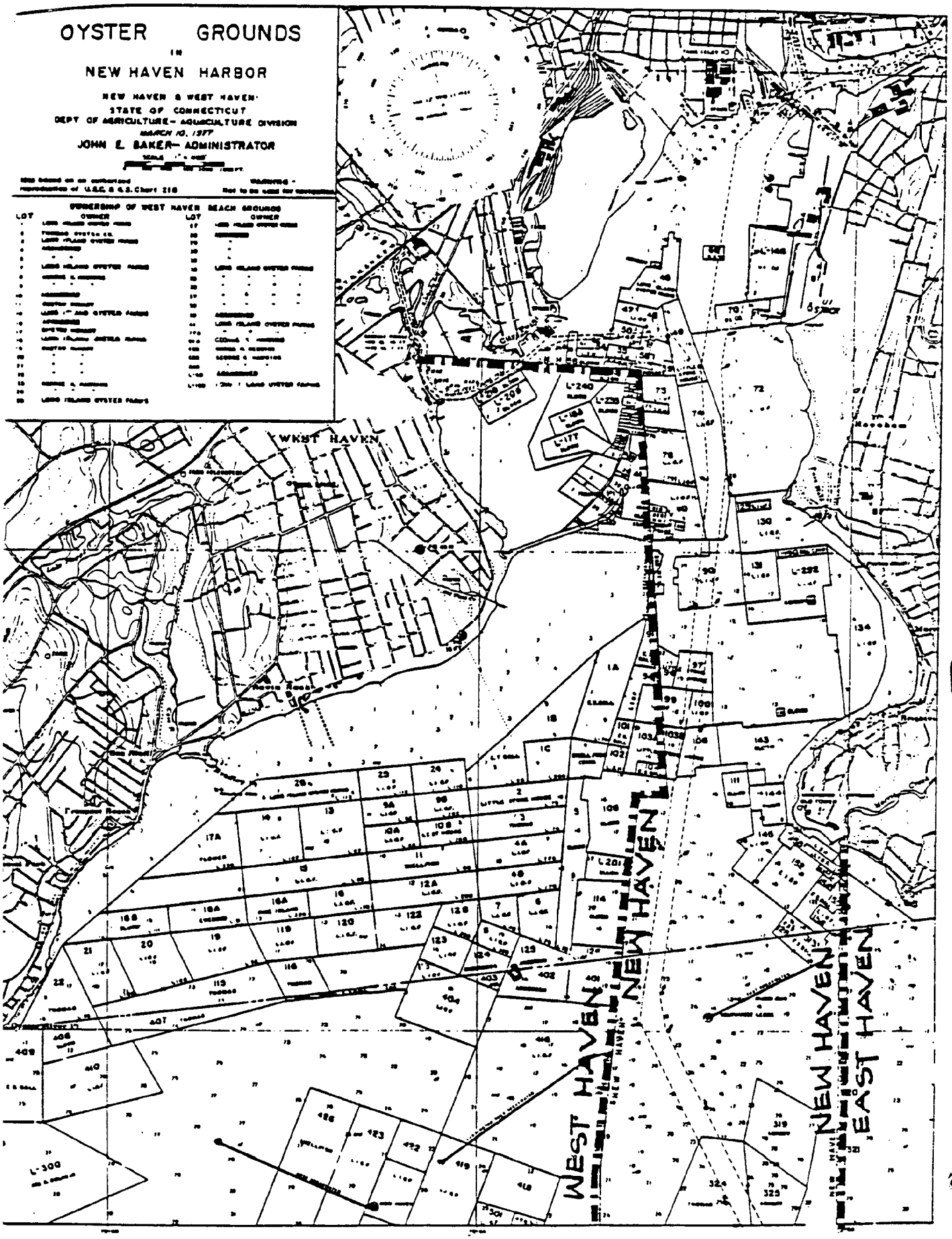
Southwest Ledge Light, on the east breakwater, recently restored by the U.S. Coast Guard.

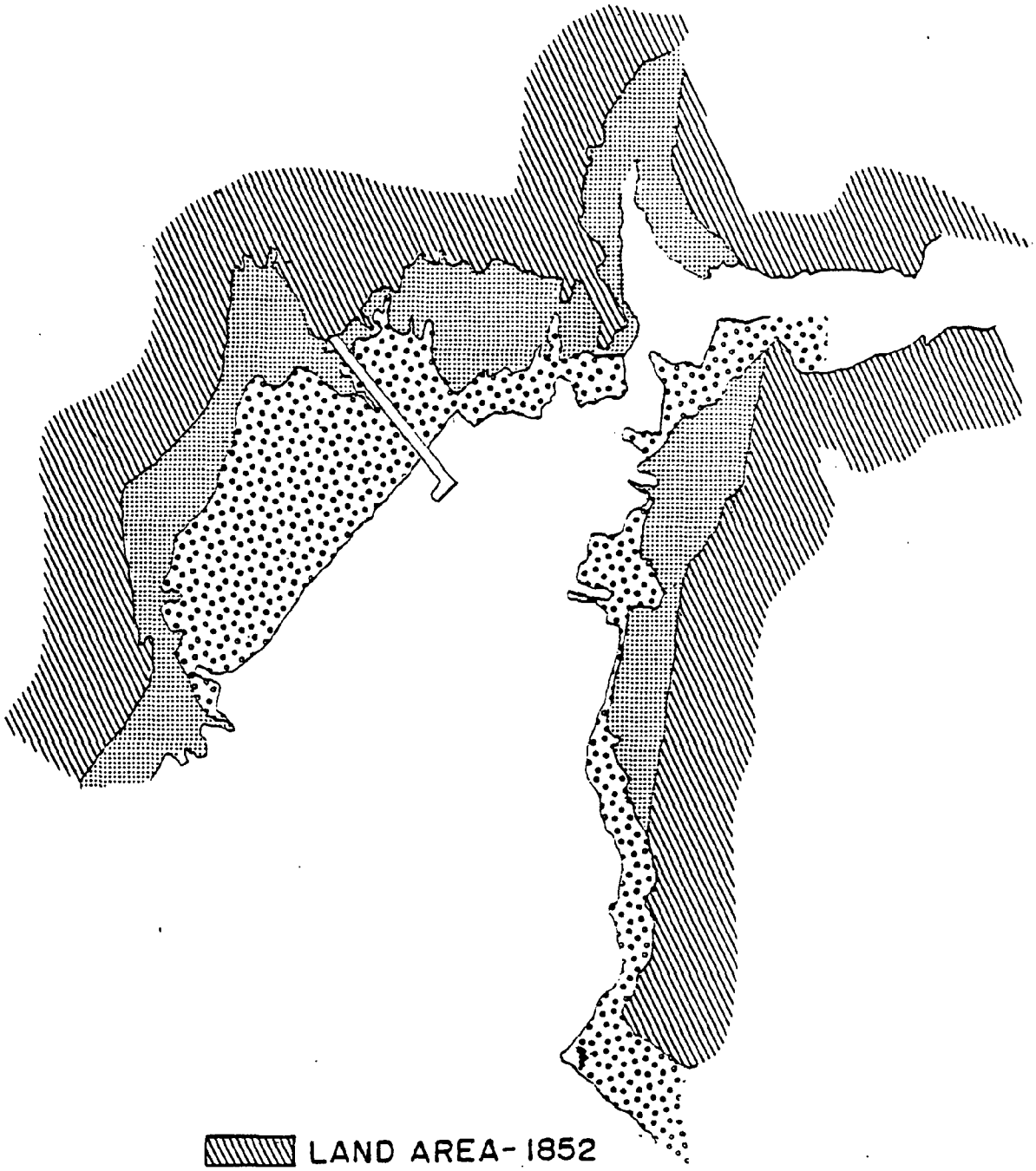
**5. Major Development Opportunities**

A major recreational opportunity for New Haven Harbor is increased boating. Demand is high in Connecticut for boat slips, and rates in Fairfield County are exorbitant. Marina development is very difficult in the suburban towns, because of regulatory problems and the high price of land. In the fall of 1981, the City hired a marina consultant to evaluate potential marina sites around the harbor. The consultant identified East Shore Park and the Gateway Landing site as the best potential sites for marina development, because of their large land and water area. Sites on the Quinnipiac River were considered too restricted in terms of land area for parking. The general conclusion of the study were that New Haven does have a large untapped resource in this regard.

**6. Area Issues**

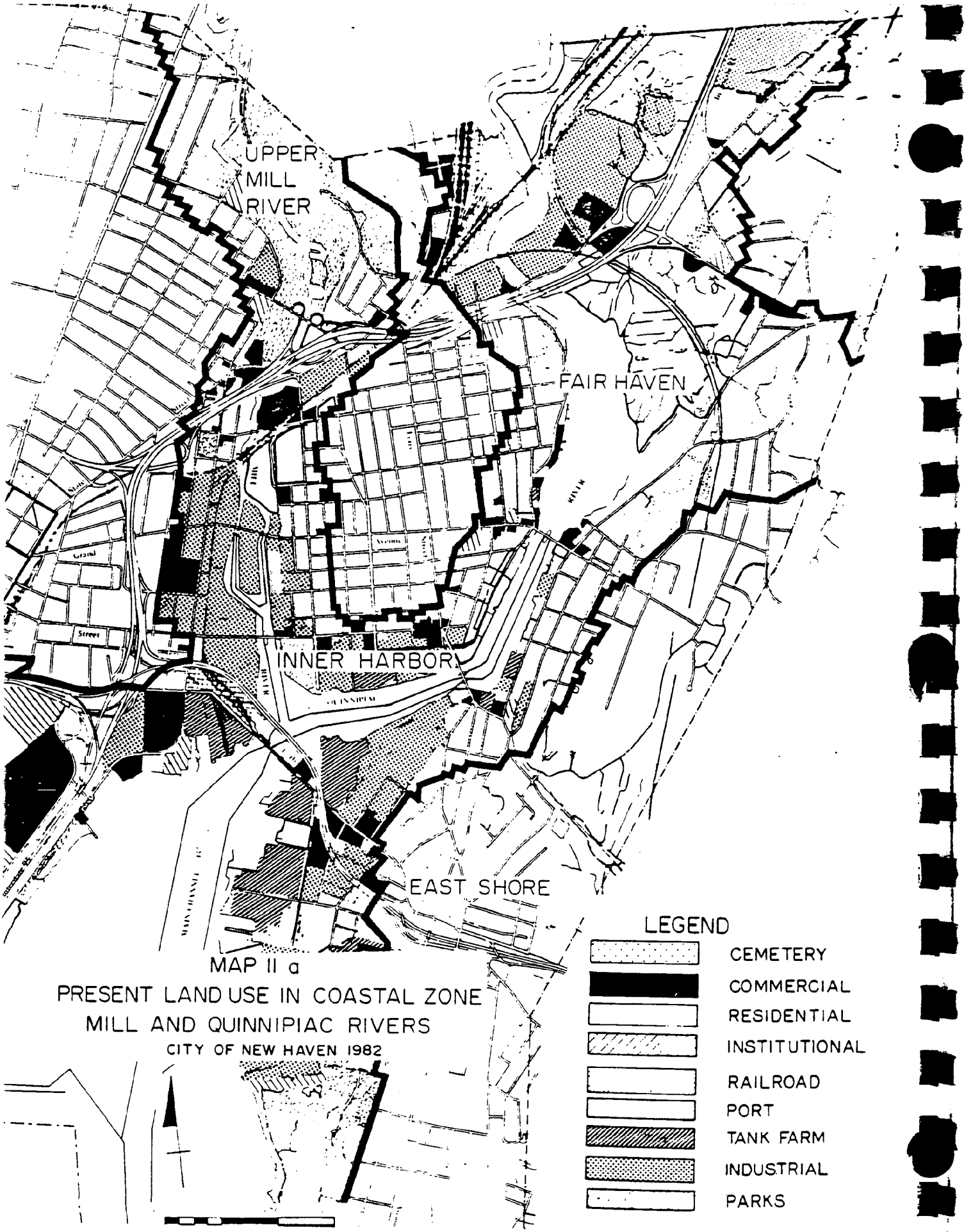
- o Water quality.
- o Preservation of oyster grounds.
- o Preservation of biological productivity.
- o Maintenance of dredged channel.
- o Possible deepening of main ship channel.
- o Increase in recreational boating.


OYSTER GROUNDS
IN
NEW HAVEN HARBOR
NEW HAVEN & WEST HAVEN
STATE OF CONNECTICUT
DEPT OF AGRICULTURE - AQUACULTURE DIVISION
MARCH 10, 1977
JOHN E. BAKER - ADMINISTRATOR
OWNERSHIP OF WEST HAVEN BEACH GROUNDS
LOT
OWNER
WEST HAVEN
NEW HAVEN
WEST HAVEN
NEW HAVEN
EAST HAVEN




Adapted from "A History of New Haven Harbor from Settlement to the Twentieth Century" by Penni Sharp. Bulletin of the Archeological Society of Connecticut. Number 42, 1980.

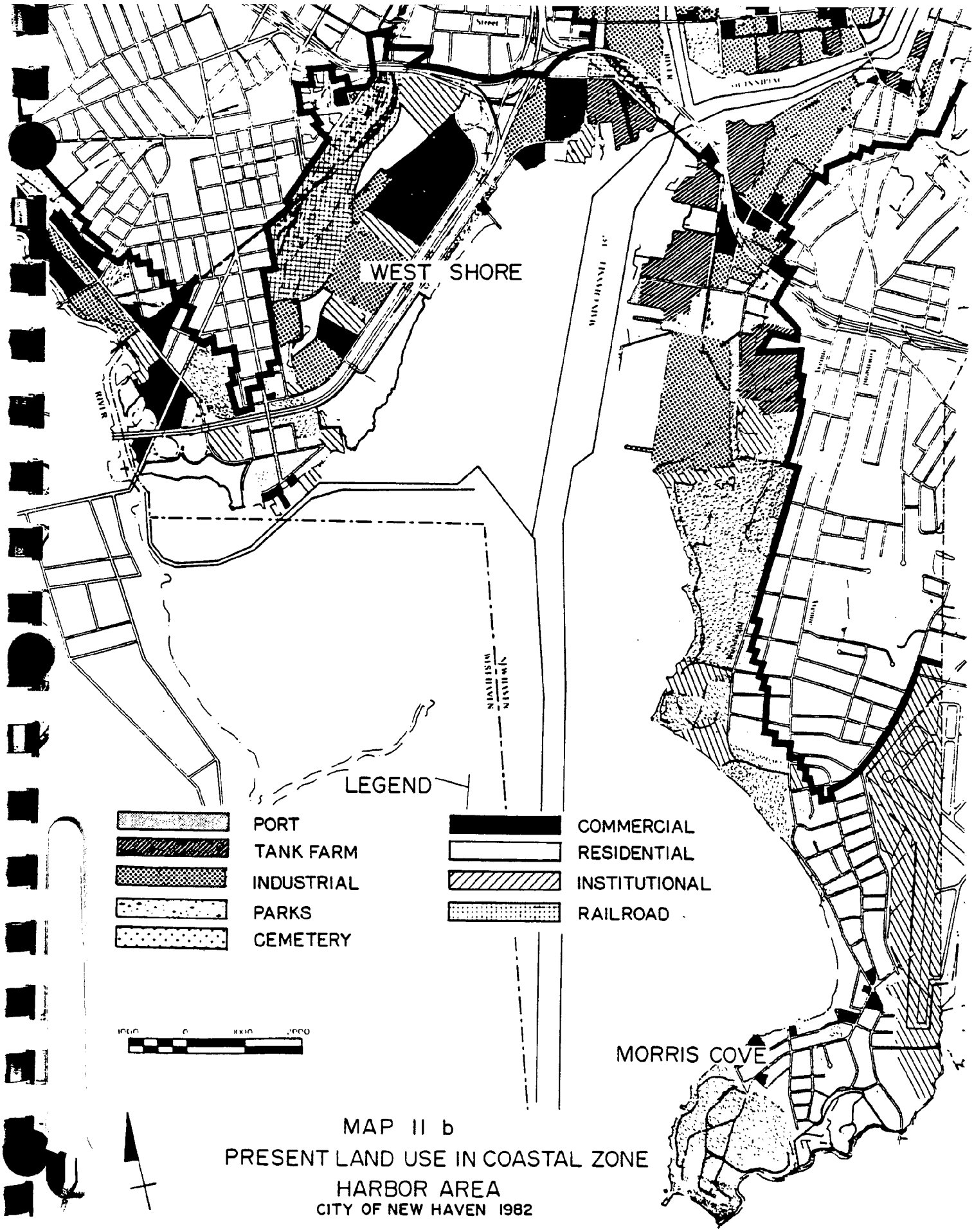
# PROGRESSIVE FILLING OF NEW HAVEN HARBOR 1982




