

BRIDGEWATER - 2022 PLAN OF CONSERVATION AND DEVELOPMENT

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EXECUTIVE SUMMARY

The 2022 Bridgewater Plan of Conservation and Development builds on the Town's natural assets of scenic beauty, dedicated residents, and core values of neighborliness, stewardship of the environment, and maintaining a rural, small-town community.

The Town sent out an online survey to seek community response about the future of Bridgewater. These responses were evaluated and incorporated into the various topics addressed herein. The drafts of the POCD or sections therein were reviewed by appropriate commissions and presented to the town populace via public hearing to elicit community opinions.

We reviewed past plans to see how the town has complied with priorities articulated in past plans or whether priorities should remain an ongoing focus for improvements going forward. Bridgewater residents played an invaluable role by formally and informally presenting their views.

The Plan reviews and updates recommendations from the 2012 POCD. We remain committed to retaining our rural character and farming community, safeguarding our natural beauty and open spaces, maintaining safe country roads, conserving our natural resources, and providing affordable housing opportunities on existing residentially zoned properties.

The 2012 Plan introduced new topics. For instance, it recommended forming a subcommittee or special committee focused on energy and resource conservation to gather state of the art and best practices, to assess needs, and to make recommendations. There was also an emphasis on safety, handicapped accessibility and emergency preparedness for town facilities, activities, and community groups.

In this 2022 POCD one goal is to assure that housing meets diverse needs. We recommend reconvening a housing committee in 2023 after a two-year COVID related hiatus to survey needs, assess the feasibility of a senior housing complex and to consider innovative ways to attract young families. We also recommend that the Planning and Zoning Commission evaluate housing regulations to increase accessory apartments and encourage permitted home businesses.

The Plan offers a background of historical, present day, and future perspectives on Bridgewater. To achieve our vision for the future, each of the subsequent eight sections — Bridgewater Community, Conservation and Natural Resources, Open Space, Housing, Community Facilities, Transportation, Village Center, Future Land Use Plan — summarizes the relevant recommendations from past plans, provides a background, indicates current issues and concerns, and makes recommendations.

INTRODUCTION



A Plan of Conservation and Development (POCD) offers a map which reflects where the community is at present and indicates where it wishes to go in the future.

Section 8-23 of the Connecticut General Statutes requires that the plan be prepared, adopted, and reviewed at least once every ten years, and amended as necessary. Consideration is to be given to address the following topics:

- ➤ Affordable housing
- > Protection of water supplies
- ➤ Use of cluster and other development patterns
- > State and regional plans of conservation and development
- > Physical, social, and economic trends
- ➤ Health, housing, recreation, and other needs
- > Development and conservation of energy
- > Protection of agriculture

The plan is a statement of "policies, goals and standards for the physical and economic development of the municipality"; a series of items is to be included in the plan in order "to promote with the greatest efficiency and economy the coordinated development of the municipality and the general welfare and prosperity of its people".

These items include:

- ➤ The most desirable use of land for residential, recreational, agricultural, commercial, industrial, conservation and other purposes.
- The evaluation of housing opportunities, considering soil types, terrain and infrastructure capacity for all residents expecting housing choices and economic diversity.
- The inconsistencies with growth management principles of redevelopment, housing diversity, transportation, environmental, cultural, historical and farmland conservation.

In preparing the new Bridgewater POCD for 2022, we reviewed the town's past Plans of Conservation and Development, the Western CT Council of Governments (WCCOG) 2020-2030 Regional Plan of Conservation & Development and had discussions on current conditions and trends in Bridgewater.

Additionally, the Selectmen conducted an online survey of Bridgewater residents to gage their interests, concerns, and priorities. This survey was promoted in the Our Town newsletter and via town-wide emails and the town website (www.bridgewater-ct.gov). The Commission also informed community groups asking about their current activities and future needs.

This 2022 Plan of Conservation and Development builds on Bridgewater's past plans. It strongly affirms the goals of preserving the rural character of the Town, protecting its natural resources, preserving farm and open land, and promoting community facilities and services.



Hilltop Senior Center

Bridgewater in Perspective

Bridgewater is a rural enclave located in southern Litchfield County. It is bordered on the north and west by New Milford, on the east by Roxbury, and on the south by Brookfield.

The Town encompasses an area of 16 square miles or approximately 10,000 acres of varied topographies and soils. Elevations range from 200 feet above sea level on the Housatonic River (Lake Lillinonah) to 940 feet near the northern town line on the Second Hill ridgeline.

Most of the Town is a long north to south ridge with rolling countryside and watercourses on its flanks. The average elevation is 500 feet above sea level. The southern third of the town has rough terrain, steep slopes and shallow to bedrock soils. The Housatonic River impoundment (Lake Lillinonah) and the Shepaug River form the southern boundary. Fifty-eight percent (58%) of the land has slopes of fifteen (15%) or more. Ridgetops can be seen throughout the Town and scenic Wolf Pit Mountain is one of the most visible natural landmarks.

Bridgewater has many permanent and seasonal watercourses and regulated inland wetlands. As the 2012 POCD notes, approximately 750 acres (7%) of the town consists of wetlands, and there are over 27 miles of watercourses.

The combination of steep terrain, wetlands, and permanently protected lands means that there is limited acreage suitable for future development. The development appropriate land already has been divided for homes. The remaining undeveloped areas have serious limitations for home sites, septic fields, water supplies, and safe driveways. There is significant acreage preserved for agriculture and forestry. Preservation groups include: Sunny Valley Preserve of The Nature Conservancy, Northwest CT Land Conservancy (former Weantinoge Heritage Land Trust), Bridgewater Land Trust and Connecticut Audubon.

The Historical Perspective:

Bridgewater was first surveyed in 1722 for Samuel Clark, a merchant, followed by other settlers who began to populate "The Neck", "Shepaug Neck", or "New Milford Neck" as it was referred to in their deeds. Early settlers pursued their own ecclesiastical society separate from New Milford in 1802. There was fervent opposition to this schism. and it took a resolution by the General Assembly in 1803 to resolve the issue. The town was finally incorporated as Bridgewater in 1856.



Peck House - Historical Society

Bridgewater was primarily an agrarian town with self-sufficient residents. It was not until after World War II that the pace of change with new settlement and work patterns emerged.

For instance, Lake Lillinonah was created when the Shepaug Dam was completed in 1955. In 1957 work was completed on the new Route 67 connecting Roxbury to New Milford by bypassing Bridgewater Center. The new and improved highways enabled easier access to New Milford and Brookfield and points east.



Rt 133 Opening in 2017

In the later part of the twentieth century old farm families moved away, and their farms were sold off and mostly subdivided. A few farms remain and several large land tracts with prime agricultural soils have been preserved and are used for leased farming or open space conservation with public access on maintained trail networks. This process, over time, has preserved the town's rural fabric with farm fields, pastures, and tracts of forested land.

<u>Present Day Perspective</u>: Bridgewater today retains its small-town rural character with wooded roadsides, single family homes, fields and open areas. It still has small farms and a limited commercial business area. There is a blend of full and part-time residents representing a variety of professions with many commuting to Fairfield County or New York. The important changes are in population, household numbers and composition.

<u>Population</u>: Historically, the Town's population has followed reasonably steady arcs, with decreases from 1880 when it was incorporated until 1930 when there was consistent growth from 1930 through the end of the century. Primarily due to in-migration, this growth reflected both a desire to live in the country and greater ease commuting to work. The peak growth period of 1960-70 showed a 42% population increase. Many other towns in the Danbury area also saw large population increases during this decade, due in part to the construction of I-84. Based on this trend, the Bridgewater 1967 POCD incorrectly projected that by 1980 the town would show the highest growth rate in the area with a population of nearly 5,000.

The 2020 Census shows that in the second ten years of the new century, Bridgewater's population decreased by 68 people, or by 3.9% percent from the 2010 Census and now totals 1,659.

Bridgewater Population By Decade

649	
600	
481	
432	
537	
639	
898	
1,277	
1,563	
1,654	
1,824	
1,727	
1,658	
1782 (es	stimate post COVID in 2022)
	600 481 432 537 639 898 1,277 1,563 1,654 1,824 1,727 1,658

This recent U.S. Census population decline (2020) reflects the pre-COVID period. However, working from home capability coupled with increased in-migration due to new buyers and weekenders seeking safety during the pandemic, has caused a recent surge in Bridgewater's population. This trend may be temporary, but it has caused many ownership turnovers and an unprecedented rise in local property values.



The Pratt Pavilion

<u>Composition:</u> The most significant population change is the aging of Bridgewater's residents. Although the median age of all towns in the area has risen over the past 40 years, Bridgewater started with an older population than most towns and now has the oldest median age in the region, going from 34.6 years of age in 1970 to 54.9 years of age in 2020.

BRIDGEWATER MEDIAN AGE

1970	34.6
1980	36.5
1990	41.3
2000	44.6
2010	51.3
2020	54.9

A breakdown by age shows the decline in children in all age groups, of young adults, and most noticeably in the 26-44 year old grouping, with commensurate increase in the 60 to 75 group.

These changes reflect new living patterns, fewer children per family, and an aging population. The changes have important implications for the Bridgewater community, for its revenue and for services provided to all the Town's residents.

<u>Future Perspective and Vision:</u>

Residents cherish the rural, scenic and small-town features of Bridgewater and wish to preserve these qualities. Survey respondents noted that it was the country aspects, natural beauty, and village atmosphere that drew and kept them here. Trees and woodlands, farmland, pastures and fields, hills and wetlands all contribute to an appreciation of nature. Country roads, well-kept homes, limited commerce, friendly neighbors also contribute to village life. It is these features that Bridgewater is determined to protect and preserve.

This does not mean that residents wish the town to be frozen in time like a quaint Brigadoon. New needs, changing conditions, and economic bumps require planned remedies; agricultural shifts, environmental advances, and emerging technologies necessitate innovative responses.

Bridgewater residents favor a diverse, friendly, and vibrant community, with a mix of ages, occupations, and backgrounds. Residents include talented artists, craftsmen and writers, small entrepreneurs, farmers, construction workers, landscapers, lawyers, teachers, accountants, and other professionals. Bridgewater welcomes a balance of full-time and weekend residents, some of whom have decide to stay permanently.

The 2020 Census data highlights the growing populations of retirees, ages 65-74, and of elderly, 75 and older, many of whom live alone. There will be an increased need for senior services, including the recreation, socializing and referral services at the Hilltop Senior Center and the volunteer help from the non-profit Community Caring in Bridgewater. To promote feasible "aging in place", strong support services are essential to meet the diverse needs.

Additionally, without active efforts to retain and to attract young adults and families, the Town will become a less diverse and vibrant place, with a small school enrollment, limited services for children, teens, and young families, and with fewer volunteers and funds to support necessary town and civic activities. The Town started a new program in 2015 to provide before and after school enrichment activities at the Burnham School. The "ACE" program is very successful in attracting young families to Bridgewater and enrollment has increased annually.

Residents also highlight the historic and current creative atmosphere for artists, writers, and craftsmen; it is hoped that the town will continue to attract these valued residents.

There also is growing support and increased emphasis on environmentally friendly techniques furthering the advances in energy conservation, green technologies, and organic farming. This commitment is based, in part, on the economic motivation to reduce long-term costs and meet new consumer demands; it also reflects the wish to conserve natural resources and protect the environment. The Town and some individuals already have begun some steps and this progress should continue. For instance, there is a solar array at the Hilltop Senior Center.

Bridgewater's vision for the future includes preserving its rural, small-town features, promoting a vibrant, diverse population, providing adequate support services, and protecting the environment.



The Bridgewater Community

<u>Past Plans</u>: Previous Plans of Conservation and Development did not explicitly address community issues, although the 1967 Plan provides a background on the Bridgewater community.

<u>Community Background</u>: Bridgewater considers itself a safe, friendly, neighborly small town. Residents include those with deep roots in the community spanning three or more generations to those who came in the late 20th or early 21st centuries.

There are many important sites where community life in Bridgewater may flourish The Town Green, with the village store and Post office is the traditional center of informal socializing at the northern end of town The Convenience Store and gas station, at Route 67, provides another opportunity to shop and eat. Town Hall is the locus of official town business. The two churches, Saint Mark's Episcopal Church and the Congregational Church, in addition to Sunday worship and activities, offer concerts, special events and dinners.

Residents of all ages consider the Burnham Library a treasured resource for books, children's activities, book clubs, and a meeting space for organizations. The Historical Society houses historical artifacts and hosts the traditional Memorial Day refreshments. The local Burnham School is a strong educational force for children and their parents. It has been strongly supported in past elections as residents have voted to retain the local elementary school in town.



Bridgewater Country Fair

Besides its fire, rescue and emergency services, the self-supporting volunteer fire department (BVFD) organizes the annual Bridgewater Country Fair. The fair is a highlight of the summer, and the residents turn out to help man gates, prepare food, enter exhibits, and run programs.

The Town recreation area includes a playground, tennis courts, ball fields, and pavilion for social events. The newest addition, the Hilltop Senior Center offers a variety of socialization and craft activities, computer and exercise classes, luncheons, and trips.

In addition to the salaried selectmen, and the staffs at the town hall, library, Burnham school, senior center, and town crew, Bridgewater relies on many volunteers; these include:

- ➤ Board of Trustees for Town investments, 5 appointed members,
- ➤ Board of Finance, 6 elected members,
- ▶ Planning and Zoning Commission, 5 members and 3 alternates, all elected
- Zoning Board of Appeals, 5 elected members
- ▶ Board of Education, 3 elected members
- Lake Authority, 3 appointed members
- Recreation Commission, 7 appointed members
- ➤ Conservation and Inland Wetlands Commission, 7 appointed members
- Scholarship Committee, 5 appointed members
- Emergency Management Director, 1 appointed member.

Also vital to the community are the volunteers in nongovernmental organizations which include:

- > St Mark's Episcopal Church and Bridgewater Congregational Church groups
- > Burnham Library Trustees and the Friends of the Burnham Library
- > Friends of the Senior Center
- ➤ Community Caring in Bridgewater
- ➤ Volunteer Fire Department
- ➤ Women's Auxiliary of the Fire Department
- > Burnham School Parent Teacher Organization
- ➤ Bridgewater Land Trust
- ➤ Sunny Valley Nature Conservatory
- > Bridgewater Historical Society
- ➤ The Bridgewater/New Milford Grange
- ➤ The Roxbury-Bridgewater Garden Club



Lover's Leap on Lake Lillinonah

Present Issues Concerns Interests.

Volunteering: Bridgewater residents volunteer at and attend Grange suppers, library parties, church dinners and concerts, Garden Club plant sales, and the Fire Department Bridgewater Country Fair. However, nearly all of the volunteer organizations surveyed noted their resource concerns of limited funds and volunteers, especially younger adults.