MAP II a

PRESENT LAND USE IN COASTAL ZONE
MILL AND QUINNIPIAC RIVERS

CITY OF NEW HAVEN 1982

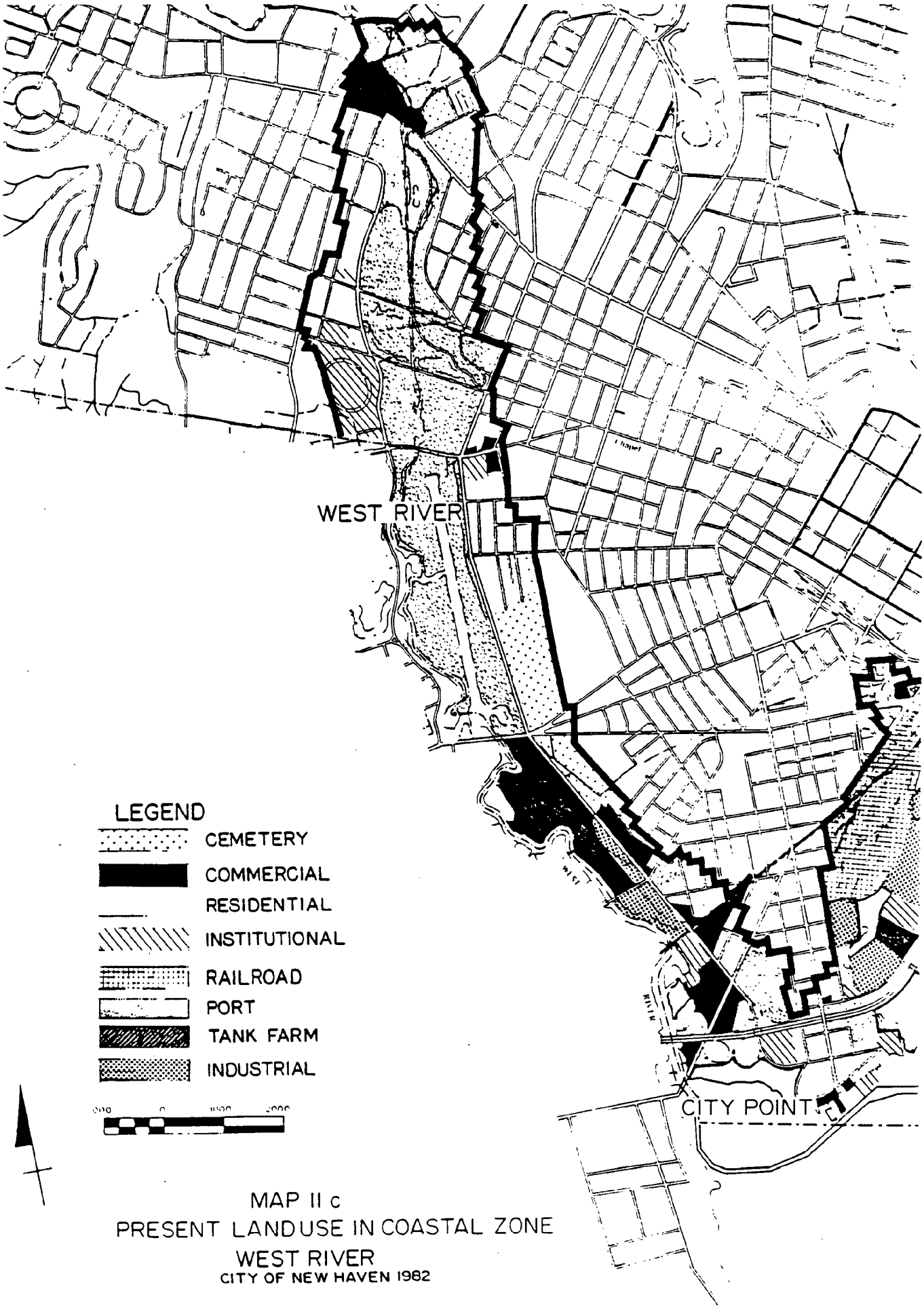



MAP II b

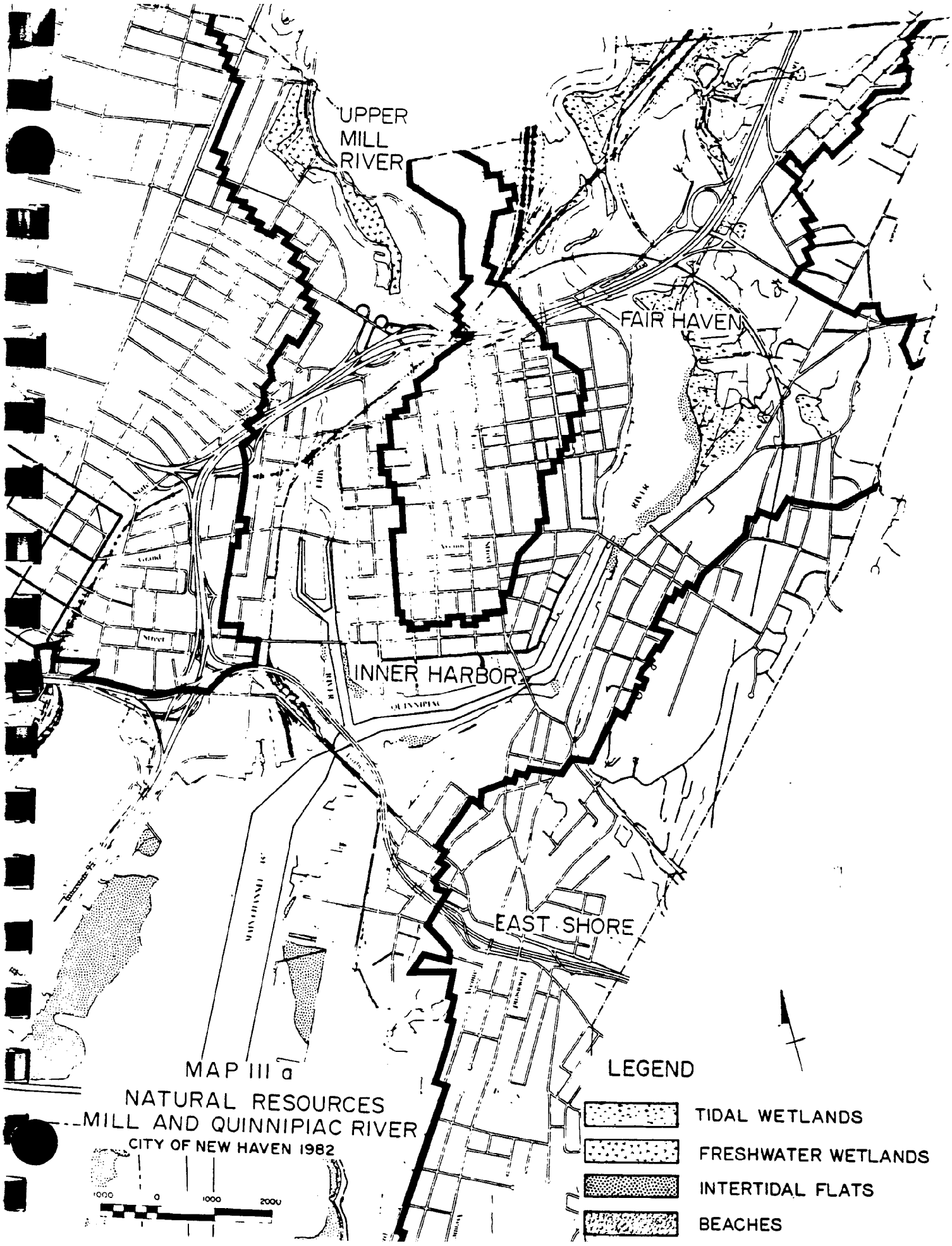
PRESENT LAND USE IN COASTAL ZONE

HARBOR AREA

CITY OF NEW HAVEN 1982




MAP II c
PRESENT LANDUSE IN COASTAL ZONE
WEST RIVER
CITY OF NEW HAVEN 1982

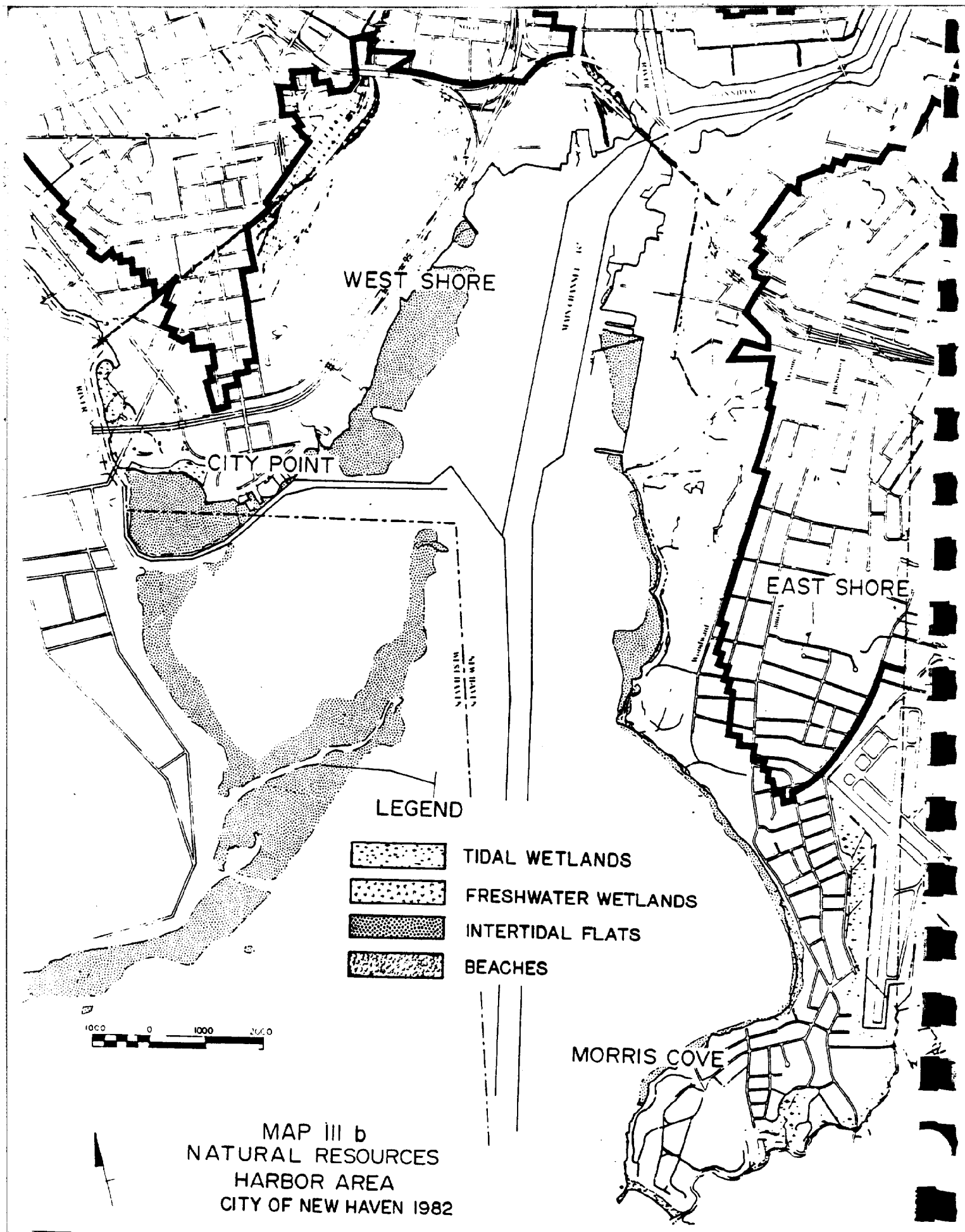



MAP III a

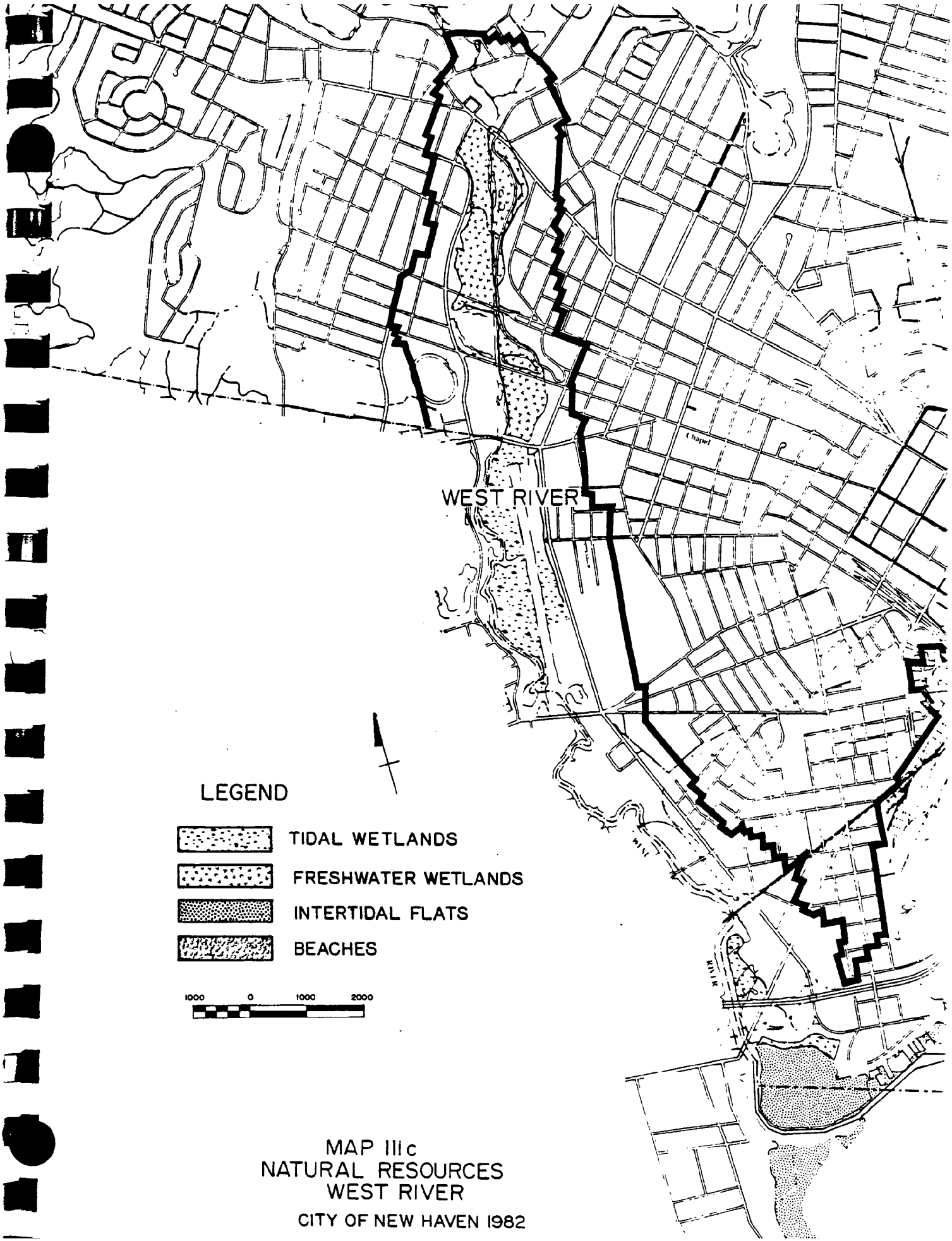
NATURAL RESOURCES

MILL AND QUINNIPIAC RIVER

CITY OF NEW HAVEN 1982




MAP III b
NATURAL RESOURCES
HARBOR AREA
CITY OF NEW HAVEN 1982




MAP IIIc
NATURAL RESOURCES
WEST RIVER
CITY OF NEW HAVEN 1982

## III. MAJOR COASTAL ISSUES

These are the major issues for New Haven Harbor:

POOR WATER QUALITY
PUBLIC ACCESS AND RECREATION

Opportunity for Increased Recreational Boating.
Need for Attractive, Crowd-Drawing Waterfront Development
Unattractiveness of Much Present Harbor Development

PROMOTION OF PRIVATE COMMERCIAL DEVELOPMENT
PRESERVATION OF NATURAL RESOURCES
CONSTRAINTS ON PORT DEVELOPMENT
WATER-RELATED DEVELOPMENT
PUBLIC SAFETY

These issues were identified by the Mayor's Coastal Planning Steering Committee during its deliberations, by City staff, and by citizens in the course of public workshops. They are discussed in detail below. In Appendix A, these issues are broken down into their component parts and specific measures outlined to address each one. On a neighborhood level, each issue translates into site-specific issues which are listed throughout Section II.

### ISSUE: POOR WATER QUALITY

The water quality in New Haven Harbor is rated by the State SC and SD, the two lowest classifications, both unsuitable for swimming. At Lighthouse Point Park, water quality is suitable for swimming, but the beach is occasionally closed during the summer because of high coliform bacteria levels in the water. The main reason for poor water quality is inadequate treatment of municipal sewage, both from New Haven and West Haven, and some industrial discharges.