Recently, Bridgewater, as other towns, voted a tangible appreciation to active volunteer firemen by a real estate tax reduction. While impractical for other volunteers, some survey respondents note the need for non-monetary volunteer morale building.

Survey responses highlight suggestions for encouraging new approaches and activities and promoting communication among groups. Many organizations, particularly volunteer ones, have started innovative service activities and new fundraising events, such as the Halloween Trunk and Treat and the all-town tag sale, which are successfully institutionalized; new proposals, such as a Community Garden by the Garden Club and summer concerts by the Fire Department, are worthy of consideration.

Accessibility, health and emergencies: Accessibility, health and emergency planning are important, ongoing considerations. Respondents suggest that all groups review their facilities and activities for safety and handicapped inclusion and assess their training protocols for handling safety issues and emergencies. Emergency plans, for both inevitable power outages and unanticipated national crises, should be developed and distributed.

As with many Connecticut towns, Lyme's disease and other tick related diseases are epidemic in Bridgewater and residents are hopeful that methods can be found to mitigate, if not eradicate, their prevalence.



Bridgewater Fair Volunteers

Civic Participation

Finally, many survey residents hope for greater planning, community involvement and information. Although proactive planning will not resolve all contingencies, without consideration of new needs and challenges, a community is rapidly overtaken by events.

In terms of information, Bridgewater publishes a quarterly newspaper - *Our Town*, maintains a comprehensive web site, **www.bridgewater-ct.gov**, which includes minutes of town commissions, and sends email alerts on town meetings and other events. The Town also maintains a **Facebook** page and posts to **Instagram** to keep residents informed of events and emergencies. During the Covid pandemic of 2020-2022 the Town held many virtual events and provided access to traditional events, celebrations, and meetings online.

Recommendations for the Bridgewater Community

The Bridgewater 2022 Plan of Conservation and Development recommends the following approaches regarding community life for promoting volunteerism, ensuring safety, and encouraging informed residents.

To Strengthen and Enhance Volunteerism

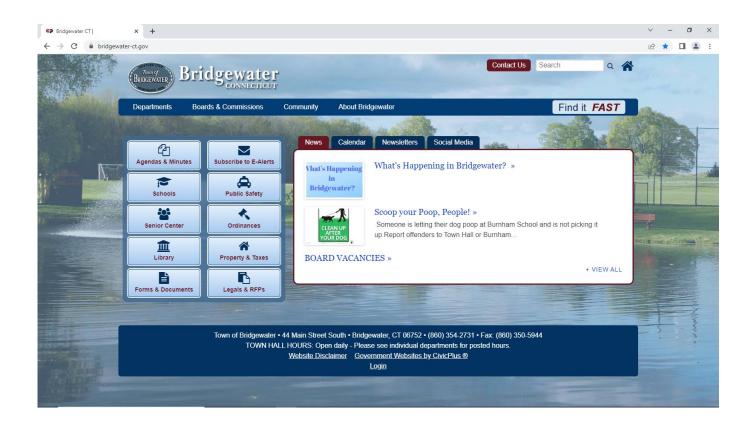
- Recognize and celebrate volunteers at public meetings
- > Cover meetings and events online so citizens get to know who is doing work
- Post notices online of positions that need to be filled
- ➤ Have various commissions seek volunteers from people they know

To Ensure a Safe, Accessible, Prepared Town

- Assess facilities, policies, programs, and training needs to ensure safety and accessibility and institute any needed remedies
- Provide information online for coping with town emergencies and weather events
- ➤ Work with Emergency Management Director to build relationships with utilities
- ➤ Work with the BVFD and Newtown Health District to disseminate emergency plans and response to potential disasters.
- Maintain a strong relationship with the Resident State Trooper and local police

To Encourage Informed Participation:

➤ Continue technical improvements to enhance a robust social media presence





Conservation & Natural Resources

Past Plans:

The 2001 Plan of Conservation and Development set six objectives to protect and conserve natural resources;

- > protection of surface and ground water
- > protection of flood plains, wetlands, stream belts and waterways
- > use of scenic easements and open space acquisition to protect environmental features as ridges and scenic vistas
- ➤ discouragement of development in fragile environmental areas
- > use of environmental impact studies for major development or land use activity
- > encouragement of conservation and preservation efforts

Standards were set by type of soil and grade of slope and implementation measures included:

- increasing open space requirements,
- developing buffer zone requirements for land adjacent to water
- developing an open space acquisition program
- inspecting septic systems near the lake and river

Conservation Background

Bridgewater residents treasure the town's natural resources and aspire to be good stewards. Our resources include the Shepaug River and Lake Lillinonah, wetlands, open spaces, woods, and vistas. The river and the lake provide unique scenic beauty, relaxation, and recreation.

The wetlands, monitored by the Conservation and Inland Wetland Commission, account for 750 acres or 7% of Bridgewater's land and are an irreplaceable natural resource. These wetlands are essential to the adequate supply of surface and ground water, to the control of flooding and erosion, and to the existences of animal, aquatic, and plant life.

Present Concerns and Issues

Water conservation: Protection of the river and lake and inland wetlands remains a priority issue. As the tourn is dependent on private wells, the purity and capacity of the water supply is an ongoing concern especially with increased droughts and climate changes noted worldwide.

Environmental conservation: There is also growing interest in other environmental initiatives including alternate forms of energy and energy conservation, recycling and composting, and community gardens.

Currently, with the help of a grant from the federal government, the Town installed ground mounted solar panels at the Bridgewater Senior Center in 2011 that continue to offset about 50% of the power requirement. Many private homes have also added solar panels in the past decade.



Recommendations for Bridgewater Is Conservation and Natural Resources:

Affirming the objectives of past plans, Bridgewater's new 2022 POCD recommends a continued commitment for protecting water resources, including waterways, wetlands and ground water and adds a new category for promoting energy and resource conservation.

To Protect and Preserve Water Resources

- Continue testing of all Town owned drinking water supplies to meet CT DPH guidelines
- Monitor erosion and runoffs and institute remedial action and testing where needed
- > Provide health department information on septic maintenance to all residents
- > Support monitoring and clean up by the Lake Lillinonah Authority and Friends of the Lake
- Ensure Town fuel storage meets regulations and does not damage ground or surface waters

Open Space

Bridgewater's 1967 Plan classified open space as:

- > public and semi-public land that is available for walking and outdoor recreation
- > cemeteries, swamps, wildlife sanctuaries not usually available for recreation but kept open and undeveloped
- > steep, rugged, or wetland that is unfit for development

It noted that open land comprised 64.6% of Bridgewater's entire area and recommended that new development be planned with open space priorities, such as grouping residences around a loop or using dead ends leaving "a substantial area natural and free of building lots".

Subsequent plans implicitly promote open space objectives. The 1988 Plan notes that new regulations help to protect open space by allowing private gravel roads for subdivisions and using set-asides of land to be protected. The 2001 Land Use objectives include protecting and maintaining as much of the natural landscape as possible, encouraging development which results in a larger percentage of open space, and protecting designated scenic areas with a required site plan review.

Open Space Background:

Open space covering over 3,000 acres is managed by four conservancies: the Bridgewater Land Trust, The Nature Conservancy, NCLC, and the Audubon Society. Other large tracts are managed by the Towns of Bridgewater and New Milford for their recreation.

The Bridgewater land records for open space show the following ownership and acreage:

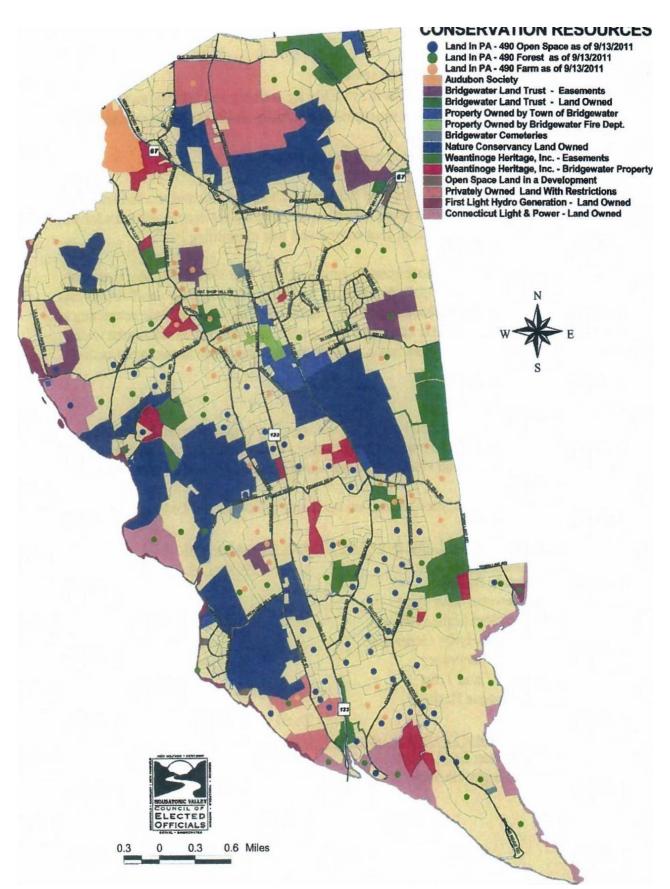
Land owned by Exempt Organizations

Total Owned:	2,790 acres
Promisek Inc.	<u>232</u>
Town of New Milford	114
NCLC	258
The Nature Conservancy	1,442
First Light Power	71
Eversource (CL&P)	265
Town of Bridgewater	99
BVFD	28
Bridgewater Land Trust	197
Audubon Society	84

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Easement Land by Exempt Organizations

Total Easements:	277
NCLC (Weantinoge)	<u>156</u>
Bridgewater Land Trust	121



Present Open Space Issues Concerns and Interests

Residents consider the natural, undeveloped open spaces as essential to a rural town and a major asset to be preserved. There is great concern that future development may erode existing open space and that development and private homes may transform open fields.

Residents have also expressed interest in greater public use of open space and particularly in developing trails for walking, hiking, wildlife viewing, and cross-country skiing.

Recommendations for Bridgewater Open Space

Recommendations focus on a planned approach for maintaining and extending open space and for developing funding approaches to acquire new land.

To Preserve and expand open space, vistas, and scenic areas:

- Institute a plan to map vulnerable land, vistas, ridgelines, and arterial roads that are appropriate for open space and walking or hiking
- Prioritize open space needs on arterial and main roads and for scenic areas and vistas
- Coordinate with land trusts and conservancies on goals, strategies, and plans
- Work with utilities to identify properties along Lake Lillinonah that could be sold to the Town by right of first refusal and maintain or enhance the Town's Open Space Fund capital account in case it is needed for property purchases in the future

Housing

Past Plans

The 2001 Plan housing objectives included:

- Creating a healthful, safe, attractive environment in new residential development
- Encouraging the development of housing to meet specific needs
- Locating most multi-family housing near the Town's center as consistent with soil types and terrain

Housing Background:

Bridgewater's housing stock is varied and generally reflects its rural roots. Some houses are historic, dating back to the 1700's, and others very modem. There are farmhouses, small cottages, ranch houses and large estates. With the exception of Bridgewater Commons, a 17-unit condominium on Main Street North, 96.8% of Bridgewater's houses are single family homes.

Similar to all towns in the region, the number of Bridgewater households has risen over the past years, but at a smaller rate than elsewhere. As noted previously, the 2010 Census reports that, there are 735 household units in Bridgewater and of these 525 are family households. The average household size has decreased over past 50 years, going from 3.12 in 1960 to 2.34 in 2010. This decrease reflects changed living patterns, fewer children, and an aging population living alone. Bridgewater now has a population density of 106 per acre, the lowest in the region.

As a rural town, Bridgewater's residential zoning regulations require that all housing lots be able to meet its water and septic disposals on-site, as certified in the past by the Town's sanitarian and currently by the Newtown Health District.

In the past three years, there was only one new housing start and all recent housing permits have been for remodeling and enlarging. Sales have flattened and are primarily in the upper price range. Connecticut Economic Resource Center reports that of the 11 houses sold in 2009, three were in the \$200,000 range, three in the \$300,000 range and five at \$400,000 or more. The 2009 CERC profile of Bridgewater also notes that that 71% of dwellings are owner occupied, a 10% decrease from 2008.

Present Housing Issues. Interests and Concerns

Housing needs: Bridgewater residents remain committed to maintaining a small, rural town; surveyed residents liked the town's single family, well-kept homes and the typical New England style architecture; they felt that development should be limited and not intrusive.

Elderly housing has long been on the Bridgewater agenda and residents expressed strong interest in addressing the housing needs of both the elderly, so that they might remain in the community, and of young families, including children who had grown up in town but now were priced out of the market.

Our suggested approach is to initiate a committee to assess needs, develop housing plans, propose recommendations and implement remedies. A parallel effort is to expand the use of accessory apartments.

The 2009 HVCEO Regional Plan notes that accessory apartments can be a small, yet important technique to expand the housing supply and is particularly appropriate for Bridgewater due to declining household size and ability to use existing on-site water and septic systems. An accessory apartment in a home owned by an elderly person offers an income supplement and promotes independent living and support.

Home Business: Additionally, survey responses to an item on home business indicated approval of home businesses provided these were permitted and not intrusive or damaging to the neighborhood. Respondents saw home business as an economic benefit to both the worker in terms of income and to the town through the collection of permit fees. Currently, existing regulation does not define a home business and limits it to the first floor and to less than 20% of that floor.

The Housatonic Valley Council of Elected Officials 2009 Regional Plan noted that 8.5% of Bridgewater's workforce reported working at home, which is the second highest percentage after Redding. The Report lists some of the positives of home business:

- it covers increasingly varied work due to the internet and tele-commuting.
- it eliminates the worker's commuting costs of time and money and reduces the environmental costs of pollution, congestion, and energy.
- it allows flexibility for child-care and other responsibilities. And, in difficult economic times, it can be a source of added income.
- Finally, a review of all regulations is deemed appropriate to assess changed conditions, needs, and consequences, especially those regarding additions on small lots.

Recommendations for Bridgewater Housing:

The 2012 Plan for Bridgewater reflects both the emphasis in Section 8-23 of the Connecticut General Statues on specific housing needs including affordable housing and the expressed wishes of the Bridgewater community: maintaining the small-town features, addressing diverse housing needs for seniors and young families, encouraging safe, nonintrusive home business, and evaluating all residential zoning regulations. Over the past three years some restrictions on apartments have been relaxed, but more can be done to have the intended effect of increasing affordable and flexible housing options. On site detached or attached apartments can encourage "aging in place" or starter and extended family housing options provided the acreage, septic and water availability can meet increased usage.