In 1980, the City opened the East Shore secondary sewage treatment plant, built under the auspices and financing of P.L. 92-500, the Federal Water Pollution Control Act. The East Shore plant treats sewage from Hamden, East Haven and parts of New Haven. It was designed with population and industrial growth projections which have since been revised downward; and consequently is functioning at one-fifth of its capacity. The rest of New Haven's sewage is treated at the Boulevard and East Street primary treatment plants, but these will be phased out when a pipeline, presently in progress, is built to carry the sewage from these two plants to the East Shore. Then, all the City sewage will be receiving secondary treatment.

About half the sewers in the City are combined, receiving both sanitary sewage and stormwater runoff from the streets. All of this is treated at the plants except during storms, at which time the flow is too great for the plants to handle, and the entire load is discharged directly into the harbor at 26 overflow points. The current approach to this problem is to separate the storm and sanitary sewers, and this is done whenever a new system is installed. Stormwater still empties directly into the harbor, but the sanitary sewage does not go with it. This program has been underway for some time and still projects enormous costs to the City. It is not a perfect solution as stormwater itself also carries pollutants.

Another problem related to water quality is a stench in the summertime around the Long Wharf area. This overpowering smell, the cause of which has not been precisely determined, is not a natural low-tide smell and doubtless keeps people away from the harbor.

* * * * * *

## ISSUE: PUBLIC ACCESS AND RECREATION

Public access to the water is an important issue in Connecticut, where only one percent of the shoreline is not privately owned. New Haven is fortunate in that 37% of its shoreline below the Tomlinson Bridge is publicly owned, but this does not make it acceptable to preclude public access along the rest of the shore. Public views of the water, which are another form of access, also should not be blocked.

The question of public access is broader than the question of mere physical access: if public land has no attractions, it is not useful as such. Therefore, the issue of public access is closely tied to those of recreation and attractiveness. The question is: how to preserve and enhance public access? In the case of New Haven, there are many ways to do this.

First, the Connecticut Coastal Management Act mandates that priority be given to uses which provide public access to the water. Therefore, the City Plan Commission, enabled by the Act to review coastal developments, has successfully requested provision of public access in private developments. The Commission should go one step further and develop standards to present to developers, to ensure that the public space is attractive and useable. Some areas, such as existing industrial properties, are not suitable for public access.

Second, the Long Wharf area, already a significant attraction, should be made more attractive. Long Wharf is the closest public waterfront area to downtown and the Turnpike traveler's best view of New Haven. Plans were drawn in 1976 for development of the area as a park, but only half, with the Visitors' Information Center, has been built. Given the appeal that this area already has, the relatively small amount of land, and its high visibility, it is suitable that this land be open to recreational use.

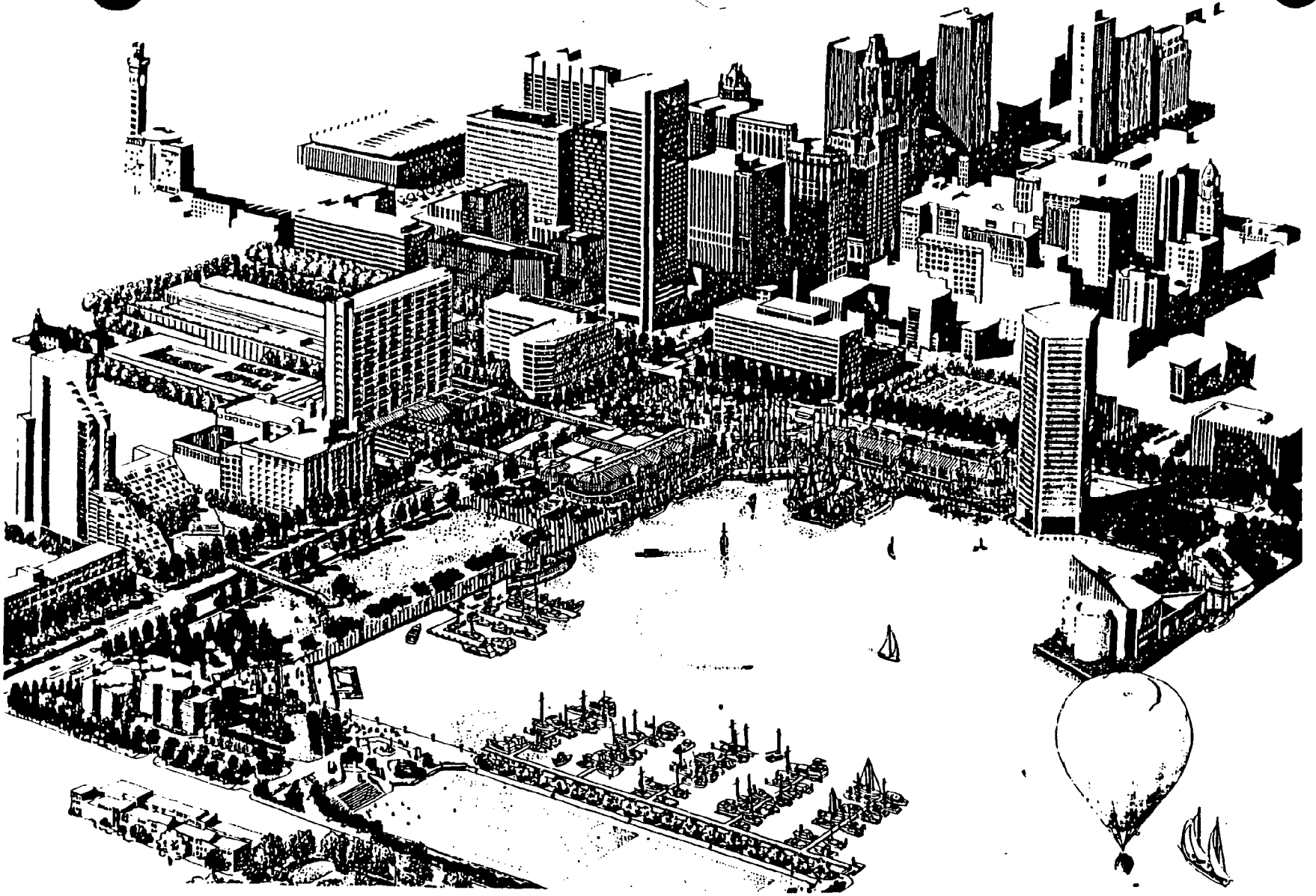
Third, opportunities for boating can be increased. Urban harbors, long avoided by boaters, are becoming more popular. There is a great unmet demand for marina space in Connecticut and recent changes in the boat registration laws will make boating in New Haven more favorable.

Potential sites for a marina are East Shore Park and the Long Wharf area. Small boat facilities could also be provided around the harbor; boat-launching ramps could be built on existing State or City rights-of-way and boat rental operations could be established.

* * * * * *

## ISSUE: PROMOTION OF PRIVATE COMMERCIAL DEVELOPMENT

Certain kinds of private commercial development, that draw crowds and cater to a larger variety of people, can be encouraged. Many other U.S. cities, Boston, Baltimore, and Annapolis, among them, have seen a great influx of sales dollars and renewed civic pride from waterfront retail development. The Gateway Landing site and other areas on the West Shore, vacant and near major highways, hold great potential in this respect. Opportunities for smaller scale mixed-used development exist at City Point and along the Quinnipiac River as well.



Baltimore's Inner Harbor, a highly successful revitalization project

Attractions, from right to left are: the National Aquarium, World Trade Center (office building), Harborplace (two retail pavilions developed by the Rouse Company), Maryland Science Center, municipal marina.

To some a major stumbling block to harbor development is that the harbor is considered ugly. Many cite the overwhelming presence of petroleum and chemical storage tanks. In 1979, the New Haven City Plan Department performed a study on the feasibility of moving the tanks inland, since they could be served by pipeline from the shore. The study concluded that moving the tank farms is technically feasible, but prohibitively expensive for the time being. The tank farms are an important part of New Haven's port operations and of the City, State and regional economy; thus no one would seriously consider measures to remove them altogether.

It should be remembered that New Haven Harbor is a functioning port and an urban harbor. As long as New Haven remains alive as a City, the harbor will never be rural or picturesque. However, within the constraints of existing economics and development, the City can take many steps, proposed in Appendix B, Revisions to the Zoning Ordinance, to make the waterfront more attractive.

* * * * * *

## ISSUE: PRESERVATION OF NATURAL RESOURCES

Urban, polluted, and highly developed as it is, New Haven Harbor is still rich in natural resources. From the Fair Haven red rock to the rare persimmon trees at Lighthouse Point, the harbor boasts both economically useful and ecologically important natural features. New Haven Harbor is one of the most productive seed oyster grounds in the country, as discussed in Section II. The extensive mudflats in the harbor, which even the early settlers wrote about, support high populations of many marine organisms and shore birds. There also still remain undisturbed salt marshes around the harbor which contribute to this system.

The natural resources of the harbor are potentially threatened in several ways. Oyster larvae can be smothered by silt; therefore, dredging, which causes siltation through the disturbance of the sediments, is not allowed during the oyster spawning season. Marine organisms are sensitive to lack of oxygen brought on by high loads of organic matter in the water, but this situation is improving with improved sewage and industrial waste treatment. The greatest threat to harbor resources is simply elimination of habitat by filling, which has been happening for centuries. New Haven Harbor once extended nearly to the Green, and the East Shore was once lined with salt marshes. State and federal regulations introduced during the 1970's have significantly reduced coastal filling.

* * * * * *

## ISSUE: CONSTRAINTS ON PORT DEVELOPMENT

The Port of New Haven is a vital regional port through which at least 50% of the State's petroleum products and a variety of other bulk products are imported. Recent regional studies project a continuing strong demand for port services in New Haven, but a small likelihood of major cargoes such as containerized general cargo being served here. Coal is a possible exception.

The Coastal Planning Steering Committee recommended that the City work with New Haven Terminal and other port interests to remove constraints which limit the efficiency and flexibility of port operations. Constraints include the inadequacy of rail freight service over the Tomlinson Bridge, the lack of land for open and covered storage of cargoes in transit, and the ensure status of East Shore Parkway right-of-way. The Tomlinson Bridge is a double problem in that it hinders rail, truck and automobile travel and is an impediment to navigation in the inner harbor.

* * * * * *

## ISSUE: WATER-RELATED DEVELOPMENT

The Connecticut Coastal Management Act is clear in directing cities to give priority to water-dependent uses. Planners and builders are sensitive to saving waterfront sites for uses which will benefit by their waterfront location, but the issue is not so simple as it might seem.

For industrial land, the problem is most critical. Much of the waterfront is industrially zoned and the City needs new industry to provide jobs and taxes. However, truly water-dependent industries are limited – fishing and shellfishing, terminal operations, power-generating plants, ship-building and repair, and mining and extracting operations (such as Tilcon-Tomasso Trap Rock which ships its gravel on barges from a Branford dock). Many New Haven industries, such as the paper companies on the Mill River, were originally water-dependent, as they received pulp by barge, but the railroads and the highways have superceded the waterways as a means of shipping most freight. No water-dependent industries have been forthcoming in recent offerings of industrial land in New Haven.

For commercially and residentially zoned land, it is theoretically easier to find uses that will benefit from a waterfront location. Restaurants are an obvious example, and a water view can justify financially the construction of luxury housing which will provide higher tax revenues for the City. However, other factors such as zoning and neighboring land uses can complicate the situation.

The dilemma is whether the City should leave waterfront land vacant while waiting for a water-dependent use or should use the traditional criteria of job and tax generation in choosing users.

At the other end of the dilemma are truly water-dependent users who cannot afford waterfront sites. Several fishermen operate out of New Haven, presently on City-owned sites that are scheduled for redevelopment. Schooner, Inc., a marine education organization, the New Haven Public School System's Sound School, and a newly formed state college marine studies consortium, are all having difficulty finding sites. The Liberty Belle tour boat operates on a temporary lease from the City and could not afford to buy its own dock. Even marina operators have difficulty generating enough revenues to be able to resist alternative uses for their land. New private marina construction is impossible for most operators because of the high cost of waterfront land acquisition.

The City is confronted with a dilemma caused by the quirks of the market economy. There is ample justification for City intervention in locating water-dependent uses. The presence of boats and activity on the water can make the waterfront more attractive to general commercial uses. Boating activity produces indirect revenues, and all of these add to the quality of life in the City.

* * * * * *

Each of these issues can be broken down into many specific issues. These, and the City response to them, are outlined in Appendix A, The Program to Address Coastal Issues.

## IV. GOALS AND POLICIES FOR THE NEW HAVEN COASTAL AREA

These goals and policies emerge from a careful consideration of the present and anticipated issues facing the New Haven Coastal area. They have evolved from the policies set forth by the Mayor's Coastal Planning Steering Committee. Once adopted, they shall be followed by all public and private entities involved in developing, regulating, and managing the New Haven coastal area as defined by the Connecticut Coastal Management Act, Chapter 444 of the Connecticut General Statutes. These policies are intended to supplement and refine, but not to supersede the goals and policies of that Act. The order in which they are listed implies no priority.

1. PROTECT AND IMPROVE THE NATURAL RESOURCES OF THE HARBOR.

   a. provide secondary treatment for all City sewage.

   b. disallow uses which will significantly degrade water quality.

   c. preserve and improve oyster beds and habitats.

   d. preserve inland and tidal wetlands.

   e. encourage private maintenance of bulkheads and rip-rap.

   f. dispose of dredged spoils in an environmentally sound manner.

   g. prevent major filling of the harbor; allow minor filling to maintain existing edges or to accommodate water-dependent uses.

   h. give preference to non-structural methods of flood and erosion control.

2. GUARANTEE AND INCREASE PUBLIC ACCESS TO THE HARBOR

   Public access includes the following:

   - Legal access -- the opportunity of the public to be on waterfront land.
   - Visual access -- the opportunity for the public to see the harbor.
   - Logistical access -- the ability of the public to get to the harbor easily.
   - Psychological access -- the sense of the harbor as an integral part of the City.

a. require public access, where feasible, in new public and private developments, but not in existing industrial developments.

b. require well-designed public spaces which invite and encourage public use.

c. maintain views of the harbor; discourage visual intrusions.

d. promote linkages between the harbor and downtown.

e. promote and encourage public harbor activities.

f. promote and encourage private commercial developments which will create activity, draw people to the waterfront, and produce revenue for the City.

g. promote recreational boating.

h. site storage of coal in locations that do not detract from harbor views.

3. DEVELOP THE RECREATIONAL POTENTIAL OF THE HARBOR

a. maintain and improve existing waterfront parks.

b. promote and assist in the development of boating facilities along the harbor.

c. promote privately developed attractions along the waterfront.

4. MAINTAIN AND IMPROVE EXISTING WATERFRONT RESIDENTIAL NEIGHBORHOODS

a. encourage continued housing rehabilitation.

b. encourage development which respects neighborhood character.

c. maintain and improve neighborhood access to the waterfront.

d. strictly enforce provisions of local flood damage prevention ordinance regulating new construction in flood-prone areas.

e. encourage the phasing out of petroleum tank farms in residential areas.

5. ENCOURAGE DEVELOPMENT AND MAINTENANCE OF THE PORT AS A VALUABLE REGIONAL ECONOMIC ASSET

a. prohibit land uses in Deepwater Port District which interfere with full use of the port's deepwater capacity.

b. demand continued federal maintenance of shipping channels.

c. lobby for state sharing of port costs, such as maintenance and improvement of dredging, if federal share is lessened.

d. maintain and improve the Tomlinson Bridge and port rail connections.

e. assist private organizations in promotion of the port of New Haven.

6. GIVE PRIORITY TO WATER-RELATED USES WHENEVER POSSIBLE

a. assist in development of facilities for commercial fisheries.

b. encourage development of marine education institutions in the City.

c. discourage non-water-related developments on waterfront land.

d. discourage construction of new tank farms on the waterfront.

[redacted] City is to improve and develop the [redacted] of the harbor. With its great open [redacted] waterfront area to downtown and is [redacted] entrance to the City.

[redacted]ity and unique natural and aesthetic [redacted] cial Opportunity District in this plan. This [redacted] are essential if a high quality, environmental [redacted] examinations of this area have shown on the one [redacted], and on the other, significant nature [redacted] question can only be resolved through [redacted] of existing conditions and establishing the [redacted] an acceptable balance between preservation and [redacted] for water dependent uses.

[redacted] development proceeds, it is recommended that a [redacted] Shore be conducted. This plan should examine the [redacted] should examine the feasibility of alternate development [redacted] and engineering perspective. A comprehensive [redacted] should also be made to evaluate their significance to the harbor's [redacted]

[redacted] items to be addressed in the plan include the following:

- [redacted] accommodation of high-quality, tax-producing [redacted] development at Gateway Landing site.

- [redacted] improvement and expansion of Long Wharf pier to accommodate [redacted] and public uses.

- [redacted] of the small at the base of Long Wharf pier.

- [redacted] and refurbishing of the Information Center.

- [redacted] and relocation at East Street sewage treatment plant site [redacted] for private water-enhanced development.

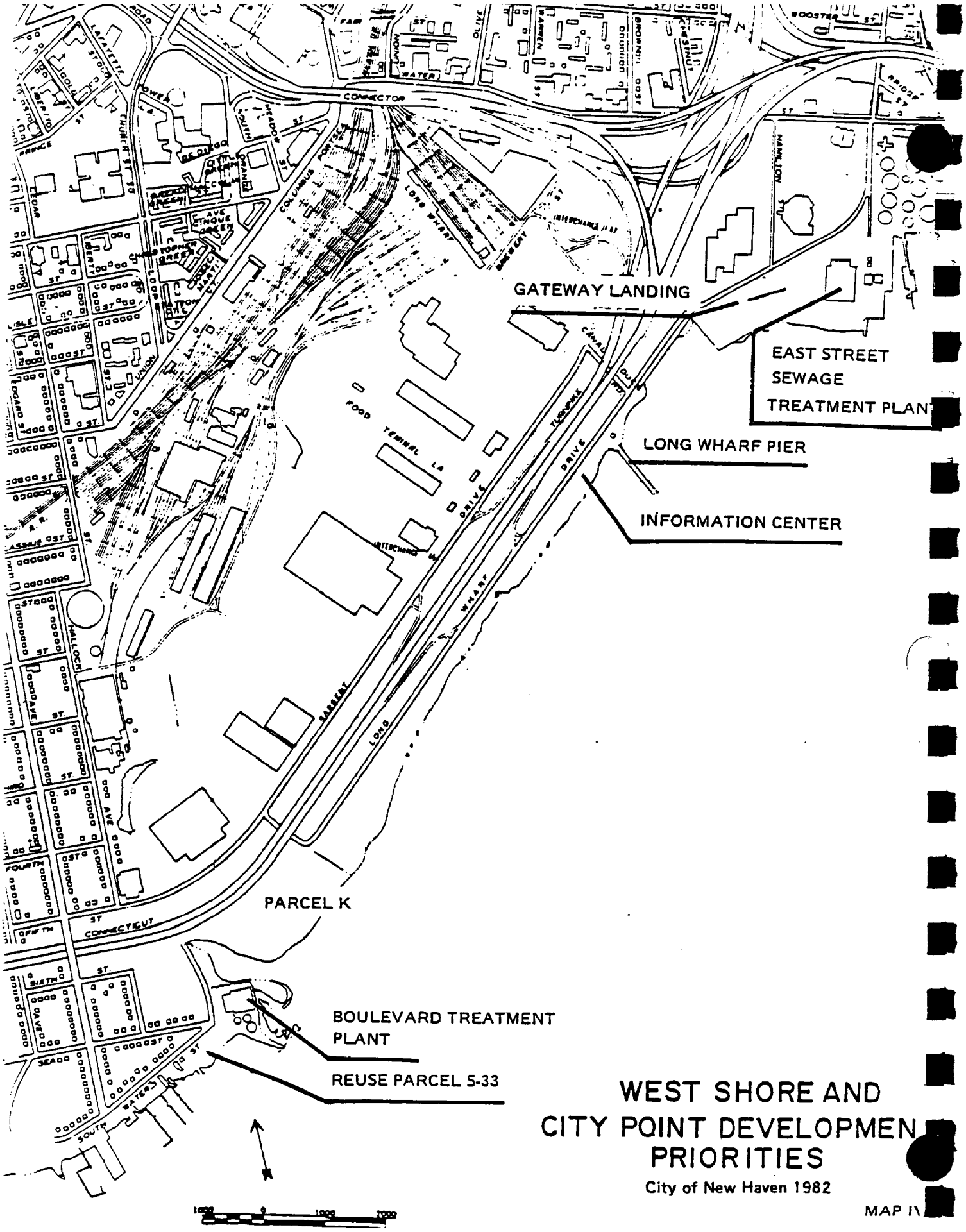
- [redacted]

- [redacted] improvement of the waterfront strip of [redacted] open space, with any food sales regulated [redacted]

- [redacted] water-dependent, publicly-oriented, water-related development [redacted] designated in the Long Wharf Redevelopment Plan [redacted] and the Boulevard Sewage Treatment Plant.

- [redacted] of the environmental significance of the tidal mudflats.

- [redacted] of development alternatives.




# WEST SHORE AND CITY POINT DEVELOPMENT PRIORITIES

City of New Haven 1982

MAP IV

### 2. Fair Haven Riverfront

Fair Haven holds great promise for an attractive, busy waterfront community. Several City and private developments are in progress and City efforts will be directed at ensuring their completion. They are (in approximate order of nearness to completion):

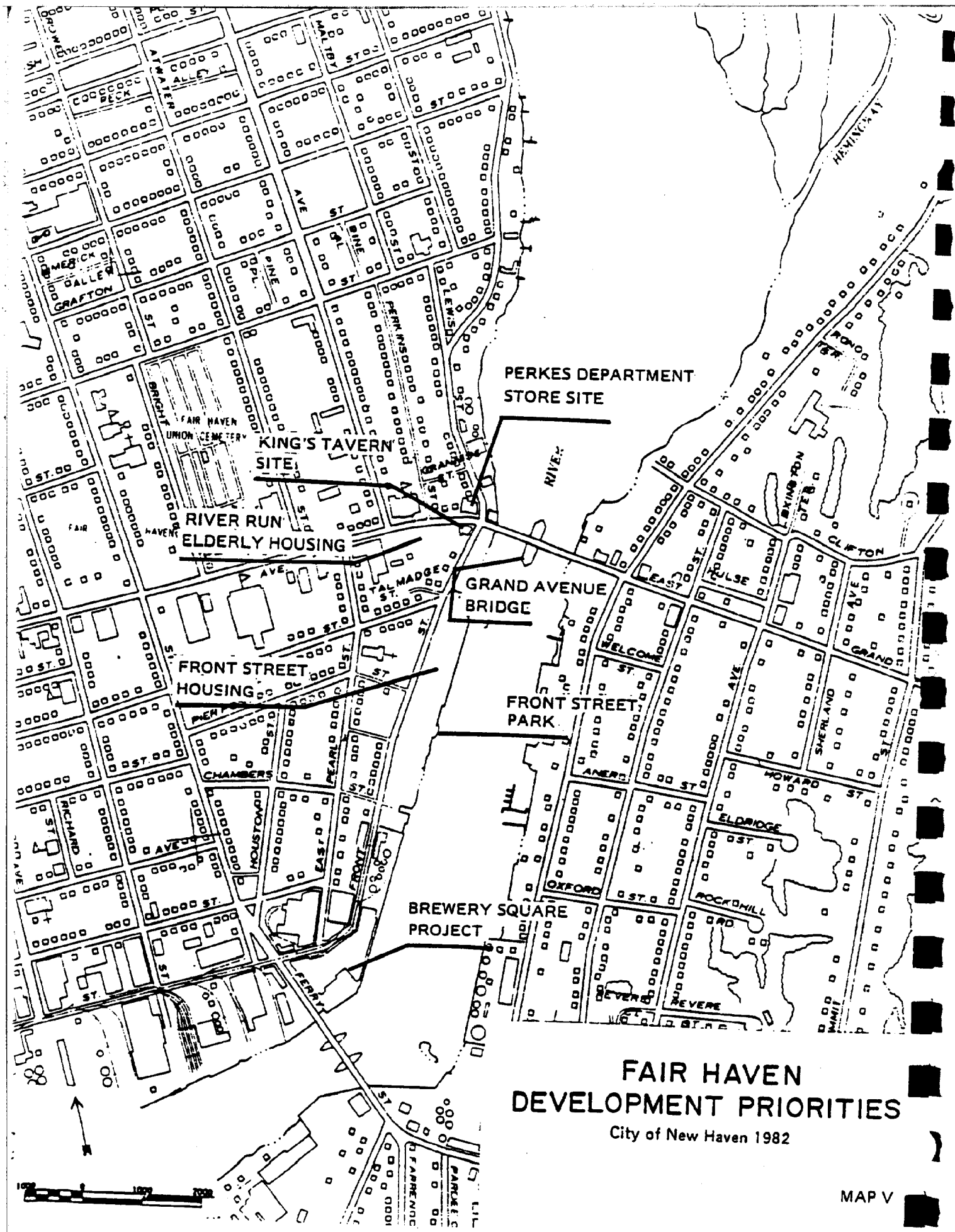
- o Rehabilitation of the Grand Avenue Bridge.
- o Brewery Square mixed-use housing, commercial, and retail project, on Ferry and Front Streets.
- o River Run Elderly Housing on Grand Avenue.
- o Front Street Housing.
- o Development of parcel at corner of Quinnipiac and East Grand Avenues.
- o General revitalization of the Grand Avenue business district.
- o Development of King's Tavern site, Grand Avenue.
- o Development of Front Street Park.
- o Development of Perkes Department Store site, Grand Avenue.

There are several non-conforming uses in the Fair Haven waterfront area, including three petroleum tank farms, which should be encouraged to relocate either by changes in the zoning ordinance or by market forces.

### 3. City Point

City Point holds the potential for enormous change in the next decade. Current construction of Harbour Landing, a 300-unit condominium project, will affect the course of future development. City Point actually joins the west shore area at Parcel "K", the development of which will affect both neighborhoods. Most of the vacant land in the neighborhood is owned by the City -- specifically, a right-of-way at the end of Howard Avenue, currently an informal beach, Reuse Parcel S-33, vacant and occupied by Schooner, Inc., but slated for redevelopment; and the Boulevard Treatment Plant site, which will have fewer buildings on it after the pipeline is built.

Market forces may also lead to redevelopment of privately held waterfront parcels in the context of this coastal program. Preparation of reuse programs for the treatment plant site or for Parcel "K", in the context of an overall plan for City Point is an essential early action item.




# FAIR HAVEN DEVELOPMENT PRIORITIES

City of New Haven 1982

MAP V

## VI. PROPOSED FUTURE LAND USE

Present land use in New Haven's coastal area is varied, as described in Section II. Many of these land uses are stable and beneficial to the City. However, there are also uses which are anachronistic, which do not take good advantage of their waterfront location and which preclude more profitable or appropriate use of the land.

There are several ways in which land uses can change. One is through the interactions of geography and the market. The City has limited power to affect these trends through regulatory and tax policies. The other extreme is the City process of land acquisition, demolition and redevelopment, which has shaped large areas of New Haven's present landscape. While the City will use both these approaches to guide harbor development, the emphasis during this period of scarce public resources will shift from public to private initiative and development with the City playing a regulatory and coordinating role.

Map VI delineates future land uses which the City considers most beneficial in the coastal zone.

These land use designations are based on the policies and programs set forth in Sections III and IV and Appendix A. While a land use plan has limited legal effect per se, the Zoning Ordinance must conform with the plan, all Planned Development Units and Planned Development Districts must conform with the plan, and decisions of the City Plan Commission, the Board of Zoning Appeals, and the Board of Aldermen must be consistent with the plán. It should be remembered that the legal control on the use of a piece of property is always the zoning ordinance.

The relationship between the land use plan and the zoning ordinance is important to clarify. The future land use plan depicts uses over a longer horizon than does the zoning ordinance. The zoning ordinance in most cases serves to protect and continue existing land uses, while the land use plan reflects the city's long-term goals. The land use plan might also reflect the City's predictions as to the direction in which an area will change. Another difference is that the zoning ordinance includes greater detail than does a land use plan.

There are several areas on this map where future land uses are designated which are different from present; these are described below on p. 34.

DEFINITIONS OF LAND USE DESIGNATIONS

Note: Each designation can include several zones as delineated in the Zoning Ordinance.

Industrial - IN

Uses permitted by the Zoning Ordinance of the City of New Haven for the Heavy Industrial (IH) or the Light Industrial (IL) zone.

Commercial - C

Uses permitted by the Zoning Ordinance of the City of New Haven for all Business Zones.

Park/Public Access - P

Parkland.

Open Space - OS

Cemeteries, and undeveloped land to be preserved for conservation purposes. This designation does not conform to a zone. Therefore, the underlying zone is still the legal use of the land, but open space is the preferred use. All wetlands are subject to state regulations.

Mixed-Use - MU

Neighborhood areas with appropriate scale, low to medium density residential and commercial uses.

High Density Mixed-Use - HMU

Includes residential, a mixture of various high density commercial uses such as restaurant, hotel, retail, and compatible ligh industrial uses and recreational facilities. Actual uses could vary considerably from site to site.

Port District - IP

A specially designated area to accommodate port-related industrial uses. Conforming uses will include ater-dependent or related industries and waterborne transporation facilities.

Residential - R

Middle to low density residential use (6 to 22 dwelling units per acre depending on the scale of development in the surrounding area). Includes scattered commercial uses. New residential development shall be compatible with development in the surrounding area.

Institutional - I

Large government or semi-public installations (does not include schools).

PROPOSED LAND USE CHANGES
(in geographical order, west to east)

| AREA | PRESENT USE | FUTURE DESIGNATION | COMMENTS |
|---|---|---|---|
| Westville Center | Commercial, Industrial, Residential | Mixed Use (MU) | This area is changing as a result of the revitalization program and a changing economy. The MU designation reflects both the character of much of the center today and the likelihood that this use pattern will extend into adjacent obsolete industrial areas. |
| Tidal Wetlands at: City Point, Morris Creek, Hemingway Street, Quinnipiac River | Undeveloped; state-designated tidal wetlands | Open Space (OS) | These marshes are ecologically valuable and are presently functioning as natural ecosystems. Some are zoned for residential use, others for industrial. Their use is limited by state regulations and in spite of underlying zoning, they should be preserved and taxed at a lower rate as open space. |
| Lower Quinnipiac Avenue, Ferry Street, Lenox Street | Mixed Use: residential, surplus school, industrial (tank farms, Jet Lines, pump station, other) | Mixed Use (MU) | In the next decade, completion of projects across the river and continuation of rehabilitation up Quinnipiac Avenue will lead to many positive changes in this area. A mixed water-related development is deemed optional. The future use of the Jepson School will also affect development in the neighborhood. |
| Gateway Landing (Parcel "H") | Vacant | High Density Mixed Use (HMU) | This designation conforms with the last amendment to the Long Wharf Plan. The main constraints to development are soil conditions and space for parking. Within these confines, the site should be developed fairly intensively. Uses to be determined by a market and feasibility analysis. |

| AREA | PRESENT USE | FUTURE DESIGNATION | COMMENTS |
|---|---|---|---|
| Long Wharf Industrial Park | Various: wholesale, terminal, industrial, institutional, commercial, other | High Density Mixed Use (HMU) | Shoreside development of the area may make Long Wharf Industrial Park land more valuable, resulting in intensification of use on these lands. Higher buildings and structured parking are possible. |
| River Street Area: parcels bounded by River Sreet, Ferry Street, Quinnipiac River, and railroad spurs (Poplar Street) | Industrial, warehousing | High Density Mixed Use (HMU) | As development of the Quinnipiac River waterfront takes place, a change of this area to MHU will be appropriate. |
| Essex Street between Quinnipiac Avenue and Eastern Street | Mixed | Residential | A shift towards residential use will protect the houses already existing, and help to protect the state-designated tidal wetland. |

## VII. MANAGEMENT STRUCTURE

A Coastal Program will only be as effective as the set of public and private institutions existing or established to carry it out. Managing New Haven's coastal resources involves a number of functions which overlap and conflict at times. These functions are presently scattered among a variety of City, State and Federal agencies. The proposed management structure in this plan will deal primarily with local institutions and recommend changes in State or Federal responsibilities or programs only where these interfere with or duplicate proposed management arrangements.

Appendix A, the program to address coastal issues, identifies the government and private agencies responsible for pursuing the various program elements. This section takes a broader look at the division of responsibilities among various City agencies and proposes a management structure designed to ensure that:

1. Steady progress is made in addressing the many issues identified in the coastal program.

2. City development and regulatory actions are consistent with the coastal program.

3. The development program of the City and State pay due attention to the unique development opportunities offered by the harbor area.

The first step in a more responsive municipal management structure was taken on July 1, 1981, with the creation by the Mayor and the Board of Aldermen of the Office of Downtown and Harbor Development within the Development Administration (Chapter 21D of the Code of Ordinances of the City of New Haven). This office was charged by ordinance with a range of planning and development duties relating to the harbor area, including:

1. Providing comprehensive and coordinated development planning services in partnership with appropriate public, private and non-profit agencies.

2. Assisting in planning the coordinated delivery of public services.

3. Developing market programs for publicly-owned land in the downtown and harbor area.

4. Reviewing the physical development plan of the City and recommending amendments thereto.

5. Directing local implementation of Connecticut State Coastal Management Act.

The primary legal means of ensuring consistency are the coastal site plan review process, the zoning ordinance, the various development and renewal plans, and, as detailed planning for particular areas proceed, additional development plans with accompanying legal controls and incentives. Those interesred in development within the Coastal Management District should contact as early as possible the Office of Downtown and Harbor Development, which shall work in concert with the City Plan Department to resolve coastal issues and implement development. In keeping with its primary purpose, the Office of Downtown and Harbor Development will promote development consistent with this plan in the District.