To Maintain Bridgewater's Small Town, Rural Qualities

- > Review set-back and frontage regulations and consider increasing the requirements.
- ➤ Evaluate methods, in addition to setbacks, to ensure house and lot size are compatible. A possible option is the "floor-area ratio" (FAR) comparing the total living area of the building to the lot area.
- Encourage the screening of buildings by natural buffer zones compatible with a rural area
- Ensure that permanent and semi-permanent machinery, equipment, dumpsters and garbage cans are adequately screened.
- ➤ Promote conservation and open space designs for individual houses and subdivision developments; suggestions include a) siting a home at one side of the lot, rather than in the center, to preserve a larger continuous open area and b) using a conservation design for subdivision development so that a large portion of land, particularly along roads, is in open space.

To Address Diverse Housing Needs

- Establish a committee focused on the diverse housing needs of the community to review relevant factors and make recommendations.
- Evaluate and revise regulations to increase accessory apartments for the elderly and their families, ensuring safety and minimal neighborhood impact. Provide information on apartment conversion.

To Encourage Equitable, Safe Home Businesses

- > Evaluate and revise home business regulations to provide a definition, zoning criteria on safety, traffic, noise, nuisance and other neighbor impacts.
- > Require an inspection before an initial permit is issued and update regularly

To Evaluate, Update, and Publicize all Zoning Regulations

- ➤ Review all zoning regulations to ensure conformity to State requirements, address issues, and reflect best zoning practices.
- ➤ Provide clear, accurate information to residents through application, regulations, forms and briefings.

Community Facilities

Past Plans:

The 2012 Plan of Conservation and Development lists four objectives regarding town facilities:

- Locating all public facilities except the Town Garage, Senior Center and Town Park facilities in the town center.
- Designing attractive, efficient public buildings
- ➤ Planning for expansion in advance of need
- Encouraging additional recreational facilities

Standards were set in terms of the size of the site and population. The implementation measures included:

- Developing plans to expand the library
- Preserving land adjacent to Lake Lillinonah as undeveloped open space
- Providing additional space at the Town Garage for storage, and recycling



Town Facilities Background:

Currently the facilities maintained by the town include:

- ➤ Bridgewater Green Memorial
- ➤ Bridgewater Historical Society
- ➤ Peck House and Captain Burnham
- House (Burnham Cottage)
- > Burnham School Playground
- ➤ Bridgewater Hill Top Senior Center
- ➤ Bridgewater Town Hall
- ➤ Bridgewater Recreational Center including pavilion, kitchen, rest rooms, soccer & baseball fields, tennis & pickleball courts, playground, walking trail, dog park
- ➤ Bridgewater Town Park by Lake Lillinonah
- ➤ (The Bridgewater Fire Department provides its own upkeep and maintenance of the Fire House.)

Since the 2012 Plan, the major changes have been the construction of the Bridgewater Senior Center Addition, built in 2016, the re-construction of the Pratt Pavilion in 2018, resurfacing of the tennis courts and new Pickleball court in 2022. The re-construction of Center Street in 2018, The pedestrian walkway linking Town Hall to the Fire Department in 2015. The demolition of the Grange and historic re-construction of the Captain's House (Burnham Cottage) in 2022.

Current Town Facilities Issues Concerns and Interests:

Capital Budget Planning: has been implemented with the goal of planning ahead to maintain, renovate and expand community facilities. There is now a comprehensive, itemized capital budget to set priorities and facilitate planning.

Appropriate Building: Other suggestions noted that renovation, repairs, and new construction should be appropriate to the building's historical and architectural features as well as functional needs. The Fire House, which maintains itself, may need expansion.



Safety and accessibility for all are both legal requirements and essential for an inclusive community. Progress has been made in handicapped accessibility, with good compliance for access and rest rooms at the Senior Center and access at the library. The Town Hall's back-entrance ramp has been reworked; further work is needed to meet requirements. Additional efforts are needed to ensure safe access to Town Hall and to rest room facilities and meeting rooms.

Residents note the importance of energy conservation in all town facilities; the solar panels at the Senior Center are deemed a good first step; greater efforts at recycling and composting were also suggested. Installation of a large solar array to offset Town electricity expenses should be pursued and encouraged for residential properties.

Community Facilities Recommendations

Bridgewater's 2022 Plan of Conservation and Development endorses prior planning objectives. It supports the concept of planning "in advance of need" and recommends a clear process for maintaining and developing facilities. To enhance the facilities, the Plan details specific recommendations on accessibility, safety, renovation, energy, and recycling.

To Provide Well-maintained, Accessible, Safe, and environmentally friendly Facilities:

- ➤ Continue the rolling Five Year Capital Budget in Excel with concurrence of the Board of Finance based on a review of the community needs, conditions, and requirements
- Ensure that all town facilities meet code requirements and are handicapped accessible
- Provide new construction and renovation that is consistent with historical, architectural, aesthetic and functional needs
- ➤ Promote energy conservation in town facilities and installation of solar arrays to offset energy costs and raise awareness of renewable energy choices for citizens
- > Determine the desirability and feasibility of expanded recycling and composting with HRRA
- Ensure safe storage for equipment and supplies at the Town Garage and Police Barn
- Continue to review the recreational needs of residents, especially children and teenagers



Transportation



Transportation Background:

Bridgewater street classifications are:

- > State Highways: Route 133, Route 67, Route 867 (old Route 67A-Clapboard Road)
- Town Collector Streets which distribute traffic from highways and connect to local traffic as Clatter Valley, Hat Shop Hill. Hut Hill, Christian, Northrop.
- > Town Local Streets for residential traffic

Bridgewater residents appreciate the rural, tree-lined streets and roads. For both motorists traveling through Bridgewater and town residents, the highways offer scenic vistas of trees, fields, and wildlife habitat. The local town streets, estimated at 38.6 miles, are consistent with a small, rural town.

Travel to, from, and within Bridgewater is basically vehicular, as there is no public transportation. The senior van promotes shared transportation and provides access to facilities in other towns. To promote safety on high traffic State routes, a blinking light was installed at the Intersection of Routes 133 and 67. The Connecticut Department of Transportation has also worked to improve guard railings on Route 133.

Present Transportation Issues, Concerns and Interests

Perhaps the largest safety concern with the rural roads is the danger posed by dead or dying trees, including Ash, Maple, Oak and White Pines. These trees may be in the Town right-of-way or on bordering private properties. The severity of recent storms with high winds and icing have caused blocked roads and downed utility lines with alarming frequency. The Town has increased its tree removal budget, but most likely, this will be an ongoing and significant expense. Problem trees need to be identified and assigned to either the responsible utilities or Town contractors.

The Gateway: A major concern is to preserve the rural gateway to the town along Route 133 to the Village Green. To improve safety, the Connecticut Department of Transportation developed alternative plans to widen and straighten the stretch of Route 133 north of the bridge. A relocation of Route 133 and large retaining wall was completed in 2017 after two years of work.

The open fields, trees and countryside north of the proposed construction repair on Route 133 also constitute a continued gateway to Bridgewater and must be preserved. A petition to assign "Scenic Road" status to Rt 133 from Brookfield to New Milford was rejected resoundingly by local residents in 2021. Bridgewater Selectmen and residents felt the scenic designation would encourage more unwanted traffic and tourism to our town.

As discussed in the Village Green/Town Center section, the 2008 HVCEO Bulletin developed a detailed plan to meet safety concerns, preserve the town's rural character, and reflect cost effective installation and maintenance methods. The aim is to offer safe and economical pedestrian links from the village green center to the Recreational Center and the Senior Center.