**Internal Consistency**

One problem is occasional inconsistency among various City departments. Each department has its own mandate and its own area of concern, which it pursues in some cases to the neglect of coastal considerations.

The question is how to ensure internal consistency with the Coastal Program. City projects must undergo coastal site plan review as private projects do, but in the past by the time a coastal site plan application was made, the project had usually progressed too far for the coastal site plan review agency reasonably to require significant changes. City projects should undergo informal coastal site plan review administratively in their early stages. The mechanism for this should be an informal review through the Office of Downtown and Harbor Development working with the City Plan Department. To avoid conflicts, City departments need to be made more aware of coastal policies and the long-term benefits of the plan.

**Coastal Site Plan Review**

The Connecticut Coastal Management Act (CCMA) requires that most building projects in the coastal management district go through a process of coastal site plan review (CSPR) to ensure that they are consistent with the policies of the CCMA.

Projects including those which require no zoning relief, are reviewed by the City Plan Commission. Projects which would normally go before the Board of Zoning Appeals for zoning relief also have coastal site plan reviews administered by the BZA, but the BZA sends these reviews to the City Plan Commission for a finding. However, under State law, the Board is not bound by the action of the Commission. Matters involving Zone Change follow the same pattern with the Board of Aldermen. This procedure is somewhat cumbersome, in that the final CSPR action is taken by that body which has jurisdiction over the larger developmental issues.

**Private Sector Participation**

An extremely important element in the redevelopment of New Haven Harbor is the participation and enthusiam of the private sector. Almost all cities that have carried out successful harbor programs have had active private harbor organizations, each one structured differently. In Boston, the Boston Harbor Associates has 350 members paying $15 annual dues and 65 corporate members paying $100-$5,000 per year. The group actively promotes and seeks funding for harbor projects; it takes stands on issues and in one case, it sued a government agency to publicize its lack of progress in water clean-up. Baltimore's program was started, and is still spearheaded by Charles Center-Inner Harbor Management, Inc., a group founded by leaders of the business community. Under an annual contract from the City, the Corporation is responsible for planning and implementation of a 20-year harbor renewal program, which is largely complete and has attracted nation-wide attention. Hartford's Riverfront Recapture, Inc., made up of chief executive officers of the major corporations in the city, has raised $400,000 for consultants to prepare a plan to link the riverfront to downtown. New Haven is different from these cities in that the public sector, not the private, has taken the initiative in coastal planning, but private sector participation is essential to the success of the program.

The Mayor's Coastal Planning Steering Committee recommended formation of a private harbor council to guide and promote harbor development. The newly formed Harbor Council held its first meeting on June 21, 1982. The members, invited to serve by the Mayor, include not only representatives of harbor interests, but also individuals generally involved with the economic development of New Haven. The Council will set its own agenda and priorities and seek independent funding for its programs.

APPENDIX A

DETAILED PROGRAM TO ADDRESS COASTAL ISSUES

In the following matrices the major coastal issues discussed in Section III have been broken down into sub-issues for which specific actions -- studies, development proposals, ordinance amendments, etc. -- have been proposed. An attempt has been made to assign responsibility for this action, to estimate costs where available and applicable, and to rate the priority with which the issue should be viewed. The "reference" column refers the reader to the section of this document which includes specific implementation measures. From this set of matrices emerges a work program for the City.

The following abbreviations are used.

| | |
|---|---|
| ACOE: | Army Corps of Engineers |
| BA: | Board of Aldermen |
| BZA: | Board of Zoning Appeals |
| CAM: | Coastal Area Management |
| CCMA: | Connecticut Coastal Management Act |
| CPC: | City Plan Commission |
| CPD: | City Plan Department |
| DED: | Department of Economic Development |
| DEP: | Department of Environmental Protection |
| DOT: | Department of Transportation |
| EPA: | Environmental Protection Agency |
| FEMA: | Federal Emergency Management Agency |
| NHBPA: | New Haven-Bridgeport Pilots' Association |
| NMFS: | National Marine Fisheries Service |
| NPDES: | National Pollutant Discharge Elimination System |
| OBIE: | Office of Building Inspection and Enforcement |
| ODHD: | Office of Downtown and Harbor Development |
| OED: | Office of Economic Development |
| ONHD: | Office of Housing and Neighborhood Development |
| PC: | Petroleum Co-op |
| PDC: | Port Development Council of the Greater New Haven Chamber of Commerce |
| RPASCC: | Regional Planning Agency of South Central Connecticut |
| SBA: | Small Business Administration |
| USCG: | United States Coast Guard |
| USFWS: | United States Fish and Wildlife Service |

| ISSUE | RECOMMENDED ACTION | RESPONSIBLE PARTIES | COST | SCHEDULE | PRIORITY | REFERENCE | COMMENTS |
|---|---|---|---|---|---|---|---|
| POOR WATER QUALITY | | | | | | | |
| a. Lack of secondary treatment for all City sewage | - Proceed with plans for piping all sewage to East Shore plant. | City: City Engineer<br>State: DEP<br>Federal: EPA | $34 million | project in design; estimated completion by 1986 | high, State has designated New Haven as No. 1 priority project | | City share will be 7.8%. |
| b. Remaining direct discharges of sewage | - Require hook-ups where sewers exist.<br>- Require septic tanks or sewers where none do not exist | City: City Engineer, Dept. of Health<br>State: DEP, Dept. of Health<br>Federal: EPA | unknown | | medium; costs go to owner | | A few streets still have no sanitary sewers - Waterfront Street, Long Wharf Drive. |
| c. Combined sewer overflows | - Investigate most cost-effective means of controlling. | City: City Engineer<br>State: DEP<br>Federal: EPA | $118,950 for complete separation (1981 dollars) | on-going as sewers are added or rebuilt | designated low priority by state, which only funds at 30% of project cost | | Based on an engineering study, the City has chosen separation of combined sewers as the cost-effective solution. About half of the sewers in the City are separated, and some are scheduled for separation, but no funds have been appropriated for large-scale separation. |
| d. Harbor smell | - Determine cause and correct problem. | City: City Engineer, ODHD, Dept. of Health<br>State: DEP, CAM<br>Federal: EPA, ACOE | Yet to be determined | on-going | high | | Stench by Long Wharf pier, apparently caused by accumulation of sewage, is a significant deterrent to harbor development. |
| e. Industrial discharges | - Monitor and cooperate with DEP in NPDES program. | State: DEP<br>Federal: EPA | Borne by private sector | on-going, most local industries are in compliance with the program | | | |
| f. Dredging | - Restrict dredging to winter months to protect oysters.<br>- Cooperate with federal agencies on dredged spoil disposal. | City: City Engineer, ODHD<br>State: DEP, CAM<br>Federal: ACOE, EPA | | on-going | high | | Dredging causes siltation which harms oysters, New Haven Harbor sediments contain many heavy metals which cause disposal problems. |
| g. Potential harm from chlorinated sewage treatment plant effluent | - Stay abreast of findings of Yale biologists investigating subject. | City: City Engineer, Dept. of Health<br>State: DEP, Aquaculture Div.<br>Private: Oyster companies | | under investi- by Yale biologists | medium, depending on findings of biologists | | Chemistry of chlorine in seawater is complex, harmful effects have yet to be substantiated. |
| h. Potential of oil spills | - Encourage existing programs of prevention and control. | City: Civil Defense, Fire Dept.<br>State: DEP<br>Federal: U.S.C.G., EPA<br>Private: Petroleum Co-op | | on-going | high | | Responsible parties have well-organized control and prevention programs. |

| ISSUE | RECOMMENDED ACTION | RESPONSIBLE PARTIES | COST | SCHEDULE | PRIORITY | REFERENCE | COMMENTS |
|---|---|---|---|---|---|---|---|
| PUBLIC ACCESS AND RECREATION | | | | | | | |
| a. Poor physical condition of Lighthouse Point Park | - Follow recommendations of Urban Parks Recovery Action Program which include renovating existing structures, landscaping, and developing a nature trail through Morris Creek salt marsh. | City: Parks Dept.<br>Private: Citizens' park advocacy groups | | City to allocate funds as soon as possible | | | |
| b. Private development can block public access to coastal waters | - Incorporate public access wherever feasible in public and private developments through Coastal Site Plan Review process.<br>- In zoning ordinance adopt standards for public access areas.<br>- Investigate route and easements for future harborfront bikeway. | City: CPC, BZA, ODHD, ONHD<br>State: CAM Unit | | immediate, on-going | high | Sec. VI, Appendix B, C | |
| c. Undeveloped unattractive state of Long Wharf area | - Improve Long Wharf area south of pier as interim public open space with ancillary commercial uses.<br>- Improve pier to accomodate public and water-related uses. | City: ODHD, City Engineer, Dept. Public Works, Visitor's Convention and Info Bureau, Parks Dept.<br>State: DEP, CAM<br>Federal: Army Corps of Engineers<br>Private: Developers | $1,500,000 | start planning immediately | high | Appendix C | |
| d. Lack of extensive boating facilities | - Analyze feasibility of East Shore Park marina;<br>- Promote private development and/or operation of major marina at East Shore Park, Long Wharf, or City Point,<br>- Promote small-scale facilities elsewhere. | City: ODHD, Parks Dept.<br>State: DEP, CAM<br>Federal: ACOE<br>Private: Developers, boating industry, interested citizens. | Feasibility Study: $15-30,000<br>Construction: $3-6,000,000 | | high | Sec. V, VI | Seek CAM or other funds for East Shore Park marina feasibility study as basis for planning. |

| ISSUE | RECOMMENDED ACTION | RESPONSIBLE PARTIES | COST | SCHEDULE | PRIORITY | REFERENCE | COMMENTS |
|---|---|---|---|---|---|---|---|
| **PROMOTION OF PRIVATE COMMERCIAL DEVELOPMENT** | | | | | | | |
| a. Lack of attractive, crowd-drawing waterfront activities: restaurants, shops, etc. | - Accomplish a mixed use project at Gateway Landing site,<br>- Improve water quality, harbor smell, and appearance of waterfront areas;<br>- Attract and cooperate with private developers. | City: ODHD, Development Adminis. | | immediate | high | Sec. VI, Appendix B | |
| b. Unattractiveness of much present harbor development | - Adopt design standards for waterfront development;<br>- Discourage or disallow additional visual intrusions,<br>- Adopt screening and/or landscaping requirements for new industrial development,<br>- Prohibit billboards in the coastal area;<br>- Strengthen sign ordinance in the coastal area. | City: CPC, BZA, ODHD | | immediate | high | Appendix B | |

| ISSUE | RECOMMENDED ACTION | RESPONSIBLE PARTIES | COST | SCHEDULE | PRIORITY | REFERENCE | COMMENTS |
|---|---|---|---|---|---|---|---|
| **PRESERVATION OF NATURAL RESOURCES** | | | | | | | |
| a. Protection of oyster population and habitats | - Restore oyster habitat by refilling Morris Cove borrow pit if there are no objectionable side effects.<br>- Co-operate with private and public shellfish interests. | City: ODHD, City Engineer<br>State: DEP, Aquaculture Div. of the Dept. of Agriculture<br>Federal: ACOE, NMFS<br>Private: Local oyster companies, universities | | on-going | high | | The oyster industry is making a strong comeback after years of low harvests. Oyster populations can be reduced by siltation, toxic compounds and filling. Present state and federal regulating agencies generally forbid dredging during oyster spawning season. |
| b. Protection of remaining salt marshes | - Take actions for preservation:<br>CITY: zone to least intensive use (RS 1); designate as open space on Land Use Plan to make eligible for current use value assessment under P.A. 490. Acquire where possible.<br>PRIVATE: investigate acquisition by non-profit conservation organization. | City: ODHD, CPC, BZA, City Engineer<br>State: DEP Water Resources Unit (structures and fill permits)<br>Federal: ACOE<br>Private: Landowners, concerned citizens, local oyster companies | | immediate | high | Section VI, Appendix B | Use of state designated tidal wetlands is subject to state regulations which essentially precludes filling and draining. However, enforcement and inspection are not consistent over the years. Local oyster industry has a direct interest in preserving Quinnipiac River marshes. |
| c. Long Wharf mudflats | - Study of environmental and developmental issues. | City: ODHD, City Engineer<br>Federal: ACOE, USFWS<br>Private: PDC, New Haven Bird Club, area colleges and universities, Conn. Audubon Society | | immediate | high | | The harbor has been extensively filled over the centuries. The Long Wharf area attracts high populations and a high diversity of shore birds. |
| d. Disposal of dredged spoils | - Promote environmentally sound disposal of dredged spoils which do not hinder necessary continued dredging. | City: ODHD, City Engineer<br>State: DEP Water Quality Unit, Aquaculture Div. of Dept. of Agriculture<br>Federal: ACOE, EPA USFW | | on-going | | See Water Quality | Channel dredging is the on-going responsibility of the U.S. Corps of Engineers. Private berths are dredged at private expense and initiative, but dredging and dredged spoil disposal must be approved by the Army Corps of Engineers. Heavy metals in New Haven Harbor sediments sometimes cause disposal problems. |
| e. Shoreline erosion | - Seek creative use of state and federal grant programs for financial assistance.<br>- Encourage and where feasible require private maintenance of existing hard edges. | City: City Engineer, ODHD, Dept. of Public Works<br>State: DEP<br>Federal: ACOE<br>Private: Waterfront owners | $200-$1,000/ lineal foot | on-going | medium | Appendix B | Erosion is most serious along Long Wharf Park, which has very little protection. City-owned areas where bulkheading needs repair are: U.S. Steel site (undergoing acquisition), Front Street park, Quinnipiac Park. Hard edges along private waterfront areas are generally in very poor condition especially along the lower Quinnipiac River and Morris Cove. |

| ISSUE | RECOMMENDED ACTION | RESPONSIBLE PARTIES | COST | SCHEDULE | PRIORITY | REFERENCE | COMMENTS |
|---|---|---|---|---|---|---|---|
| **CONSTRAINTS ON PORT DEVELOPMENT** | | | | | | | |
| a. Competing demands for waterfront land | - Create a Deepwater Port District in which non-port-related land uses are strictly controlled. | City: ODHD, CPC, BA, BZA<br>State: DED, DOT<br>Federal: U.S.C.G., ACOE, Dept. of Commerce | | immediate | high | Appendix B | Objective is to preserve deepwater port capacity over long term by resisting short term trends in land market. |
| b. Proposal for 100% recovery of cost of dredging and maintaining shipping channels, which has traditionally been a federal responsibility. | - Lobby against cost recovery proposal. | City: ODHD, Mayor's Office<br>State: DED, DOT<br>Private: Port users, New England Port Caucus AAPA | | immediate | high | Appendix B | Last ACOE studies have based dredging action on clear cost/benefit analyses. Total cost recovery for maintenance and improvement dredging would mean end of deepwater port in New Haven. Some form of local cost sharing may be inevitable, however, State would share cost. |
| c. Tomlinson Bridge as an impediment to rail, boat and vehicular traffic | - Seek state and federal assistance for modernization of rail facilities and improved traffic flow. | City: Dept. of Traffic & Parking City Engineer, ODHD RPASCC study on-going<br>Federal: DOT, Conrail, USCG, ACOE<br>Private: Port Users, NHBPA | $1.5-2.0 million | contingent on state action | high, but state and federal money not available, City has worked extensively on this problem | | Only rail link to east shore port area. Improvement is essential to long term viability of port. Bridge is also important as traffic link to east shore and alternative emergency route. More concerted pressur on State required. RPASCC study began in 1982. |
| d. Vulnerability of Tomlinson Bridge to ramming barges | - Dredge Quinnipiac River to allow transit of bridge at low tide.<br>- Place operating restrictions on channel users. | City: ODHD<br>Federal: ACOE, USCG | $400-600,000 | maintenance dredging Fall, 1982 restrictions in place | | | Operating restrictions seem to be working well. Relocations of terminal receiving offending barges could be explored. |
| e. Maintenance of shipping channel depth | - Ensure timely maintenance of all federal channels. | City: ODHD, OED<br>State: DED, DOT, DEP<br>Federal: ACOE<br>Private: PDC, PC, Port users, NHBPA | Av. $10 million per year over last nine years | Main ship channel; every 3-5 years. Other channels as needed | high | | Requires active participation and pressure by local public and private interests. Dredged material disposal in the Sound has raised environmental objections, but monitoring of disposal area has shown encouraging results. |
| f. Deepening of 35' deep main ship channel to 40' | - Support deepening project in Congress. | City: ODHD, OED<br>State: DED, DOT, DEP<br>Federal: ACOE | $21 million (5% local cost sharing at present) | Earliest start: 1985; would take 3-4 years | high over long term | | Project would cost $28 million and generat 4.2 million cubic yards of dredged material Would reduce transportation costs on good entering harbor. ACOE has approved proje for referral to Congress for funding, could get caught up in cost recovery debate. |
| g. City bears costs of low job- and-tax producing waterfront terminal uses that are important to entire region. | - Develop means of compensating City for low revenues from these users through State or regional contributions.<br>- Re-assess tank farms to reflect their true market value. | City: ODHD, Assessor's Office<br>Private: PDC, Port users | | | low | Appendix D | Possibilities include reinstituting inventory tax either across the board or on petroleum alone, direct state grants (perhaps a portion of gross receipts tax on oil companies), a State port authority. State or regional involvement in port may mean loss of local control however. |
| h. Lack of recognition for regional role of port. | - Increase awareness through publications, meetings with officials, tours of facilities, events. | City: ODHD, OED<br>State: DED<br>Private: PDC, Port owners | | | medium | | Should be undertaken by private sector organizations in partnership with the City. Study of regional impact of port is advisable. |

| ISSUE | RECOMMENDED ACTION | RESPONSIBLE PARTIES | COST | SCHEDULE | PRIORITY | REFERENCE | COMMENTS |
|---|---|---|---|---|---|---|---|
| CONSTRAINTS ON PORT DEVELOPMENT, CONTINUED | | | | | | | |
| i. No assurance of availability of common-user port facilities over long term. | - Prepare contingency for public acquisition of common-user port facilities if use is to be abandoned. | City: ODHD, OED<br>State: DED<br>Private: PDC | | | low | | A common-user terminal is an important regional asset. The only one in the port, New Haven Terminal, is privately owned and could be sold into another use at any time. If at some point there is no private interest in operating the terminal, a public purchase should be considered. |
| j. *Negative public opinion on tank farms and visual impacts.* | | City: CPC, BZA, ODHD<br>State: CAM | | on-going | | | |

| ISSUE | RECOMMENDED ACTION | RESPONSIBLE PARTIES | COST | SCHEDULE | PRIORITY | REFERENCE | COMMENTS |
|---|---|---|---|---|---|---|---|
| WATER-RELATED DEVELOPMENT | | | | | | | |
| a. Conflict between need for jobs and tax producing industry and CCMA emphasis on water dependency and public access | - Attract and accomodate water-related uses wherever possible.<br>- Make provisions for public access (easements, etc.) in new developments to extent possible. | City: OED, ODHD, City Engineer<br>State: DED | | on-going | high | Sec. VI, Appendix B, Appendix C | A large proportion of New Haven's w front land is zoned for industry, yet th are few truly water-dependent indust seeking sites. Many water-dependent industries in town do not generate h employment or tax revenues. Yet spe attributes and limited availability of w front land must be recognized in the development program. |
| b. Lack of facilities for fishers | - Develop commercial fisheries facilities in partnership with with fishing cooperative.<br>- Seek state harbor development funds. | City: ODHD, OED, City Engineer, Public Works<br>State: DED, DOT, DEP, CAM, Sea Grant Advisory Service<br>Private: fishers, fishing coop, developers | $700,000-$1,300,000 | immediate | high | Sec. IV, V, VI | Recent studies and formation of lo fishing cooperatives indicate strong de for fishing facilities in the harbor for packing out the catch, resupplying wit fuel, etc., storing gear, and berthing fi vessels. Twelve fishing boats presen docked on City-owned sites slated redevelopment as well as other boat the region would use the facility. It w add activity and vitality to waterfr wherever located. |

| ISSUE | RECOMMENDED ACTION | RESPONSIBLE PARTIES | COST | SCHEDULE | PRIORITY | REFERENCE | COMMENTS |
|---|---|---|---|---|---|---|---|
| PUBLIC SAFETY | | | | | | | |
| a. Flood hazards | - Enforce compliance with FEMA regulations to elevate buildings in flood-prone areas.<br>- Work with FEMA in designating flood elevations and developing regulations that do not unreasonably constrain development but still protect public safety. | City: City Engineer, OBIE, ODHD<br>State: DEP<br>Federal: FEMA | will increase cost of waterfront projects | flood prevention requirements already incorporated into zoning ordinance and building code, will be amended as federal regulations change. | on-going | Appendix B, D | For federal flood insurance to be available to property owners in federally designate flood hazard zones, towns and cities mus adopt flood protection ordinances with a base elevation below which building is restricted. |
| b. Bridge repair and maintenance | - Replace: Middletown Avenue (over Quinnipiac River).<br>- Substantially rehabilitate: Grand Avenue (over Quinnipiac River) and Chapel Street (over Mill River).<br>- Repair: Tomlinson (across inner harbor).<br>- Maintain: Ferry Street (over Quinnipiac River).<br>- Establish adequate bridge maintenance fund to prevent deterioration. | City: City Engineer<br>State: DOT<br>Federal: DOT<br>Federal: DOT | Middletown Avenue: $2.5 million<br>Grand Avenue: $6.5 million<br>Chapel Street: $4.5-$9 million<br>Tomlinson: $1.5-$2 million | | high | Appendix D | Bridges are generally in terrible condition Once rehabilitation projects are complete on-going maintenance should not be deferred. Adequate infrastructure and acc is essential to developing the harbor. |

APPENDIX B

## RECOMMENDED REVISIONS TO THE ZONING ORDINANCE

Crucial to successful implementation of the Municipal Coastal Program are revisions to the City Zoning Ordinance. State law requires that municipal zoning conform to municipal plans of development. New Haven's present zoning ordinance and map, adopted in 1964, contain several provisions inconsistent with the City's goals for harbor development and should be changed accordingly.

Many cities, in an attempt to preserve the special character of their waterfronts, have created special waterfront districts. Development in these districts is either subject to strict controls or to review by a special commission. Since 1980, New Haven has had the nucleus of such a system, through the process of coastal site plan review as mandated by the Connecticut Coastal Management Act (CCMA). In this process, all applications for development in the Coastal Management District*, must be reviewed by the City Plan Commission and approved as consistent with the goals and policies of the State act.

The drawbacks to this present system of coastal site plan review are two: 1) because of the broadness of the State's definition of the coastal area, perhaps more appropriate to suburban towns than to cities, many developments which must go through coastal site plan review (CSPR) have no relation to the waterfront; 2) for critical developments on or near the water, the general and sometimes conflicting nature of the State policies do not always give the City the clear power to regulate for the best use of waterfront land. For instance, as has recently happened, a self-service gas station can legally be built on a waterfront site. A gas station is not only unsightly, but could easily be located elsewhere, and is not good use of waterfront land, but under the present provisions of the CCMA the City was not able to deny this application. The State goals and policies are simply not strong or detailed enough.

Another existing tool for guiding waterfront development is the marine commercial (BC) zone. This zone was created in 1963 with the following purposes: "to separate out certain waterfront areas which have a growing function for small boating, fishing and related activities. Such uses cannot operate successfully when mixed with a variety of conflicting uses. Accordingly, these districts are limited to various boating, boatbuilding and fishing activities, together with uses which support and contribute to the convenience of these main activities." However, many of the presently permitted uses (supermarket, fabric store, bank, travel agency, to name a few) do not serve this stated purpose.

* The Coastal Management District, as defined in the State Legislation includes all land within 1,000 feet of the shoreline of any tidal water, 1,000 feet of the inland boundary of any tidal wetland, or in the coastal flood hazard area as defined by the National Flood Insurance Administration.

A third existing tool is the Planned Development process. This process is applicable to "instances where tracts of land of considerable size are developed, redeveloped or renewed as integrated or harmonious uses, and where the overall design of such units is so outstanding as to warrant modification of the standards contained elsewhere in this ordinance."

Planned Developments are subject to the approval of various City agencies. Creation of a Planned Development allows both the City and the developer the flexibility to accommodate a development to a particular set of circumstances. Recent examples of Planned Developments along the waterfront are Brewery Square, the River Run elderly housing project, and the Harbour Landing condominiums.

Rather than create a new waterfront zone, or further amend the Zoning Ordinance, it is recommended that remaining large tracts of vacant waterfront land be developed under the Planned Development provisions of the Zoning Ordinance.

**Deepwater Port District**

An important aspect of New Haven's coastal management program is protection and promotion of its port. Over the years the volume of shipping in New Haven rises and falls, subject to the many vagaries of the national and world economy. When shipping declines, it can be more profitable over the short term for the owners of waterfront land to sell this land for other uses. Over the long term, however, a few such actions could prove disastrous to the City and region, for there is a limited amount of land available on deep water. To protect port uses and future capacity of the port, the creation of a deepwater port district is recommended.

The district would be bounded by: the Wyatt Company properties on the west shore; on the east shore by Forbes Avenue to the north, the eastern edge of the properties currently used for port or storage uses to the east, East Shore Park to the south, and the western edge of the channel to the west.

In this district, no uses would be permitted which would interfere with full utilization of deepwater capacity.

* * * * * *

Recommended Revisions to the Zoning Map

The following revisions to the Zoning Ordinance are recommended to insure consistency with the goals of this program. Immediate and long-term changes are suggested. The following text and map changes should take place within the coming year:

| | LAND USE | | ZONING | | |
|---|---|---|---|---|---|
| GEOGRAPHICAL AREA | PRESENT | PROPOSED | PRESENT | PROPOSED | |
| Front Street from Grand Avenue to Brewery Square | undeveloped | park | IH, PDD | Park, PDD | The inland part of this area is a designated PDD (Front Street Housing) to accomodate an 88 unit condominium. The waterfront portion is designated a park by the Fair Haven Renewal and Redevelopment Plan. Rezoning of this parcel will take place when final plans for the park are complete. |
| Quinnipiac Avenue above Grand Avenue Bridge | residential | residential | IL | RM-1 | This has been a predominantly residential area. All houses are presently nonconforming and require variances for expansion. The zoning should be changed to conform to the existing use. |

To insure consistency with the Future Land Use Plan, the following long-term revisions are recommended. These changes are dependent upon future development trends and the success of this program. Legislation will not be introduced until the appropriate time.

| | LAND USE | | ZONING | | |
|---|---|---|---|---|---|
| GEOGRAPHICAL AREA | PRESENT | PROPOSED | PRESENT | PROPOSED | |
| East Shore of Quinnipiac River above Ferry Street | industrial, residential | marine, industrial residential | IH | BC (on (water), RM-1 (inland) | This area will be subject to positive change as Brewery Square and Front Street Housing are finished and rehabilitation and new construction continues on Quinnipiac Avenue. |
| West Shore | sewage treatment plant, | commercial, residential, park | IH Park, BC | To be determined; PDD likely | When the Boulevard sewage treatment plant is phased out, the IH zone will no longer be appropriate. This area is included in the Special Opportunity District and subject to special study. |
| North side of Chapel Street in Fair Haven; from James Street to Ferry Street | mixed commercial and residential, mainly residential | residential | BA | RM-2 | Recognizes existing changes in land use patterns. |

These proposed revisions are shown on the following maps.

THESE RECOMMENDATIONS DO NOT CONSTITUTE A REVISION TO THE NEW HAVEN ZONING ORDINANCE.

Amendment of the New Haven Zoning Ordinance requires submission of legislation to the Board of Aldermen, legal notification and public hearings.

PROPOSED

CHANGES TO THE

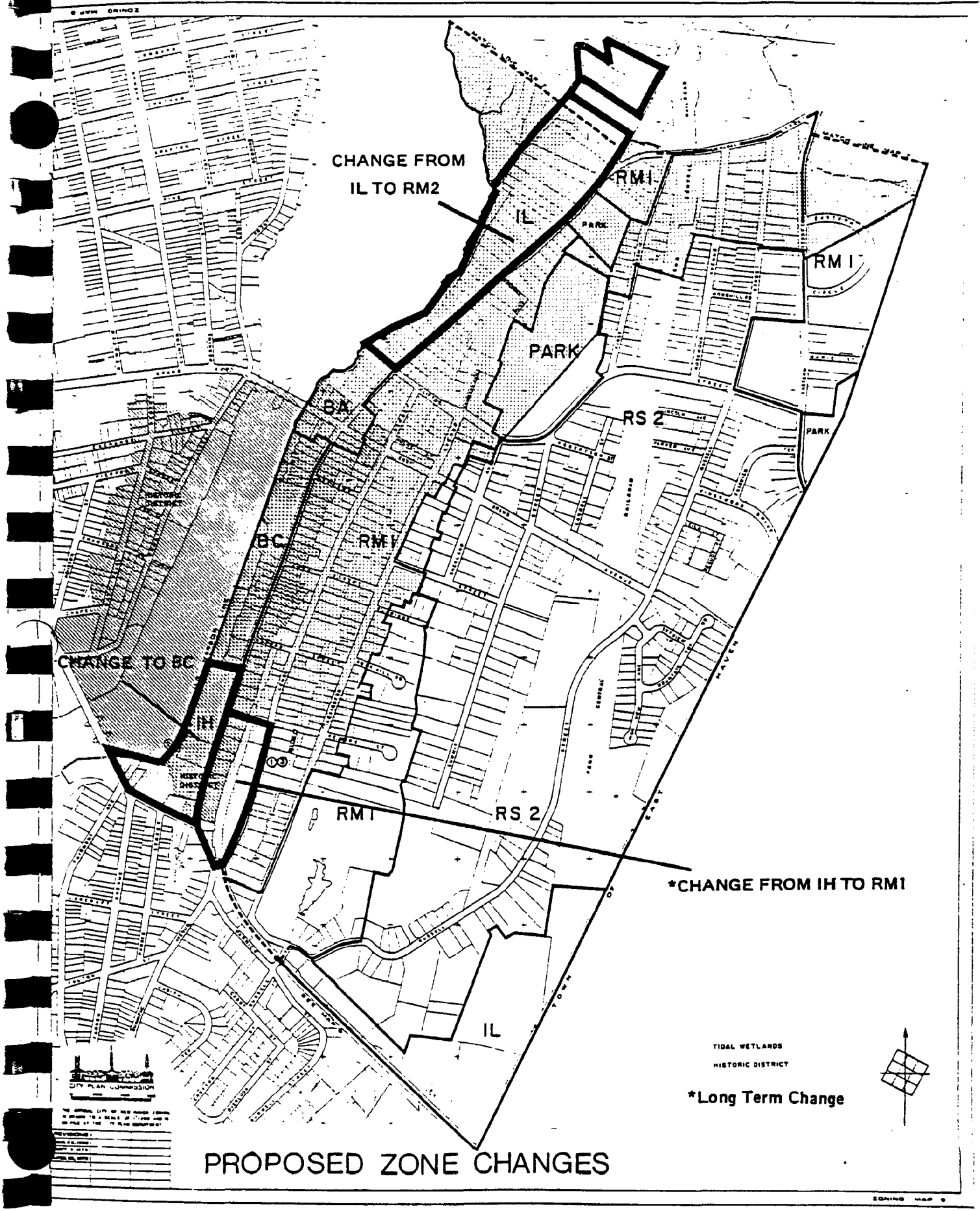
ZONING MAP

Coastal Management District

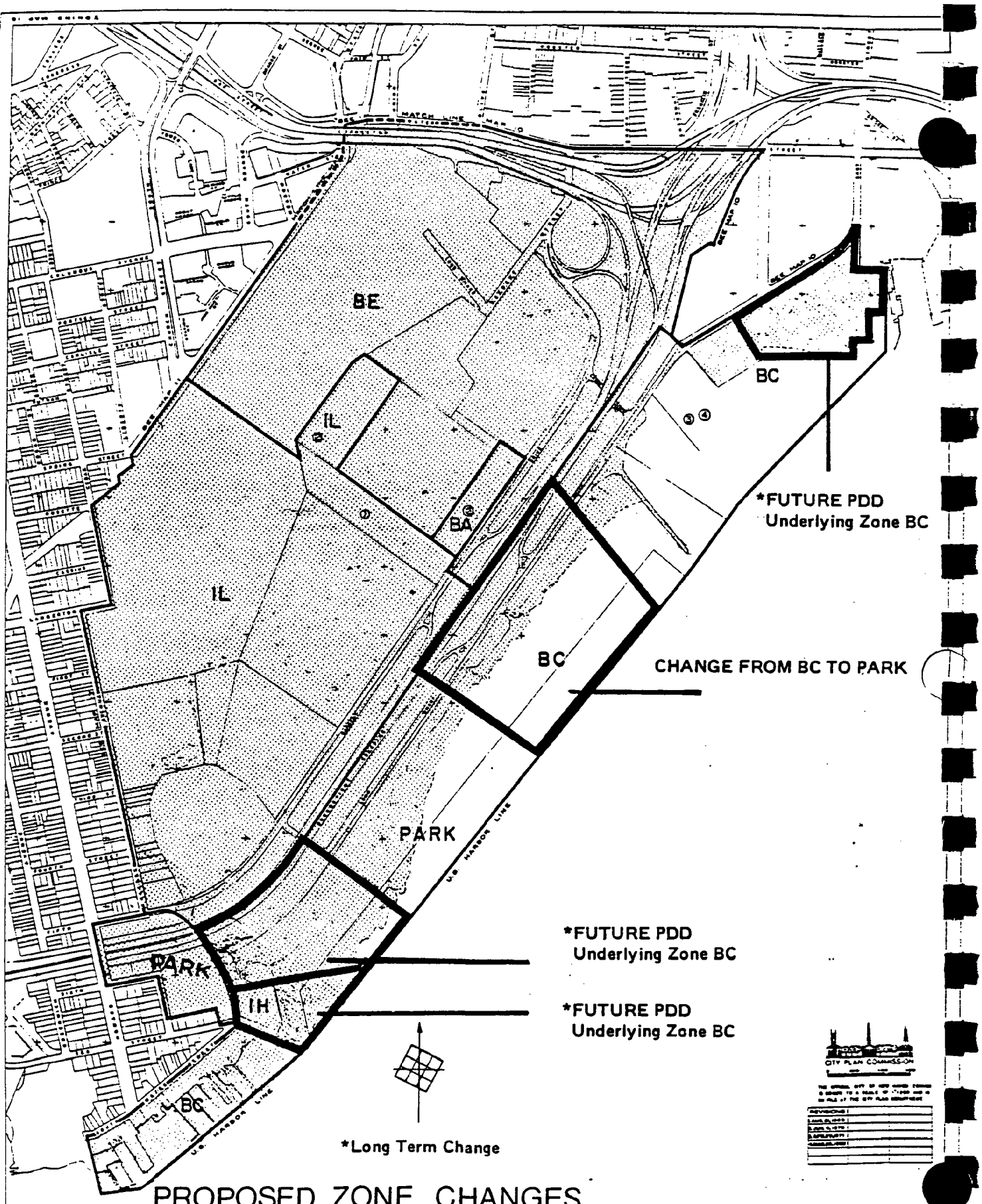
Historic District

| RESIDENTIAL | LEGEND |
|---|---|
| RS 1 | Special Single Family |
| RS 2 | General Single Family |
| RM 1 | Low Middle Density |
| RM 2 | High Middle Density |
| RH 1 | Special High Density |
| RH 2 | General High Density |
| RO | Residence Office |
| **BUSINESS** | |
| BA | General Business |
| BB | Automotive Sales |
| BC | Marine |
| BD | Central Business |
| BE | Wholesale and Distribution |
| **INDUSTRIAL** | |
| IL | Light Industry |
| IH | Heavy Industrial |