Pursuant to the plan recommendations a five-foot-wide pedestrian "Walkway" was built in 2017 linking the BVFD, Burnham School, Library, Peck House and Town Hall for 600 linear feet. This walkway was set back from Route 133 by 30-40 feet and includes stone benches and shade tree plantings.

The Town also received a Community Connectivity Grant to rebuild and restrict Center Street to northbound one-way traffic from Route 133. This design incorporated a concrete sidewalk and diagonal parking allowing for more cars.

Bridgewater Traffic Recommendations:

The Bridgewater 2020 traffic recommendations affirm past recommendations to inspect, maintain and repair all roads, to promote safety, prevent damage and preserve our rural, natural features and to provide environmentally friendly circulation.

To Reduce Traffic and Preserve Rural, Scenic Beauty:

- 1. Review, assess, and implement feasible, desirable suggestions to slow Main Street traffic in the Village Green area. Require more police warnings and ticketing.
- 2. Do not encourage Scenic Highway designations, especially along Route 133 which could encourage more tourist and bus traffic.
- 3. Encourage preservation of open fields and vistas along Route 133 and Route 67.
- 4. Encourage screening of property and screening of all permanent equipment and dumpsters.

To Promote Ecological Circulation and Transportation:

- 1. Publicize recently constructed pedestrian and bicycle links from the Town center to the outlying Recreational Area and Senior Center.
- 2. Encourage shared carpools and electric vehicles.
- 3. Research effective, efficient ecological road and driveway surfacing materials.

Village Center & Town Green

Every Bridgewater Conservation and Development Plan unanimously supports the concept of the Town Green area as the center of town life. In 1967, Bridgewater's first Plan of Conservation and Development recommended that the Town Green Area be developed as the "functional center of community activities" with "architectural and landscaping controls".

Subsequent Plans recommended that the area be "the center for Town facilities and the central location for essential services" (1988) and that the Town center be maintained as "an attractive, convenient, safe and comfortable place in which to dine, visit, worship, and live" and that "public facilities which serve the entire community, except the public works complex and parks" be located in the Town center. (2001) Under the Circulation heading, it also recommended providing "safe pedestrian circulation in the village center".



Village Center / Town Green Background:

The Village Center/Town Green area remains the heart of Bridgewater. It was officially listed on the National Registry as the Bridgewater Center Historic District in 2000. Today, the Town Center Zone has been greatly expanded, extending from the northern cemetery to the southern firehouse, from



western Main Street to the senior center on the south and then to pavilion area, covering over 260 acres.

The central area is bordered by old New England homes, including the Van Wyck Brooks house, the Congregational Church and St Mark's Episcopal Church, the former Grange site, a connecting building housing the post-office and Bistro, the Town Hall.

The area also includes the Peck House Historical Society and Burnham Cottage (Captain's House), re-built in 2022/23, the

Burnham Library (1926), and the Burnham School, (1929), are all named for the generous benefactor, Captain William Burnham. Continuing south on Main Street, the Town Center Zone encompasses the BVFD grounds. It extends eastward to the recreational facilities — tennis courts, playground, playing fields and the recently renovated and renamed Pratt Pavilion.

All the facilities are actively used and appreciated. The Town Green and Main Street are also prominent during many village events, from the Memorial Day parade and observances, the Labor Day Tractor parade, the Halloween "trunk and treat" activities, and the holiday festivities of dinner at the Episcopal Church, tree lighting on the Green, and concerts at the Congregational Church.

Present Issues Concerns and Interests

Traffic and speeding on all town roadways is a major concern of many residents especially since the onset of the Covid Pandemic in 2020.

Responding to Bridgewater's past Plans of Conservation and Development recommendations for safe pedestrian circulation as well as the concerns over traffic, the following measures have been completed in the past ten years:

- ➤ Providing new pathways for pedestrians and bicyclists, particularly between the Village Center and Fairgrounds and to the recreation area and the Senior Center
- ➤ Restricting Center Street to one-way northbound
- Realigning crosswalks.
- ➤ Reduce speed limits on town roads
- Install permanent and movable electronic speed signs to make drivers more aware
- Equip the local police vehicles with advanced two-way radar

The above suggestions from the 2012 POCD have been implemented with intended success!



Bridgewater Recreation Area

Town Green Recommendations

The Bridgewater 2022 Plan of Conservation and Development recommendations for the Village Center-Town Green focus on preserving its small town, rural features and strengthening its capacities by easing automobile traffic and promoting other means of locomotion, including electric vehicle use, bicycles and walking.

Future Land Use Plan

Past Plans

Previous plans have detailed the zoning requirements and changes in Bridgewater and the 2001 Plan listed 11 objectives based on existing physical characteristics, development and requirements for onsite sewage disposal and private water supply.

Historical Background

Founded in 1803 following its separation from New Milford, Bridgewater like most of the state was an agrarian society largely dedicated to farming. Land use slowly evolved into the 20th century as a combination of residential and farming uses. This continued until 1962 when Bridgewater adopted an ordinance creating the Planning and Zoning Commission as well as the Zoning Board of Appeals.

The original Zoning and Subdivision Regulations, effective July 6, 1962, created four zones consisting of:

A: Town Green

B: Farming and residential

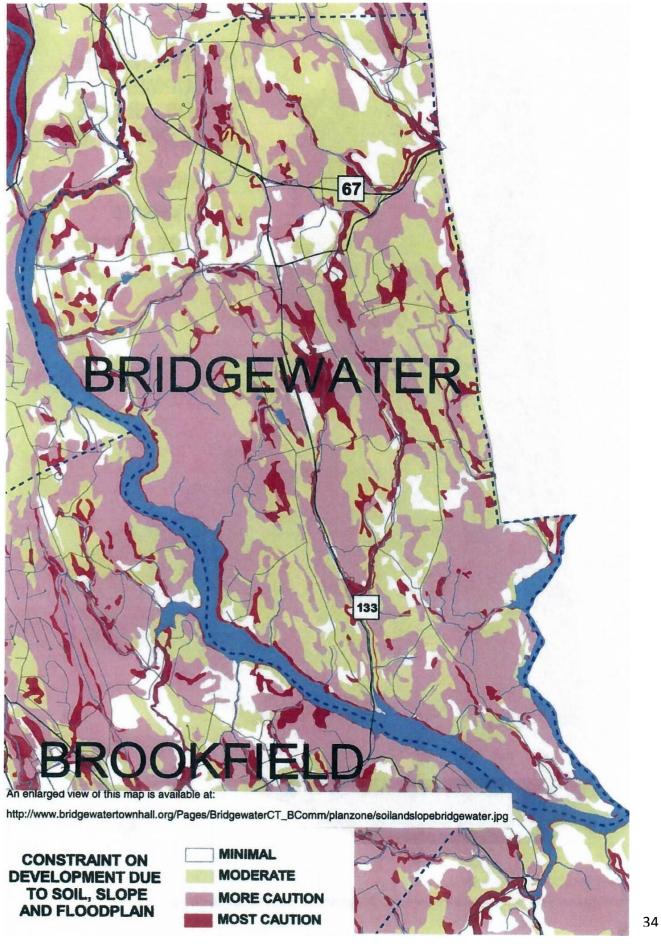
C: Commercial D: Industrial

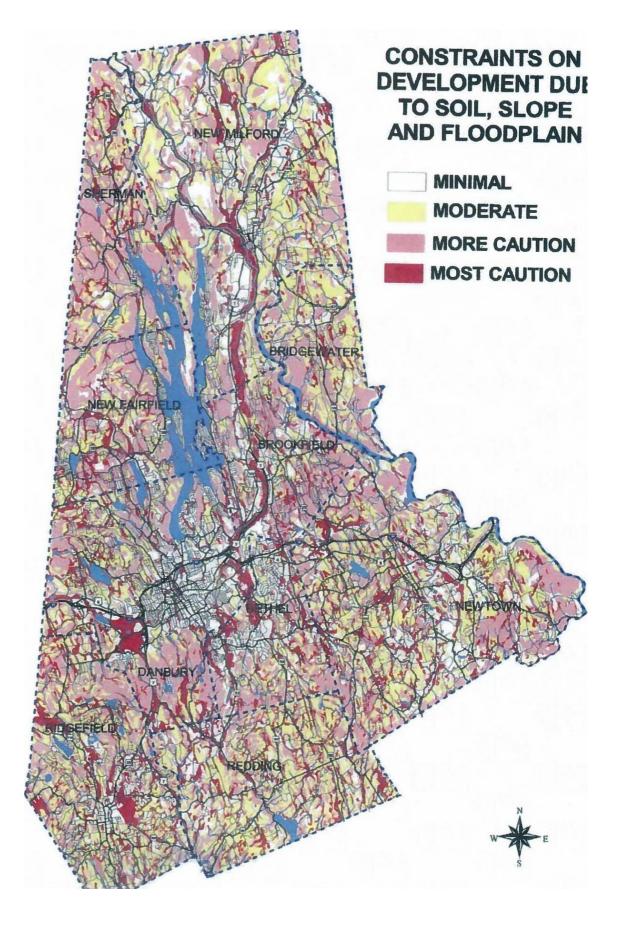
Most of the town was in the B zone which allowed a broad range of uses beyond farming and residential. Examples of such uses include boarding houses, hotels, golf courses, gravel pits, hospitals, garden apartments and camps. The minimum lot size was established at one acre.

Due in large part to the physical characteristics of Bridgewater, including its reliance on private wells and septic systems, relatively few of these allowed non-residential uses were ever developed. By the 1980s such limitations on development potential led the Planning and Zoning Commission to adopt more restrictive regulations including creation of the R-1 (one acre), R-2 (two acre) and R-3 (three acre) residential zones. Generally speaking, the R-1 zone was located closer to the Town Green Zone while the R-2 and R-3 Zones were, respectively, more removed. Most of the non-residential uses were also eliminated.

Following a study of soil-based zoning as had been adopted by other towns, P&Z in 1986, in lieu of soil based zoning, revised its regulations increasing the minimum lot size in the R zones by one acre. Thus, the R-1 zone became R-2, R-2 became R-3 and R-3 became R-4. This revamping of the regulations was in response to significant concerns regarding the availability of water as well as septic capacities.

The following map entitled "Constraints on Development Due to Soil, Slope and Floodplains", as prepared by HVCEO, classifies land areas according to development constraints and depicts most Bridgewater lands as primarily of the "More and Most Cautious" classifications.





These classifications feature steep slopes, rock outcroppings and wetlands which severely impact development potential. In effect, Bridgewater's land characteristics are the primary determinant of future land use potential.

The Town of Bridgewater consists of approximately 10,136 acres. An estimate of permitted land uses is as follows:

Commercial/industrial Zone	65.64 Acres
Town Green Zone	294.77 Acres
RR2 (2 acre zone)	772.40 Acres
RR3 (3 acre zone)	5,978.99 Acres
RR4 (4 acre zone)	3,024.34 Acres
Total residential zones	9,775.73 Acres

Clearly, Bridgewater is almost entirely dedicated to residential use which includes farming.

A review of the status and acreage of estimated current land uses within the residential zones indicates:

Existing single-family homes	2,205 Acres Developed
Town and State Roads'	300 Acres Developed
Land Trusts Property	2,247 Acres Protected
PA 490 land in Forest	2,036 Acres
PA 490 land in Farm	1,114 Acres
PA 490 Open Space	1,442 Acres
Total PA 490	4,592 Acres Protected

From the total residentially zoned lands, an estimated 448 acres are unprotected and 4,592 PA490 Properties are temporarily protected, for a total of 5,040 acres that are potentially available for development. This land area constitutes approximately one-half of the Town and must be the focus of all future development considerations and preservation efforts.

Future Land Use Plan

Introduction: The Future Land Use Plan illustrates the proposed pattern of conservation and development for Bridgewater. It recommends the most appropriate location and relationship of major land uses, including proposals for residential development; business development; community facilities, conservation and open space areas and civic uses. The Future Land Use Plan is a graphic presentation of the Town's vision for the future.

The Land Use Map provides a broad-based illustration of desired development patterns. It is based largely upon existing land uses and natural features, as well as zoning regulations and the community's view for the future.

Approximately 80 percent of Bridgewater's land area, including some environmentally sensitive areas (8 percent wetlands), is vacant land. Virtually all this land area is zoned single family residential which includes farming.

The use and protection of these areas is of great importance to the future of Bridgewater. A balanced approach to development and conservation is essential in order to maintain the Town's resources and quality of life.

Protection of environmentally sensitive areas and the conservation of open space have been a major focus in the development of this plan update. A balance between conservation, preservation and development is a primary focus for future land use issues in Bridgewater. The achievement of a balance between these issues can be achieved by adhering to broad policies as well as specific goals and implementation strategies. The 2012 Plan of Conservation and Development goals and strategies will guide the Town's development over the next ten years and beyond.

Overview: The recommendations of each of the preceding chapters can be combined into a comprehensive plan, known as the Future Land Use Plan. This Future Land Use Plan consists of stated goals, objectives, policies, and recommendations focused on the future of Bridgewater.

Descriptions of Future Land Use Categories

Natural Resources

Land: Environmentally sensitive areas requiring significant conservation.

Water: Water availability, given our dependency on wells, is a critical resource that must be protected.

Open Space

Protected Open Space: Those areas of the Town owned or eased by land trusts.

Managed Open Space: Town owned lands which are dedicated to recreation. These sites contain a variety of recreation uses as well as undeveloped open space.

Residential Areas

Low Density: Residential zones requiring a four acre minimum lot size due to adverse development characteristics.

Medium Density: Residential zones requiring minimum lot size of two and three acres generally located closer to the center of town with more positive development.

Commercial/Industrial

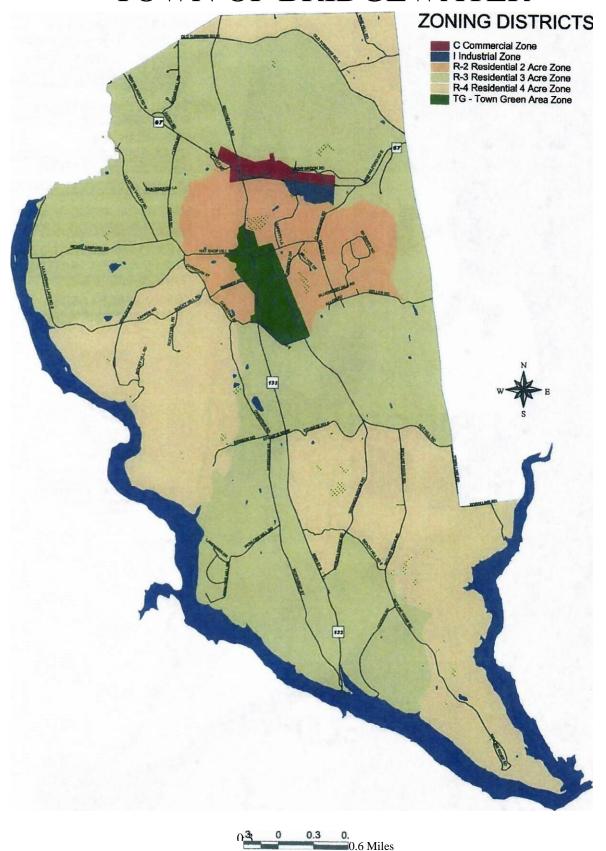
Both areas are contiguous and are located by zoning entirely on Route 67. Uses include retail, office, light manufacturing, warehousing and distribution facilities.