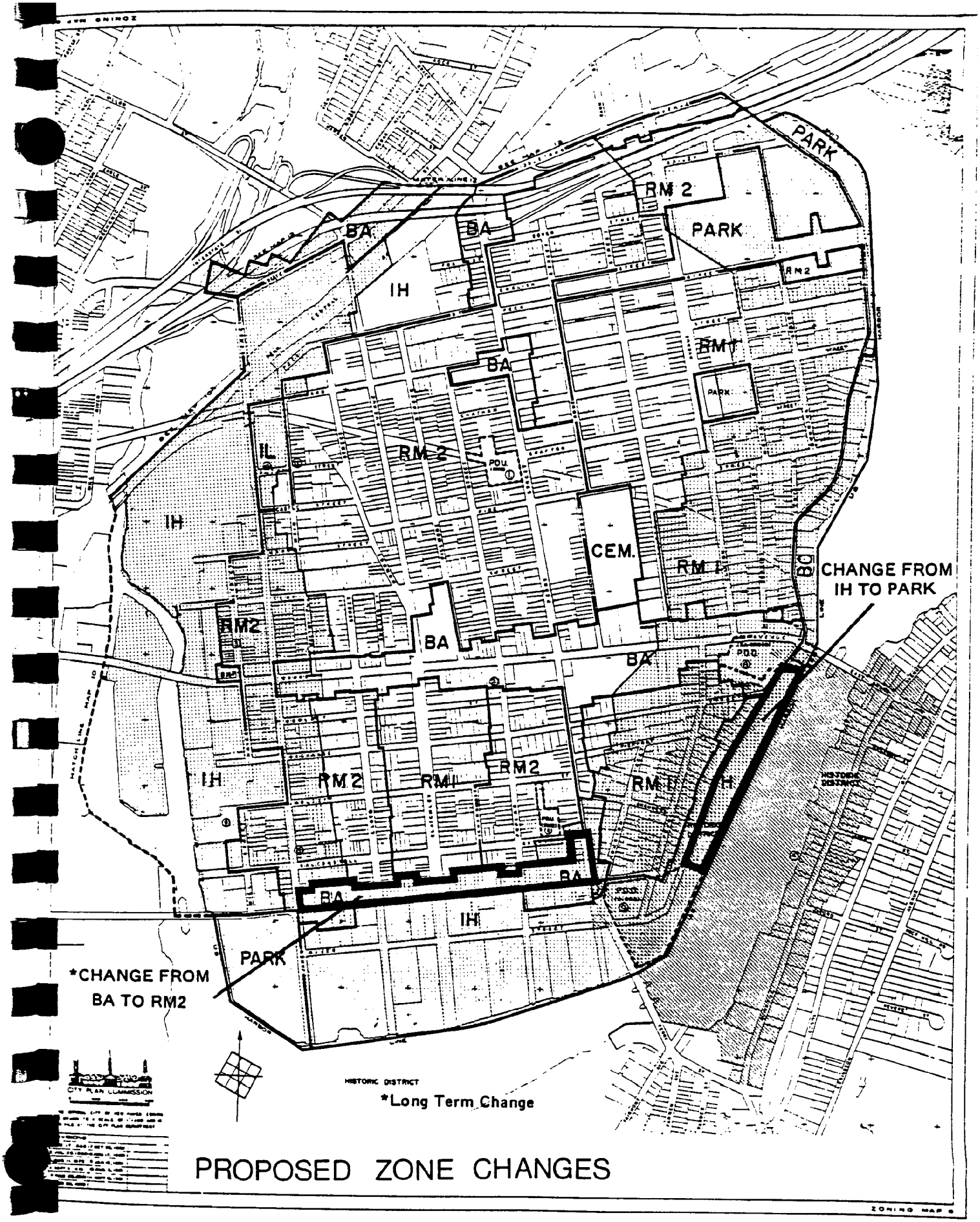
Note: These changes are being RECOMMENDED. No legislative action has been taken.




# PROPOSED ZONE CHANGES




# PROPOSED ZONE CHANGES




# PROPOSED ZONE CHANGES

APPENDIX C

## RECOMMENDED REVISIONS TO RENEWAL AND REDEVELOPMENT PLANS

Although the City of New Haven has no comprehensive City-wide plan of development, various plans have been drawn up over the years for certain areas in the coastal zone. These were drawn up under the Urban Renewal Program and include detailed plans for acquisition, demolition and redevelopment. Each plan also includes policies and standards for redevelopment. The renewal areas in the coastal zone covered by Redevelopment Plans are Long Wharf, Fair Haven and the Hill. The U.S. Steel site and adjoining properties along the east shore of the Quinnipiac River are described in a Municipal Development Plan for the Quinnipiac River Industrial and Business Development Project, prepared for the State Department of Economic Development in September, 1980. These plans have been approved by the Board of Aldermen and amended several times. It is recommended that each of the above-mentioned plans be amended with a provision that in the case of inconsistencies between the existing program and the Coastal Program, the provisions of the Coastal Program will take precedence.

APPENDIX D

PROPOSED REVISIONS TO STATE STATUTES

There are many aspects of harbor affairs that are controlled by State, not local actions, whether it be legislation or the availability of funding. The enactment of this program itself cannot change state activities or legislation, but the City can introduce legislation at the State level. The following legislative changes are necessary to support New Haven's program:

1. Connecticut Coastal Management Act (CCMA)

   - o Allow municipalities to administer coastal site plan review in such a way that developments far from the coast, yet still technically in the coastal management area, can go through a simpler, faster, and less expensive review process.

2. State Board of Harbor Commissioners

When the State Board of Harbor Commissioners was created in the 1800's it served the important function of preventing encroachment into the harbor. Now, however, this function has been assumed by DEP and the Army Corps of Engineers. The State Board of Harbor Commissioners has no staff nor effective power, yet it is one more step in the regulatory process for coastal developers.

Recommendation:

- o Clarify the role of State Board of Harbor Commissioners.

3. State Compensation for Opportunity Costs

The goals of this program, and the goals of the CCMA, cannot be achieved without some financial loss to the City. For instance, port uses, which are encouraged by this program and by the CCMA and which are vital to the economy of the region, yield less in jobs and taxes than other industrial uses. For the City to tie up this land in port uses through creation of the Deepwater Port District might result in a continuing financial loss to the City, but a long-term benefit to the State and the region. Other examples of opportunity costs which the City might bear through implementation of this program are the costs of preserving natural areas or of encouraging marina development. As was discussed in Section III, attempts to promote water-dependent uses often conflicts with the forces of the market, and the City should be compensated through State action for the losses borne by encouraging these uses.

4. Equal State Assistance to Port Operations

The State presently manages a pier in New London which competes for the same business as the ports of New Haven and Bridgeport. New Haven and Bridgeport, however, have privately operated terminal operations which are placed at an unfair disadvantage against the State pier. The State should divest itself of its responsibility for the State pier.

ATTACHMENT A

# LEGISLATIVE GOALS AND POLICIES AND MUNICIPAL COASTAL PROGRAM PROVISIONS OF THE CONNECTICUT COASTAL MANAGEMENT ACT

**Sec. 22a-92. Legislative goals and policies.** (a) The following general goals and policies are established by this chapter:

(1) To insure that the development, preservation or use of the land and water resources of the coastal area proceeds in a manner consistent with the capability of the land and water resources to support development, preservation or use without significantly disrupting either the natural environment or sound economic growth;

(2) To preserve and enhance coastal resources in accordance with the policies established by chapters 439, 440, 447, 473, 474, 474a and 477;

(3) To give high priority and preference to uses and facilities which are dependent upon proximity to the water or the shorelands immediately adjacent to marine and tidal waters;

(4) To resolve conflicts between competing uses on the shorelands adjacent to marine and tidal waters by giving preference to uses that minimize adverse impacts on natural coastal resources while providing long term and stable economic benefits;

(5) To consider in the planning process the potential impact of coastal flooding and erosion patterns on coastal development so as to minimize damage to and destruction of life and property and reduce the necessity of public expenditure to protect future development from such hazards;

(6) To encourage public access to the waters of Long Island Sound by expansion, development and effective utilization of state-owned recreational facilities within the coastal area that are consistent with sound resource conservation procedures and constitutionally protected rights of private property owners;

(7) To conduct, sponsor and assist research in coastal matters to improve the data base upon which coastal land and water use decisions are made;

(8) To coordinate the activities of public agencies to insure that state expenditures enhance development while affording maximum protection to natural coastal resources and processes in a manner consistent with the state plan for conservation and development adopted pursuant to part I of chapter 297;

(9) To coordinate planning and regulatory activities of public agencies at all levels of government to insure maximum protection of coastal resources while minimizing conflicts and disruption of economic development; and

(10) To insure that the state and the coastal municipalities provide adequate planning for facilities and resources which are in the national interest as defined in section 22a-93 and to insure that any restrictions or exclusions of such facilities or uses are reasonable. Reasonable grounds for the restriction or exclusion of a

facility or use in the national interest shall include a finding that such a facility or use: (A) May reasonably be sited outside the coastal boundary; (B) fails to meet any applicable federal and state environmental, health or safety standard or (C) unreasonably restricts physical or visual access to coastal waters. This policy does not exempt any nonfederal facility in use from any applicable state or local regulatory or permit program nor does it exempt any federal facility or use from the federal consistency requirements of Section 307 of the Federal Coastal Zone Management Act.

(b) In addition to the policies stated in subsection (a), the following policies are established for federal, state and municipal agencies in carrying out their responsibilities under this chapter:

(1) Policies concerning development, facilities and uses within the coastal boundary are: (A) To manage uses in the coastal boundary through existing municipal planning, zoning and other local regulatory authorities and through existing state structures, dredging, wetlands, and other state siting and regulatory authorities, giving highest priority and preference to water-dependent uses and facilities in shorefront areas; (B) to locate and phase sewer and water lines so as to encourage concentrated development in areas which are suitable for development; and to disapprove extension of sewer and water services into developed and undeveloped beaches, barrier beaches and tidal wetlands except that, when necessary to abate existing sources of pollution, sewers that will accommodate existing uses with limited excess capacity may be used; (C) to promote, through existing state and local planning, development, promotional and regulatory authorities, the development, reuse or redevelopment of existing urban and commercial fishing ports giving highest priority and preference to water dependent uses, including but not limited to commercial and recreational fishing and boating uses; to disallow uses which unreasonably congest navigation channels, or unreasonably preclude boating support facilities elsewhere in a port or harbor; and to minimize the risk of oil and chemical spills at port facilities; (D) to require that structures in tidal wetlands and coastal waters be designed, constructed and maintained to minimize adverse impacts on coastal resources, circulation and sedimentation patterns, water quality, and flooding and erosion, to reduce to the maximum extent practicable the use of fill, and to reduce conflicts with the riparian rights of adjacent landowners; (E) to disallow the siting within the coastal boundary of new tank farms and other new fuel and chemical storage facilities which can reasonably be located inland and to require any new storage tanks which must be located within the coastal boundary to abut existing storage tanks or to be located in urban industrial areas and to be adequately protected against floods and spills; (F) to make use of rehabilitation, upgrading and improvement of existing transportation facilities as the primary means of meeting transportation needs in the coastal area; (G) to encourage increased recreational boating use of coastal waters, where feasible, by (i) providing additional berthing space in existing harbors, (ii) limiting non-water-dependent land uses that preclude boating support facilities, (iii) increasing state-owned launching facilities, and (iv) providing for new boating facilities in natural harbors, new protected water areas and in areas dredged from dry land; (H) to protect coastal resources by requiring, where feasible, that such boating uses and facilities (i) minimize disruption or degradation of natural coastal resources, (ii) utilize existing altered, developed or redevelopment areas, (iii) are located to

assure optimal distribution of state-owned facilities to the statewide boating public and (iv) utilize ramps and dry storage rather than slips in environmentally sensitive areas; (I) to protect and where feasible, upgrade facilities serving the commercial fishing and recreational boating industries; to maintain existing authorized commercial fishing and recreational boating harbor space unless the demand for these facilities no longer exists or adequate space has been provided; to design and locate, where feasible, proposed recreational boating facilities in a manner which does not interfere with the needs of the commercial fishing industry and (J) to require reasonable mitigation measures where development would adversely impact historical, archeological, or paleontological resources that have been designated by the state historic preservation officer.

(2) Policies concerning coastal land and water resources within the coastal boundary are: (A) To manage coastal bluffs and escarpments so as to preserve their slope and toe; to discourage uses which do not permit continued natural rates of erosion and to disapprove uses that accelerate slope erosion and alter essential patterns and supply of sediments to the littoral transport system; (B) to manage rocky shorefronts so as to insure that development proceeds in a manner which does not irreparably reduce the capability of the system to support a healthy intertidal biological community; to provide feeding grounds and refuge for shorebirds and finfish, and to dissipate and absorb storm and wave energies; (C) to preserve the dynamic form and integrity of natural beach systems in order to provide critical wildlife habitats, a reservoir for sand supply, a buffer for coastal flooding and erosion, and valuable recreational opportunities; to insure that coastal uses are compatible with the capabilities of the system and do not unreasonably interfere with natural processes of erosion and sedimentation, and to encourage the restoration and enhancement of disturbed or modified beach systems; (D) to manage intertidal flats so as to preserve their value as a nutrient source and reservoir, a healthy shellfish habitat and a valuable feeding area for invertebrates, fish and shorebirds; to encourage the restoration and enhancement of degraded intertidal flats; to allow coastal uses that minimize change in the natural current flows, depth, slope, sedimentation, and nutrient storage functions and to disallow uses that substantially accelerate erosion or lead to significant despoilation of tidal flats; (E) to preserve tidal wetlands and to prevent the despoilation and destruction thereof in order to maintain their vital natural functions; to encourage the rehabilitation and restoration of degraded tidal wetlands and where feasible and environmentally acceptable, to encourage the creation of wetlands for the purposes of shellfish and finfish management, habitat creation and dredge spoil disposal; (F) to manage coastal hazard areas so as to insure that development proceeds in such a manner that hazards to life and property are minimized and to promote nonstructural solutions to flood and erosion problems except in those instances where structural alternatives prove unavoidable and necessary to protect existing inhabited structures, infrastructural facilities or water dependent uses; (G) to promote, through existing state and local planning, development, promotional and regulatory programs, the use of existing developed shorefront areas for marine-related uses, including but not limited to, commercial and recreational fishing, boating and other water-dependent commercial, industrial and recreational uses; (H) to manage undeveloped islands in order to promote their use as critical habitats for those bird, plant and animal species which are indigenous to such islands or which are increasingly rare on the mainland; to maintain the value of undeveloped islands as a major source of recreational open space; and to disallow uses which will have significant adverse impacts on islands or their resource components; (I) to

regulate shoreland use and development in a manner which minimizes adverse impacts upon adjacent coastal systems and resources and (J) to maintain the natural relationship between eroding and depositional coastal landforms and to minimize the adverse impacts of erosion and sedimentation on coastal land uses through the promotion of nonstructural mitigation measures. Structural solutions are permissible when necessary and unavoidable for the protection of infrastructural facilities, water-dependent uses, or existing inhabited structures, and where there is no feasible, less environmentally damaging alternative and where all reasonable mitigation measures and techniques have been provided to minimize adverse environmental impacts.

(c) In addition to the policies stated in subsections (a) and (b), the following policies are established for federal and state agencies in carrying out their responsibilities under this chapter:

(1) Policies concerning development, facilities and uses within the coastal boundary are: (A) To minimize the risk of spillage of petroleum products and hazardous substances, to provide effective containment and cleanup facilities for accidental spills and to disallow offshore oil receiving systems that have the potential to cause catastrophic oil spills in the Long Island Sound estuary; (B) to disallow any filling of tidal wetlands and nearshore, offshore and intertidal waters for the purpose of creating new land from existing wetlands and coastal waters which would otherwise be undevelopable, unless it is found that the adverse impacts on coastal resources are minimal; (C) to initiate in cooperation with the federal government and the continuing legislative committee on state planning and development a long-range planning program for the continued maintenance and enhancement of federally-maintained navigation facilities in order to effectively and efficiently plan and provide for environmentally sound dredging and disposal of dredged materials; to encourage, through the state permitting program for dredging activities, the maintenance and enhancement of existing federally-maintained navigation channels, basins and anchorages and to discourage the dredging of new federally-maintained navigation channels, basins and anchorages; (D) to reduce the need for future dredging by requiring that new or expanded navigation channels, basins and anchorages take advantage of existing or authorized water depths, circulation and siltation patterns and the best available technologies for reducing controllable sedimentation; (E) to disallow new dredging in tidal wetlands except where no feasible alternative exists and where adverse impacts to coastal resources are minimal; (F) to require that new or improved shoreline rail corridors be designed and constructed so as (i) to prevent tidal and circulation restrictions and, when practicable, to eliminate any such existing restrictions, (ii) to improve or have a negligible adverse effect on coastal access and recreation and (iii) to enhance or not unreasonably impair the visual quality of the shoreline; (G) to require that coastal highways and highway improvements including bridges, be designed and constructed so as to minimize adverse impacts on coastal resources; to require that coastal highway and highway improvements give full consideration to mass transportation alternatives and to require that coastal highways and highway improvements where possible enhance, but in no case decrease coastal access and recreational opportunities; (H) to disallow the construction of major new airports and to discourage the substantial expansion of existing airports within the coastal boundary; to require that any expansion or improvement of existing airports minimize adverse impacts on

coastal resources, recreation or access; (I) to manage the state's fisheries in order to promote the economic benefits of commercial and recreational fishing, enhance recreational fishing opportunities, optimize the yield of all species, prevent the depletion or extinction of indigenous species, maintain and enhance the productivity of natural estuarine resources and preserve healthy fisheries resources for future generations; (J) to make effective use of state-owned coastal recreational facilities in order to expand coastal recreational opportunities including the development or redevelopment of existing state-owned facilities where feasible and (K) to require as a condition in permitting new coastal structures, including but not limited to, groins, jetties or breakwaters, that access to, or along, the public beach below mean high water must not be unreasonably impaired by such structures and to encourage the removal of illegal structures below mean high water which unreasonably obstruct passage along the public beach.

(2) Policies concerning coastal land and other resources within the coastal boundary are: (A) To manage estuarine embayments so as to insure that coastal uses proceed in a manner that assures sustained biological productivity, the maintenance of healthy marine populations and the maintenance of essential patterns of circulation, drainage and basin configuration; to protect, enhance and allow natural restoration of eelgrass flats except in special limited cases, notably shellfish management, where the benefits accrued through alteration of the flat may outweigh the long-term benefits to marine biota, waterfowl, and commercial and recreational finfisheries and (B) to maintain, enhance, or, where feasible, restore natural patterns of water circulation and fresh and saltwater exchange in the placement or replacement of culverts, tide gates or other drainage or flood control structures.

(d) In addition to the policies in this section, the policies of the state plan of conservation and development adopted pursuant to part I of chapter 297 shall be applied to the area within the coastal boundary in accordance with the requirements of section 16a-31.

(P.A. 78-152, S. 3, 11; P.A 79-535, S. 2, 25.)

Sec. 22a-101. Municipal coastal programs. (a) In order to carry out the policies and provisions of this chapter and to provide more specific guidance to coastal area property owners and developers, coastal municipalities may adopt a municipal coastal program for the area within the coastal boundary and landward of the mean high water mark.

(b) A municipal coastal program shall include, but is not limited to: (1) Revisions to the municipal plan of development under section 8-23 or special act, insofar as it affects the area within the coastal boundary, such revisions to include an identification and written description of the municipality's major coastal-related issues and problems, both immediate and long-term, such as erosion, flooding, recreational facilities, and utilization of port facilities and to include a description of the municipal boards, commissions and officials responsible for implementing and enforcing the coastal program, a description of enforcement procedures and a description of continuing methods of involving the public in the implementation of the municipal coastal program; (2) revisions to the municipal zoning regulations under section 8-2 or under special act and revisions to the following regulations and ordinances if the municipality has adopted such regulations or ordinances, and insofar as such regulations or ordinances affect the area within the coastal boundary: (A) Historic district ordinances under section 7-147b; (B) waterway encroachment line ordinances under section 7-147; (C) planned unit development regulations under sections 8-13c and 8-13d; (D) subdivision ordinances under section 8-25; (E) inland wetland regulations under subsection (e) of section 22a-42 and section 22a-42a; (F) sewerage ordinances under section 7-153; (G) ordinances or regulations governing filling of land and removal of soil, loam, sand or gravel under section 7-148; (H) ordinances concerning protection and improvement of the environment under section 7-148; and (I) regulations for the supervision, management, control, operation or use of a sewerage system under section 7-247.

(c) If a municipality has not yet adopted a municipal plan of development under section 8-23, a municipal planning commission may prepare a municipal coastal plan of development solely for that portion of municipality within the coastal boundary in accordance with subsection (b) of this section and section 22a-102.

(d) A municipal coastal program may include revisions to the following municipal plans or programs which revisions shall be consistent with the municipal plan of development revised in accordance with subsection (b) of this section and section 22a-102: (1) The community development plan under sections 8-169c and 8-169d; (2) the harbor improvement plan under section 13b-56; (3) the redevelopment plan under sections 8-125 and 8-127; (4) the port development plan under section 7-329c; (5) the capital improvement plan under section 8-160; (6) the open space plan under section 12-107e; (7) any development project plan or plans under section 8-189; and (8) the municipal water pollution control plan under section 7-245.

(e) Revisions to the municipal plan of development in accordance with subsection (b) of this section and section 22a-102 may include a description of any development projects, acquisition plans, open space tax abatement programs, flood and erosion control projects and other nonregulatory measures which the municipality intends to undertake in order to promote wise management of coastal resources.

(P.A. 79-535, S. 7, 25.)

**Sec. 22a-102. Municipal plan of development. Criteria and process for revision.** (a) In revising the municipal plan of development in accordance with subsection (b) of section 22a-101 the municipal planning commission shall follow: (1) The policies and goals in section 22a-92; (2) criteria listed in section 8-23.

(b) In revising its municipal plan of development the municipal planning commission shall also consider: (1) The character and distribution of the coastal resources defined in section 22a-93 within its coastal boundary, the capacity of and limitations on such resources to support development, and the types and methods of development compatible with the wise use, protection and enhancement of such resources; (2) the nature and pattern of existing development and (3) the need for public services.

(c) The municipal planning commission may revise its municipal plan of development by making such changes as: Modifications of land use categories, changes in the density and intensity of land use, alteration in plan policies; modifications in growth strategies, changes in acquisition priorities, and alterations in public infrastructure, highway and other capital improvement projects.

(d) The municipal planning commission shall submit its proposed revisions to the municipal plan of development prepared in accordance with subsections (a) and (b) of this section and section 22a-101 to the commissioner and the regional planning agency for review and comment prior to the final adoption of such revisions in accordance with section 8-23. Upon receipt of such proposed revisions the commissioner and the regional planning agency shall review them for consistency with requirements and criteria listed in subsections (a) and (b) of this section and section 22a-101 and shall within ninety days notify the municipality in writing of any suggested modifications to the proposed revisions. Upon receipt of such comments or ninety days after receipt by the commissioner of proposed revisions, the municipal planning commission may modify and adopt the proposed revisions in accordance with section 8-23.

(P.A. 79-535, S. 8, 25.)

ATTACHMENT B

Coastal Planning Steering Committee

**Specific Action Recommendations for New Haven Harbor**

# PROTECTION OF NATURAL RESOURCES

## WATER QUALITY

1. Proceed with the most cost-effective means of providing secondary treatment for all municipal sewage.

2. Re-examine the cost/benefit ratio of the plan to separate combined storm and sanitary sewers.

## COASTAL EROSION

3. Control coastal erosion problems as soon as possible by reconstructing deteriorating hard edges and removing man-made causes of beach erosion. Allow minor filling that is necessary to replace eroded land or prevent further erosion.

## LANDFILL

4. Develop a resource recovery program as soon as possible in order to phase out the landfill operation. Limit the elevation of the City landfill to its present permitted height of 75 feet.

## VISUAL INTRUSIONS

5. Amend the zoning ordinance to prohibit off-premise outdoor advertising signs in the coastal area. Discourage additional development of uses such as non water-related junkyards. Enforce City ordinances to remove litter and debris from the coastal area.

## NATURAL RESOURCES

6. Take an active role in protecting land and water resources and investigate possibilities for greater use of shellfish and finfish resources.

7. Allow no significant filling or dredging of the Long Wharf mudflats, a valuable bird habitat.

8. Re-zone marshes presently zoned for Light Industry (IL), such as the Quinnipiac River marshes, to lower intensity of use wherever legally feasible. Investigate acquisition of these lands by non-profit land preservation organizations.

## PUBLIC ACCESS AND RECREATION

### PARKS

9. Vigorously pursue funds to improve and to maintain Lighthouse Point Park.

10. Proceed with completion of East Shore Park waterfront improvements (Phase III) including a marina feasibility study.

11. In the reuse of the Boulevard Treatment Plant site, include an extension of Bayview Park to the water's edge.

12. Encourage marine nature education, both through public and private efforts.

13. Improve bus service to East Shore parks during times of high demand.

14. Investigate possibilities of commercial developments in the parks which can produce additional recreational opportunities and supplemental revenues for the parks. Such developments should be small-scale, water-enhanced and appropriate to the purpose and use of the park.

### FRONT STREET

15. Develop the entire City-owned Front Street waterfront parcel as a Planned Development District maximizing public waterfront access, open space, and historic features.

### BOATING

16. Investigate ways of promoting boating and fishing in New Haven Harbor. Consider in such studies issues of storm protection, facilities, and taxes. Proceed with plans for a marina feasibility study for East Shore Park and investigate possibilities for other facilities elsewhere in the harbor -- small marinas, boat launch facilities, boat rental facilities, and mooring areas.

17. Provide a municipal pier with a range of commercial and recreational uses such as transient boat docking, charter boats, tour boats, and marine science education organizations.

### BIKEWAY

18. Encourage the development of a pedestrian path and bikeway interlinking existing points of public access to the harbor.

### LONG WHARF AREA

19. Dedicate the Long Wharf area from south of Long Wharf pier to the southern end of the Boulevard primarily to recreational, parkland use with some provision for ancillary, low-density commercial uses. Maintain an unobstructed water view from this area. Immediately investigate the possibility of using Department of Transportation funds, in combination with available Federal funds for curbs and sidewalks, to develop the Long Wharf area.

EAST SHORE PARKWAY

30. Study traffic circulation and street layout in the area around the East Shore Parkway right-of-way. Consider closing some of the local streets to allow for more efficient land use. The East Shore Parkway should occupy no more than the minimal City street right-of-way, and the remaining land in the 250' right-of-way should be leased for port related uses. Dedicate lease revenues from this land to maintaining the park system.

CHANNEL DREDGING

31. Support Federal channel deepening and widening project if a clear economic advantage is demonstrated and the environmental impact is acceptable.

32. Urge speedy completion of the Army Corps of Engineers study of maintenance dredging needs of the Quinnipiac River.

TANK FARMS

33. Discourage construction of new petroleum storage tanks on the waterfront.

    a. Encourage new tank farm construction at inland sites.

    b. Consolidate existing petroleum storage on the waterfront.

    c. Phase out petroleum tank farms located in waterfront residential neighborhoods.

    d. Ensure that true market value of petroleum storage tanks is reflected in current tax assessment practices.

    e. Explore ways to enhance the appearance of all petroleum storage facilities.

## OTHER WATER RELATED INDUSTRIES

34. Continue to encourage the development of the local fishing industry. Take immediate steps to locate area fishermen and lobstermen in New Haven Harbor while the feasibility of constructing new facilities, particularly at Long Wharf, is investigated.

35. Encourage the major oyster companies to locate additional operations and to land oysters in New Haven.

36. Encourage the United Illuminating Company to explore the use of waste heat from its Harbor Station for aquaculture.

37. Seek Federal recognition of the importance of the local shellfish and finfish resources in Federal fisheries research and development funding.

DOWNTOWN LINKAGE

20. Develop a solution to the problem of downtown to waterfront linkage in the context of Long Wharf area development and downtown action planning.

PUBLIC ACCESS

21. Develop standards and legal mechanisms for insuring public access in private developments.

MIXED-USE DEVELOPMENT

22. Permit only water-enhanced mixed-use development which is open to the public in the following specific areas: the Gateway Landing/Long Wharf pier area, at the Brewery and around Grand Avenue in Fair Haven, and at City Point.

## THE PORT

PORT DISTRICT

23. Declare the following area a deepwater port district: the Wyatt Company properties and the East Street Sewage Plant on the West Shore and the area on the East Shore bounded by Interstate 95 and Forbes Avenue to the north, the eastern edge of the properties currently used for port or storage uses to the east, East Shore Park to the south, and the channel to the west. Prohibit uses in this area which would interfere with full utilization of deepwater capacity.

24. Assist in negotiations with the United Illuminating Company for a long-term lease on excess open land at its Harbor Station facility for port-related use.

25. Seek State and Federal assistance to improve rail service from the east shore.

26. Build into the Coastal Program the flexibility to accommodate emerging cargoes such as coal or coastal shipping of truck trailers on barges.

PUBLIC SECTOR ROLE

27. Explore the most appropriate means whereby the City or other public entity can best encourage or assist development of the Port District for deepwater uses. The mix of public and private responsibilities should make fullest use of the respective advantages and powers that each sector offers. Discourage direct public operation of port facilities.

28. Demand State recognition of the important regional role of the Port of New Haven, to be accompanied by compensation for the relatively low local tax and job producing nature of port uses.

29. Urge rigorous cost-benefit analysis of operation of State Pier in New London to determine whether subsidy or further investment of public monies there are in the public interest.

## INDUSTRIAL DEVELOPMENT

38. Consider the heavy industrial area on the upper Quinnipiac River which encompasses the City landfill and several automobile junkyards for development as an industrial park.

39. Promote light industrial area along the West River for more intensive development. Incorporate protection of the remaining marshes and provision of a bikeway/walkway at or near the water's edge.

## GRAND AVENUE BRIDGE

40. Repair the Grand Avenue Bridge in accordance with the recommendations of the Mayor's Task Force. Consider the need for repairs to the Chapel Street Bridge over the Mill River as well.

## LOWER QUINNIPIAC RIVER

41. Study commercial/residential/light industrial/open space mixed-reuse of deteriorated industrial land on the lower Quinnipiac River. Determine the economic impact of such a policy and the likely markets for these uses vs. those for water-dependent re-industrialization in this area.

## DESIGN GUIDELINES

42. Include in the City Coastal Program design guidelines to insure that new development is in harmony with the surrounding environment.

# MANAGEMENT

## REGULATORY AGENCIES

43. Seek clarification of the role of the State Board of Harbor Commissioners, which duplicates that of the Department of Environmental Protection in regard to permitting structures or fill below mean high water.

44. Simplify the current maze of Federal, State and local coastal regulations and review processes to promote redevelopment of already disturbed areas while protecting remaining valuable resources. At the local level, make permit procedures clear, and review periods short.

## HARBORMASTER

45. Revive or abolish the position of Harbormaster. Explore possibility of charging the Harbormaster with responsibility for promoting and regulating recreational boating and mooring replacement.

CITY COASTAL SITE PLAN REVIEW

46. In the City Coastal Program, categorize the area within the coastal zone into three categories: waterfront, special resource areas, and developed non-waterfront areas. The program and the Coastal Site Plan review process would only touch lightly on the third category of land, concentrating effort on the first two. Consider the possibility of a technical amendment to the State Coastal Management Act to expand the categories of activities in developed, non-waterfront land which are exempted from the review process.

HARBOR EVENTS

47. With the Chamber of Commerce and other private organizations, promote the harbor with festivals and public events.

CITY COASTAL SITE PLAN REVIEW

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