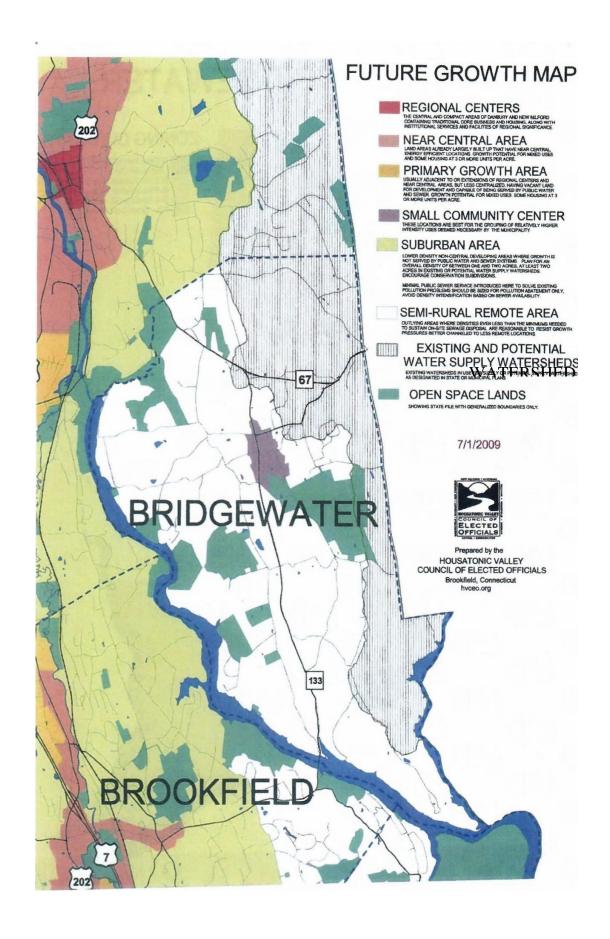
Industrial: Areas suitable for small scale corporate and light industrial campuses with manufacturing, assembly, warehousing and distribution operations, all to be located on Route 67.

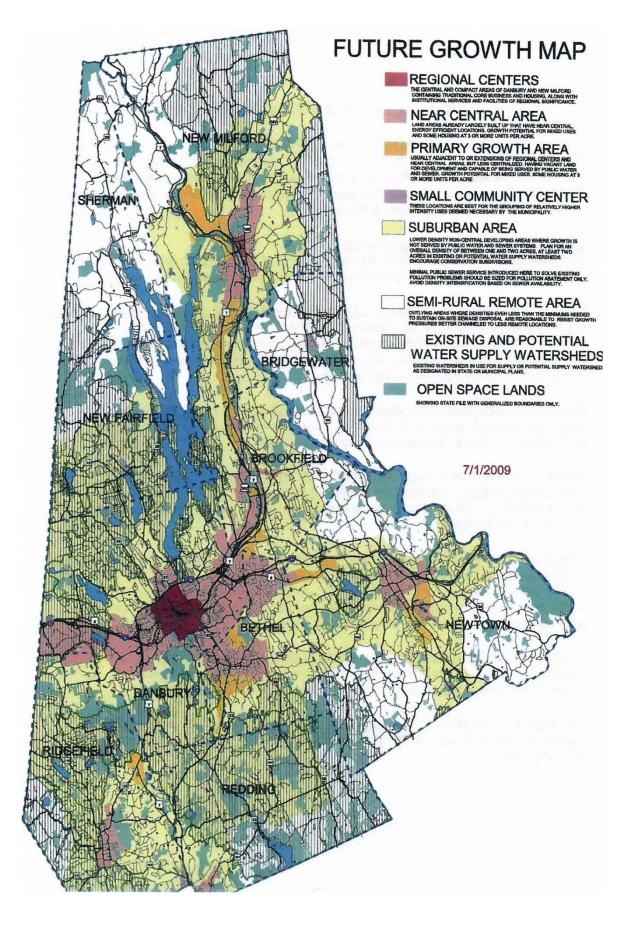
Community Facilities

Located largely in the Town Green Zone, community facilities include municipal, educational, religious and historic buildings as well as the senior center and town-owned parks and recreational areas.

TOWN OF BRIDGEWATER







CONSISTENCY WITH STATE AND REGIONAL PLANS

In accordance with Connecticut General Statutes Section 8-23, The Plan of Conservation and Development was compared to the State 2005-2010 Conservation and Development Policies Plan for Connecticut, the 2009 Regional Plan of Conservation and Development (prepared by HVCEO) and the six State Growth Principles. Upon review, we found the plan to be essentially consistent with the State and Regional Plans.

Statewide Growth Management Principles

The following recommended action steps are examples of how the 2022 Bridgewater Plan of Conservation and Development is consistent with these growth management principles:

Principle 1: Redevelop and revitalize regional centers and areas of mixed land uses with existing or planned physical infrastructure. Ensure that future development and redevelopment is consistent with State and Regional planning and transportation management goals. Given Bridgewater's land characteristics, lack of "regional center" development and infrastructure, it seems unlikely that any conflict would develop.

<u>Principle 2: Expand housing opportunities and design choices to accommodate a variety of household types and needs</u>. Study affordable housing options including conservation subdivisions and senior housing development consistent with septic and well limitations.

Principle 3: Concentrate development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse.

Most municipal as well as commercial uses are located on the two state roads (Routes 133 and 67) which bisect Bridgewater.

<u>Principle 4: Conserve and restore the natural environment. cultural and historical resources.</u> <u>and traditional rural lands.</u> Continue to support all Land Trusts. Connect existing open spaces along existing and proposed trails and stream corridors. Create conservation easements for Town owned parks and open spaces. Review possible application of conservation subdivisions to encourage preservation of more contiguous open space.

Principle 5: Protect environmental assets critical to public health and safety

Educate the public about threats to and strategies available to protect water resources. Review the definition of steep slopes and limit residential development on steep slopes.

<u>Principle 6: Integrate planning across all levels of government to address issues on a local.</u> <u>regional. and statewide basis.</u> Continue to collaborate with Regional, State and Federal officials and policymakers.

Acknowledgements

The Bridgewater Plan of Conservation and Development was reviewed and approved by unanimous vote by the Planning & Zoning Commission after its Public Hearing on November 17, 2022.

The Board of Selectmen reviewed aspects of the plan in its meetings in September and October. The plan was formally adopted at the December 13, 2022 meeting.

The plan to be submitted to the CT State Library will be in paper and PDF electronic formats. The PDF was converted from an MS Word.doc format from 2012 enable future plan(s) editing both easy and possible without formatting difficulties.

Final editing and photographs were made by First Selectman Curtis Read.

The Western Connecticut Council of Government (WCCOG) provided maps and data.

Population and housing data were copied from the U.S. Census and CT state data.